

Annex 1. TERMS OF REFERENCE

1. Introduction

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) will carry out an Independent Country Programme Evaluation (ICPE) of UNDP programme in Lebanon in 2019. UNDP Lebanon has been selected for an ICPE since its country programme will end in 2020. The evaluation will focus on UNDP's work during the ongoing programme cycle 2017-2020. The ICPE will inform the development of the new country programme for 2021-2024 and review of the programme prior to that. The ICPE will be conducted in close collaboration with the Government of Lebanon, UNDP Lebanon country office, and UNDP Regional Bureau for the Arab States.

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹ The ICPE demonstrates evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national effort for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP Country Programme Document
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the UNDP's Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function; and its coherence, harmonization and alignment in support of United Nations reform and national ownership. Based on the principle of national ownership, IEO seeks to conduct ICPEs in collaboration with the national authorities where the country programme is implemented.

2. National context

Lebanon is an upper-middle-income country, predominantly urban with over 85 percent of the population living in cities.² In the past two decades, Lebanon faced periods of political instability, which had an impact on the outcomes of development policies and programmes of the government and international support for reconstruction and development. In addition, the Syrian refugee influx has put pressure on the economy and development processes in Lebanon. The government of Lebanon has remained fully committed to reform efforts despite the intermittent humanitarian crisis, and the process of developing a comprehensive developmental vision for the Lebanese economy and public-sector reforms. Several

¹ United Nations Development Programme, 2016. Evaluation Policy. New York. <http://web.undp.org/evaluation/policy.shtml>. The ICPE will also be conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (www.uneval.org).

² United Nations, Department of Economic and Social Affairs, Population Division (2018). World Urbanization Prospects: The 2018 Revision. <https://population.un.org/wup/>. Accessed on 7 Jan 2018.

political disruptions, as well as corruption (Lebanon ranks 143rd of 180 countries and 14th among 18 Arab States in the 2017 Corruption Perceptions Index),³ hindered full implementation of economic and public administration reforms.

Lebanon remains at the forefront of one of the Syrian humanitarian crises and has demonstrated exceptional commitment and solidarity to people displaced by the war. Eight years into the Syrian conflict, Lebanon faces extensive humanitarian and development needs which have exacerbated the already existing development challenges. The country has received around 1.5 million displaced Syrians,⁴ about a quarter of the Lebanese population, and 34,000 Palestine refugees from Syria, and a pre-existing population of more than 277,985 Palestinian refugees.⁵ This has put considerable pressure on the country's economy, infrastructure, public service delivery and environmental management. It has also impacted Lebanon's social and economic growth and has exacerbated pre-existing political and sectarian divisions. The Lebanon Crisis Response Plan (LCRP) sought to align the support from the international community with the government strategies and programmes. The LCRP for 2017-2020 recognises that the vulnerabilities of each of these groups required an overall response strategy to include a multifaceted response, from emergency to development assistance. Nearly half of those affected by the crisis are children and adolescents, at least 1.4 million children under 18, including Lebanese, Syrians and Palestinians, are currently growing up at risk, deprived, and with acute needs for basic services and protection.⁶

Lebanon's economy is driven by services, trade, transport, communications, the banking sector and tourism, and is highly import dependent. The World Bank projected 1 percent real GDP growth in 2018, down from an average of 1.6 percent in 2016-2017 but rebounding from 0.2 percent in 2015 – forecasting sluggish growth and a negative impact on poverty. With considerable fluctuation, the GDP growth which was on an average 4 percent annually prior to 2011 has declined to 1.7 percent during 2012-2014, and 1 percent in 2015 and 2016.⁷ The volatile geopolitical and security context and public debt, and inflation constrained growth. Low competitiveness, macroeconomic imbalances, and underdeveloped trade facilitation have impacted private sector development and growth. Finance, real estate, construction, and tourism, which are important sectors for growth and job creation for the burgeoning young and lower skilled labour force, have been stalled by the Syrian crisis.

While the overall unemployment in Lebanon is estimated at 18-22 percent,⁸ the Syrian refugee influx has aggravated the situation by increasing the levels of informal labour in some areas of the country, skewing the labour market equations. This impact on the labour market disproportionately affected women and

³ Transparency International, Corruption Perceptions Index 2017, available at:

https://www.transparency.org/news/feature/corruption_perceptions_index_2017#table

⁴ Lebanon Crisis Response Plan (LCRP) 2017-2020 2018 Update available at <http://www.3rpsyriacrisis.org/wp-content/uploads/2018/02/Lebanon-LCRP-2017-2020-2018-Update.pdf>. The 2019-2020 3RP strategic overview estimates 28,800 Palestine refugees from Syria and 180,000 Palestinian refugees in Lebanon – available at:

http://www.3rpsyriacrisis.org/wp-content/uploads/2019/01/Strategic_Overview_03_01_2019_150dpi.pdf Note: The 1.5 million estimate includes both registered and unregistered refugees. UNHCR data as of 30 November 2018 calculates 950,334 registered Syrian refugees: <https://data2.unhcr.org/en/situations/syria/location/71>

⁵ LCRP 2017-2020, Ibid.

⁶ LCRP 2017-2020, Ibid.

⁷ World Bank, Lebanon's Economic Outlook – October 2018, available at:

<http://pubdocs.worldbank.org/en/756401538076843074/mpo-am18-lebanon-lbn-2.pdf>.

⁸ The last official estimates of unemployment were 22.1 percent in 2007; ILO models (May 2018) estimate 17.9 percent unemployment in 2018. www.ilo.org/ilostat accessed on 7 Jan 2018.

youth. The increase in the informal and low wage labour supply in Lebanon (about 73 percent of the working-age Syrian men are in the labour force) has negative impacts on the labour force prospects for youth and women in particular.⁹ Sectors such as tourism and trade with greater potential for creating jobs are impacted by low growth and refugee crisis. The impact has been more severe in the lagging regions in the North and Bekaa, areas with high refugee influx, and those with the already existing poor labour market. As of 2017, 51.2 percent of the total population was employed.¹⁰ Syrian refugees are legally permitted to work in agriculture, construction, and the environment sectors, however, most work on an informal and temporary basis with only 1,317 receiving formal work permits to date.¹¹ As of 2018, Syrian refugee employment stood at 40 percent, approximately 35 percent and 61 percent for refugee men and women respectively.¹² There remain challenges to addressing growing tension at the local level due to the mismatch between huge labour supply and limited demand. Lack of enabling environment slowed private sector development and investment, with significant impact on job creation. The government seeks to address these issues through initiatives such as the Capital Investment Plan, National Jobs Program, and the Vision for Stabilisation and Development.

There have been specific efforts by the government to promote gender equality and women's empowerment, with legislation and institutional measures. The Office of the Minister of State for Women's Affairs (OMSWA) was created in December 2016 and a National Strategy for Gender Equality (NGS) 2018-2022 and action plans are under implementation. There however remain gaps in civil laws in addressing gender-based violence, early marriage and marital rights, and property rights.¹³ Displacement, instability and poverty have been linked to increased rates of domestic violence and negative coping strategies such as child labour and early, forced and child marriage. While women have achieved higher educational attainment than men (26 percent of women compared to 8 percent of men),¹⁴ Lebanon has one of the lowest rates of women's workforce participation (23.2 percent of women compared to 71.1 percent for men).¹⁵ Women's low participation in economic and political arenas remain a barrier for overall economic growth and household income. The 2017 female HDI value for Lebanon is 0.701 in contrast with 0.788 for males, resulting in a GDI value of 0.889, placing it into Group 5. Lebanon has a GII value of 0.381, ranking it 85 out of 160 countries in the 2017 index.¹⁶

In the past decade, development has been uneven and inequalities and socio-economic disparities have deepened. While the bottom quantile of 20 per cent of the population accounted for 7 percent of all consumption before the Syrian crisis, it is six times (at 43 percent) higher for the richest 20 percent.¹⁷ The

⁹ UNHCR, UNICEF and WFP, Vulnerability Assessment of Syrian Refugees in Lebanon (VASYR) 2018 available at <https://data2.unhcr.org/en/documents/download/67380>;

¹⁰ World Bank data. Accessed on 10 December 2018.

¹¹ LCRP 2017-2020, 113.

¹² VASYR 2018, 5.

¹³ UNDP, UN Women, UNFPA, Gender Justice & the Law: Lebanon, 2018, <http://www.arabstates.undp.org/content/dam/rbas/doc/Gender%20Justice/English/Lebanon%20Country%20Summary%20-%20English.pdf>

¹⁴ Lebanon Central Administration of Statistics, Statistics in Focus: The labour market in Lebanon, Oct. 2011. http://www.cas.gov.lb/images/PDFs/SIF/CAS_Labour_Market_In_Lebanon_SIF1.pdf

¹⁵ UNDP, 2018. Human Development Indices and Indicators: 2018 Statistical Update , Briefing note for countries on the 2018 Statistical Update, Lebanon. http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/LBN.pdf

¹⁶ UNDP, Human Development Indices and Indicators: 2018 Statistical Update , Briefing note: Lebanon. http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/LBN.pdf

¹⁷ Lebanon Central Administration for Statistics and World Bank Group, Snapshot of Poverty and Labor Market Outcomes in Lebanon Based on Household Budget Survey 2011/2012, available at

last official data from 2012 noted that about one million people or 27.4 percent of the total population were under the national poverty line.¹⁸ A recent rapid poverty assessment by UNDP points that 30 percent of Lebanon's population is poor (live on less than \$4 per day). Extremely poor Lebanese households live mainly in the North (4 percent), Bekaa (2 percent), and Mount Lebanon (19 percent).¹⁹ Extremely poor Lebanese households live mainly in the North (45 percent), Bekaa (21 percent), and Mount Lebanon (19 percent).²⁰ Regional disparities remain high and have deepened with the geographical distribution of the displaced refugee population. Approximately 69 percent of Syrian refugees live below the poverty line.²¹

Already overstretched and weak municipal institutions cannot effectively address the increased demand for services and resources. Deteriorating infrastructure, and particularly the electricity services, has become a significant burden on public resources. The energy system is inefficient and insufficient to respond to increasing demand. Only 37 percent of the Lebanese population has access to safe drinking water.²² Investment in social services is challenged by the heavily indebted government – exceeding the GDP by 141-155 percent since 2015.²³

Lebanon also faces important environmental challenges since the civil war which placed the country's natural resources under severe stress. The total greenhouse gas (GHG) emissions in 2012 amounted to 26.3 million tons CO₂ eq., which represents an 89 percent increase from 1994 and 39 percent increase from 2000, averaging to 4.67 percent annual increase in GHG emissions.²⁴ The country identified select mitigation actions, which include proposals to reduce GHGs and improve institutional readiness for Nationally Appropriate Mitigation Actions implementation and Measurement, Reporting and Verification of GHG capacities. Conflict, reconstruction, and refugee situations have contributed to the degradation of air quality, water, coastal and marine resources, protected areas, forests and agricultural land. Unplanned urban expansion with unsustainable solid waste and water management and energy systems contribute further to environmental issues. The sudden demographic change caused by the Syrian crisis has had important environmental impacts in terms of contamination of soil, land and air from increased solid waste; water exhaustion and pollution; ecosystem degradation; and 20 percent growth in air pollutants.²⁵ Environmental governance remains weak and the Ministry of Environment only represented 0.04 percent of the planned government budget allocations in 2017.²⁶

Lebanon has institutional mechanisms in place to oversee the integration of Sustainable Development Goals in the national development strategies and programmes. A legislative institutional mechanism was established to follow-up and advance progress towards the SDGs in Lebanon. The SDG parliamentary

<http://www.cas.gov.lb/images/Excel/Poverty/Snapshot%20of%20Poverty%20and%20Labor%20Market%20in%20Lebanon.pdf>

¹⁸ *ibid.*

¹⁹ Lebanon Crisis Response Plan 2017-2020.

²⁰ LCRP 2017-2020.

²¹ VASYR 2018, 98.

²² 2016 estimate, UN Statistics Division and WHO/UNICEF Joint Monitoring Programme. Lebanon Voluntary National Review (VNR) of Sustainable Development Goals, 2018, 35, available at <https://sustainabledevelopment.un.org/content/documents/19624LebanonVNR2018.pdf>

²³ World Bank, Lebanon's Economic Outlook – October 2018.

²⁴ Min. of Environment, Lebanon's Third National Communication to the UNFCCC, 2016, <http://climatechange.moe.gov.lb/viewfile.aspx?id=239>

²⁵ UNDP et al, Lebanon Environmental Assessment of the Syrian Conflict & Priority Interventions, Sept. 2014, available at: <http://www.undp.org/content/dam/lebanon/docs/Energy%20and%20Environment/Publications/EASC-WEB.pdf>

²⁶ Foreword by Minister of Environment in Support to Reforms - Environmental Governance Programme Layman Report, Dec. 2017, available at: http://www.databank.com.lb/docs/20171227-StREG_layman-Final.pdf

committee has started mapping existing legislation related to Agenda 2030.²⁷ The 2018 Voluntary National Review points out that Lebanon achieved MDG targets, mainly in health, primary education and gender equality in education. Poverty reduction and environmental sustainability targets were not expected to be achieved on time.²⁸ Lebanon identifies poverty, peace, governance, and environmental challenges as areas of focus in the implementation of the SDGs, including the LCRP. The lack of statistical data and robust tracking systems present a major constraint to monitoring progress on SDGs.

3. UNDP programme strategy in Lebanon

UNDP programme in Lebanon for the period 2017-2020 is guided by the United Nations Strategic Framework (UNSF), which is aligned with the priorities identified by the Government and the 2017-2020 Lebanon Crisis Response Plan (LCRP). The UNSF was developed based on the 'Whole-of-Lebanon' approach²⁹ and focused on internal and external security, governance and sustainable development, placing an emphasis on meeting the immediate needs arising from the Syrian crisis. The Lebanon Crisis Response Plan 2017-2020, with more than 130 partners, guides the Regional Refugee and Resilience Plan (3RP), a strategy to respond to refugee protection and humanitarian needs, and strengthen the resilience of individuals, households, communities, and state institutions to cope with the impact of the Syria crisis on its immediate region.

Adapting and scaling up the current programme, UNDP intended to bridge the humanitarian-development divide by adopting a multi-pronged strategy centred on supporting resilience-based development programming; and provide direct support to the most affected populations. The key country programme areas are as follows:

- *Conflict prevention and peacebuilding*: Promote a transformative national dialogue that supports the engagement of women and youth in public life and identifying social innovations that strengthen local and national capacities to maintain peace. UNDP planned to work on fostering dialogues for peace to reduce conflict and open space for decision making, implementing sensitive community policing systems and strengthening the Ministry of Interior and municipal security cells for improved conflict risk analysis, monitoring and response.
- *Democratic governance and institutional development*: Enhancing governance and the legitimacy of institutions by improving institutional representation, effectiveness, transparency, and accountability. Specifically, the country programme outlined support to electoral reforms, providing technical support to the 2017 parliamentary elections, strengthening front line agencies to respond to the Syrian crisis, and supporting the effective administration of, and increased access to, justice.
- *Social and local development*: Support bolstering the resilience of vulnerable communities affected by the Syrian crisis by strengthening national and sub-national institutions to respond to employment, basic service delivery and environmental management needs in heavily affected areas. This included support to the development and implementation of integrated local

²⁷ VNR <https://sustainabledevelopment.un.org/content/documents/19624LebanonVNR2018.pdf>

²⁸ Lebanon VNR of SDGs.

²⁹ A call for a holistic analysis and UN response to Lebanon's challenges.

development plans that respond to priority community needs, including those within the Palestinian gatherings.

- *Environmental governance:* Improving environmental governance, including low-emission, climate resilient actions, and environmental management programmes that protect national resources and steer the country towards a green economy. In the country programme, UNDP outlined support to biodiversity, forest and land management, water ecosystems, and renewable energy technologies.

UNDP is co-chairing three of the ten inter-sectoral working groups on livelihoods, social stability and energy of the LCRP. UNDP coordinates the resilience component which, based on national crisis response plans and processes, aims to build the capacity of national and subnational service delivery systems, strengthen the ability of government to lead the crisis response, and provides the strategic, technical and policy support to advance national responses.

Table 1: Country Programme outcomes and indicative resources (CPD 2017-2020)			
Country programme outcomes	Country programme outputs	Planned resources	Expenditure to date
Outcome 11: Lebanon has institutionalized mechanisms to promote peace and prevent, mitigate and manage conflict at national, municipal and community levels.	1.1 Evidence-based dialogue on key national issues institutionalized at all levels 1.2 Systems and capacities in place to monitor tensions and maintain peace 1.3 Systems and capacities in place to govern municipal police roles	CPD: 34,000,000 Received to date: 20,890,486	16,826,771
Outcome 12: Government ability to improve the performance of institutions and promote participation and accountability increased.	2.1. Increased capacity for inclusive and credible elections 2.2. Inclusive and participatory policies and decision-making processes enhanced 2.3. Government institutions core state functions and capacities strengthened for accountability and enhanced policy formulation and reform	CPD: 47,549,000 Received to date: 26,700,912	22,074,009
Outcome 13: Productive sectors strengthened to promote inclusive growth and local development, especially in most disadvantaged areas.	3.1. Livelihood and economic opportunities increased 3.2. Improved capacity of national and local Institutions to respond to local needs in an integrated and coordinated way	CPD: 190,000,000 Received to date: 63,760,593	43,929,402
Outcome 14: Lebanon has adopted measures to improve environmental governance.	4.1. Low emission climate resilient actions initiated 4.2. National Environmental Management Strengthened	CPD: 54,000,000 Received to date: 30,305,788	24,101,715
Total (to date)		144,124,166	108,336,094
Source: UNDP Lebanon CPD 2017-2020 and UNDP data extracted from Atlas / PowerBI as of December 2018.			

4. Scope of the evaluation

The ICPE will assess the current programme cycle for 2017-2020 and will cover the entirety of UNDP's development programmes in the country. It will cover interventions funded by all sources, including government, donor funds, allocations from UNDP's core resources, and by regional and global programmes of UNDP. In addition, the evaluation will include 'non-project' activities, such as advocacy or convening role, which may be crucial in informing public policies or convening various development actors to enhance development contribution. Efforts will be made to capture the role and contribution of the United Nations Volunteers (UNV).

5. Methodology

Framework for assessing UNDP's contribution

As discussed in the previous section, Lebanon country programme has outlined 4 outcomes and 10 outputs in the country programme, which included support to promoting a transformative national dialogue, enhancing governance and the legitimacy of institutions, bolstering the resilience of vulnerable communities, and improving environmental governance. Across programme areas, UNDP intended to promote human-based approaches and gender equality. UNDP aimed to bring resilience approaches and integrated solution to development processes. The Theory of Change developed for this evaluation builds on the country programme commitments, including more specific ones in the project documents. It seeks to provide a framework for assessing UNDP programme support given the development context in Lebanon (what did UNDP do), approach of programmes (were UNDP programmes appropriate for achieving national results), process of contribution (how did the contribution occur), the significance of the contribution (what is the contribution — did UNDP accomplish its intended objectives). The Theory of Change is schematically presented in Figure 1.

The linkages outlined in the Theory of Change are intended to identify the level of contribution that is commensurate with the scope of UNDP's programme, and the significance of such a contribution for the development outcomes identified in the country programme and various projects. The evaluation notes that the development and crisis response outcomes outlined by UNDP are broad and the outputs do not necessarily add up to contribute to the outcomes in a substantive way to ascertain causal linkages with Lebanon's development results. Determining the contribution of UNDP's outcomes to Lebanon's development results, therefore, has limitations particularly when the scope of the programme is small given the scale of development issues and significant efforts by the government and other actors to address them. The Theory of Change, therefore, does not propose to link UNDP's contribution directly to development results but instead looks at the contributions to policy processes and practices. Although iterative, the evaluation, therefore, makes a distinction between intermediary outcomes and outcomes, indicating the level of contribution. Such a categorization, however, will be useful for the evaluation to keep expectations from UNDP programme commensurate with the scope of its support.

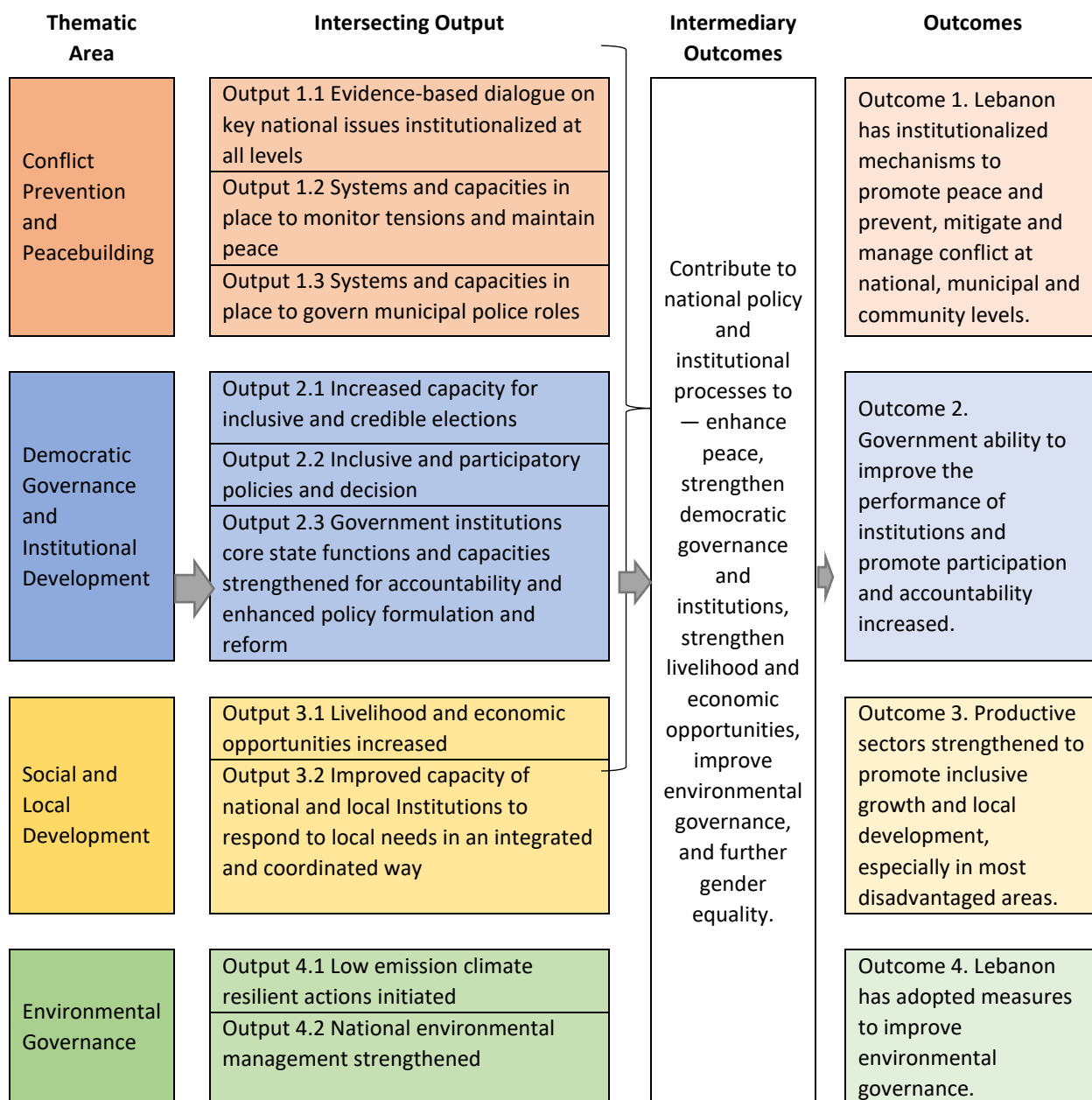
The evaluation recognizes that the level of visibility of UNDP programmes in terms of contribution to processes and outcomes depends largely on their relative importance and positioning *Vis a Vis* other activities in that area by national and other development actors. Some of the programme activities of UNDP may not be easily noticeable in the array of activities of different actors at the country level, which also makes it equally difficult to make causal linkages about contribution.

The *outputs*, in the Theory of Change, is a range of specific activities/actions UNDP has identified that are necessary for achieving *immediate outcomes*. UNDP activities combined with other ongoing activities pursued by the government and other development actors is likely to manifest in *immediate outcomes*.

This entails establishing some of the necessary conditions that when pursued can lead to intermediary outcomes and overall outcomes. The Intermediary outcomes indicate the policy and institutional processes necessary for achieving outcomes outlined by UNDP; and leaves the possibility to establish different dimensions of contribution to the outcome, wherever it takes place.

The evaluation recognizes that the role and contribution of UNDP in Lebanon are among other factors determined by the financial contribution of the bilateral donors and the government of Lebanon. Given the range of actors at the country level and the predominant role of the government, UNDP’s contribution to the outcomes will take into consideration the level of efforts and the space available for development contribution.

Figure 1: UNDP Lebanon ICPE Theory of Change



Key evaluation questions

The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards.³⁰ The Lebanon ICPE will address the following three key evaluation questions and related sub-questions.³¹ These questions will also guide the presentation of the evaluation findings in the report. Table 2 presents key questions, sub-questions, and what is judged.

1. What did the UNDP country programme intend to achieve during the period under review?

This will include an assessment of UNDP programme choices in Lebanon. Considering the upper middle-income status of Lebanon and also an OECD member, the evaluation will assess if the programme choices of UNDP are appropriate for the development context of the country, for strengthening local governance, resilient development, and providing niche development support. Specific attention will be also paid to UNDP's support to the Syrian refugee crisis.

2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?

The evaluation will assess the extent to which UNDP contributed to the intended objectives outlined in the UNDP Country Programme — the outcomes achieved, and contribution to development processes. This will include positive and negative, direct and indirect and unintended outcomes.

3. What factors contributed to or hindered UNDP's performance and eventually, the sustainability of results? Where the programme approach and processes used by UNDP appropriate for achieving intended objectives?

Factors that can explain UNDP's performance and positioning in Lebanon will be analysed. This will include specific factors that influenced, positively or negatively, UNDP's performance and eventually, the sustainability of programme outcomes in the country. UNDP's capacity to adapt to the changing context and respond to national development needs and priorities will also be assessed.

The utilization of resources to deliver results (including managerial practices), the extent to which UNDP fostered partnerships and synergies with other actors (including through south-south and triangular cooperation), and the integration of gender equality and women's empowerment in programme design and implementation are some of the aspects that will be assessed under this question.

Table 2: Key questions, sub-questions, and what is judged

<i>KEY QUESTIONS</i>	<i>SUB-QUESTIONS</i>	<i>WHAT IS JUDGED?</i>
<i>What are the contextual issues that determined UNDP programme choices?</i>	In each of the areas assessed: <ul style="list-style-type: none"> • What are the relevant contextual issues in Lebanon? • What is the government response to those issues (in terms of already existing policies and institutional mechanisms)? • Which are the key issues that needed attention and gaps yet to be filled? 	<ul style="list-style-type: none"> • Key challenges and gaps in the areas of UNDP's engagement

³⁰ <http://www.uneval.org/document/detail/1914>

³¹ The ICPEs have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard OECD DAC criteria.

Table 2: Key questions, sub-questions, and what is judged

KEY QUESTIONS	SUB-QUESTIONS	WHAT IS JUDGED?
	<ul style="list-style-type: none"> Who are the key development actors and broadly their scale of engagement? 	
<p>UNDP response</p>	<p>a) What is the scale and level of engagement of UNDP in Lebanon?</p>	<ul style="list-style-type: none"> UNDP response
<p>What did the UNDP country programme intend to achieve during the period under review?</p>	<p>1.1. Does UNDP's role in assisting Lebanon's development agenda include areas which have strategic relevance for sustainable development and peace?</p> <p>1.2. Did UNDP respond to the evolving country situation and national priorities by adapting its role and approaches in each of the areas of support? How responsive has UNDP (and the corporate tools) been in responding to national priorities?</p> <p>1.3. Was UNDP's programme appropriate to Lebanon's efforts to address the Syrian refugee crisis and development challenges confronted by the host community?</p> <p>1.4. How critical are the areas of UNDP support for achieving national development outcomes?</p> <p>1.5. Did the programme choices of UNDP activities build on its comparative strengths?</p> <ul style="list-style-type: none"> Were UNDP's programme choices appropriate for promoting responding to peacebuilding efforts? Were UNDP's choices appropriate for promoting a strategic role in strengthening environmental governance? Did UNDP's choices enable integrated support to Syrian refugee response? Were UNDP's programme choices appropriate for promoting inclusive governance agenda, at the national and local levels? Were UNDP's programme choices appropriate for promoting inclusive local and social development? <p>1.6. Did UNDP's development choices enable humanitarian, peace, and development nexus and resilient approaches in inclusive growth and response to the Syrian refugee crisis?</p> <p>1.7. Did UNDP's programme choices emphasize inclusiveness, equity, and gender equality?</p>	<ul style="list-style-type: none"> The extent to which UNDP programme choices enabled a meaningful role and contribution to development outcomes in Lebanon in each of the areas of engagement. The extent to which UNDP's positioning enabled inclusive development process The extent to which UNDP's positioning enabled gender-inclusive development The extent to which UNDP's programme choices contributed to a resilient and sustainable response to the Syrian refugee crisis. The extent to which UNDP programme choices enabled the creation of an enabling environment for the refugees settlement The extent to which UNDP's positioning enabled increasing complementarities and reducing gaps in livelihood support (improved coordination between UN agencies)

Table 2: Key questions, sub-questions, and what is judged

KEY QUESTIONS	SUB-QUESTIONS	WHAT IS JUDGED?
	<p>1.8. Did UNDP's programme choices improve cooperation with development actors in Lebanon?</p>	<ul style="list-style-type: none"> ○ The extent to which UNDP programme choices enabled addressing host community development challenges
<p><i>Did the UNDP country programme achieve intended objectives for the period under review?</i></p>	<p>2.1. What is UNDP's contribution to development outcomes and processes in the areas of inclusive and sustainable growth and employment? Did UNDP achieve intended objectives in this area?</p> <p>2.2. Did UNDP interventions strengthen policies and institutional capacities and related processes?</p> <p>2.3. What is the contribution of UNDP in the following areas and did UNDP achieve intended objectives?</p> <ul style="list-style-type: none"> • Enhancing peace, social cohesion, and dialogue • Addressing the Syrian refugee crisis (programme support, convening role, advocacy, fund mobilisation, and enabling partnerships) • Employment and livelihoods • Addressing host community development issues • Support to coordination of inter-sectoral working groups on livelihoods, social stability and energy of the LCRP • Promoting resilient approaches in the Syrian refugee response/ Enabling humanitarian and development linkages • Strengthening transparent and accountable and pluralistic governance processes • Strengthening social and local development processes • Strengthening local service delivery • Strengthening environmental governance processes • Strengthening gender-inclusive development 	<ul style="list-style-type: none"> • Extent to which the objectives of the country programme were achieved given their relative importance to national efforts. • Contribution of UNDP to national development outcomes and processes in each of the four areas of support. • Contribution of UNDP to Syrian refugee response in accelerating resettlement and integration among the host communities • Contribution of UNDP to strengthening national policy and institutional capacities. • Extent to which UNDP programme choices enabled support to further humanitarian-development nexus / innovative processes for improved economic

Table 2: Key questions, sub-questions, and what is judged

KEY QUESTIONS	SUB-QUESTIONS	WHAT IS JUDGED?
		<p>opportunities for refugee and host communities</p>
<p><i>Cross-cutting programme dimensions</i></p>	<p>2.4. What was the contribution of UNDP to gender-inclusive development processes?</p> <ul style="list-style-type: none"> • Did UNDP effectively respond to national priorities in promoting gender equality in development? • Did UNDP programme support pay adequate attention to gender equality and women’s empowerment? <p>2.5. Did UNDP contribute to strengthening support policies/programmes that would positively impact vulnerable territories and population?</p> <p>2.6. Are there unintended results (positive/negative) of UNDP interventions?</p> <p>2.7. Was there a balancing of support to national and local development processes and linking the two?</p> <p>2.8. How did UNDP country programme deploy the organisation's approaches and tools? How pertinent are they for Lebanon’s context?</p> <ul style="list-style-type: none"> • Context-specific signature solutions • Integrator platforms • SDG lab • Public-private partnerships • Development innovations • Resilience • Bridging humanitarian and development divide 	<ul style="list-style-type: none"> • The contribution of UNDP to furthering gender equality and women’s empowerment in development processes. • Contribution of UNDP to strengthening inclusive national policy processes. • Specific outcomes in strengthening development processes in vulnerable territories • The extent to which UNDP programme choices enabled support to further humanitarian-development nexus / innovative processes for improved economic opportunities for refugee and host communities
<p><i>What factors enabled UNDP’s contribution and the sustainability of programme outcomes in Lebanon?</i></p>	<p>3.1. What are the factors that enhanced/constrained the contribution of UNDP programmes (for example, context, UNDP's technical capacities, UNDP niche, partnerships, programming, and operations)?</p> <p>3.2. Are UNDP’s programme approach and processes (such as integrated programming, sustainable development, resilience, inclusiveness) appropriate for achieving intended objectives? Did they enable sustainable achievement of outcomes?</p>	<ul style="list-style-type: none"> • Contextual and programming factors that facilitated or constrained UNDP's contribution to development outcomes and processes. • Contextual and programming factors that facilitated or constrained

Table 2: Key questions, sub-questions, and what is judged

KEY QUESTIONS	SUB-QUESTIONS	WHAT IS JUDGED?
	<p>3.3. Was there any identified synergy between UNDP interventions that promoted sustainable development/ peace/ sustainable environment/ inclusive governance/ sustainable programme models/sustainable resettlement of refugees/gender-inclusive development? If the synergies are lacking, what are factors that undermined programme synergies?</p> <p>3.4. Did UNDP programmes provide viable models that had that had the potential for scaling? What are the factors that facilitated adoption / scaling up of UNDP’s initiatives?</p> <p>3.5. Did UNDP explore options for scaling up micro-interventions?</p> <p>3.6. What are the factors critical for the consolidation of local level outcomes of UNDP support?</p> <p>3.7. What are the areas where UNDP had a comparative advantage over other development actors (policy support, local /national level support, institutional strengthening/ technical support/specific development areas)? Was this advantage used to increase UNDP's contribution?</p> <p>3.8. Are UNDP’s programme approach and processes (such as integrated programming, sustainable development, resilience, inclusiveness) appropriate for achieving intended objectives? Did they enable sustainable achievement of outcomes?</p> <p>3.9. Did UNDP forge partnerships that would enhance the contribution of its programme interventions and outcomes?</p> <p>3.10. To what extent were UN agency partnerships forged to enable a coherent programme response?</p> <p>3.11. Did UNDP use its global networks to bring about opportunities for knowledge exchanges?</p> <p>3.12. Did UNDP find the right programme niche that had the potential to add value to Lebanon’s development processes?</p>	<p>UNDP's contribution to Syrian refugee response</p>

6. Data collection

Evaluability assessment

An assessment was carried for each outcome to ascertain the available evaluative analysis, identify data constraints, to determine the data collection needs and method. The country office has conducted 11

evaluations (9 projects and 2 outcome evaluations) during the programme cycle, with 2 additional evaluations planned (see Annex B). The available project evaluations assessed the following programme areas: conflict prevention and peacebuilding (1 evaluation), democratic governance and institutional development (3 evaluations), social and economic development (3 evaluations), and environment and energy (3 evaluations). The outcome evaluations assessed conflict prevention and peacebuilding and energy and environmental outcomes. While all outcome areas have project evaluations, the quality assessment of the evaluations conducted by the IEO indicates that they are not of robust quality. While these evaluations will be used as building blocks, there will be additional evidence collection during the conduct of the Lebanon ICPE.

With respect to indicators, the country programme document, UNDP Results-Oriented Annual Report (ROAR) and the corporate planning system associated with it provides baselines, indicators, targets, as well as annual data on the status of the indicators. Considering updated statistical data is an issue, the evaluation will use assessments by the government and other development agencies.

Data collection methods

The evaluation will use multiple methods, primary as well as secondary sources, to assess UNDP performance. This evaluation will make use of a wide range of evaluative evidence, gathered from UNDP policy and programme documents, independent and quality-assessed decentralized evaluations conducted by UNDP Lebanon (to the extent they used given the low-quality scores) and partners, UNDAF and country programme reviews and other performance report, UNDP Results Oriented Annual Reports (ROARs) and background documents on the national context. The evaluation will include a multi-stakeholder consultation process, including a range of key development actors. There will be interviews with government representatives, civil society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and communities. Focus groups will be used to consult communities as appropriate.

A pre-mission questionnaire will be administered and expected to be completed at least two weeks prior to the arrival of the evaluation team in Beirut for the data collection mission. The IEO and the Country Office will post the background and programme-related documents on an ICPE SharePoint website.

The data collection will include field visits to UNDP programme locations in Bekaa, Mount Lebanon, and south Lebanon. The criteria the evaluation used for selecting projects for field visits include:

- Programme coverage (projects covering the various components and cross-cutting areas);
- The scale of the programme (projects of all sizes, both large and smaller pilot projects);
- Geographic coverage (not only national level and urban-based ones, but also in the various regions);
- Projects at a different level of implementation (covering both completed and active projects);
- The degree of accomplishment (will cover both successful and less successful projects).

All information and data collected from multiple sources will be triangulated to ensure its validity. An evaluation matrix will be used to organize the available evidence by key evaluation question. This will also facilitate the analysis process and will support the evaluation team in drawing well-substantiated conclusions and recommendations.

In line with UNDP's gender equality strategy, the ICPE will examine the level of gender mainstreaming across all the CO programmes and operations. Gender disaggregated data will be collected, where available, and assessed against its programme outcomes.

Stakeholder engagement

A participatory and transparent process will be followed in all stages of the evaluation process to engage with programme stakeholders and other development actors in the country. During the initial phase, a stakeholder analysis will be conducted to identify relevant UNDP partners and other development agencies that may not have worked with UNDP but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis will serve to identify key informants for interviews during the data collection and to examine any potential partnerships that could further improve UNDP's contribution to the country.

7. Management arrangements

Independent Evaluation Office of UNDP: The UNDP IEO will conduct the ICPE in consultation with the UNDP Lebanon Country office, the Regional Bureau for the Arab States and the Government of Lebanon. The IEO Lead Evaluator will lead the evaluation and coordinate the evaluation team. The IEO will cover all costs directly related to the conduct of the ICPE.

UNDP Country Office in Lebanon: The Country Office (CO) will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information regarding UNDP's programmes, projects and activities in the country, and provide factual verifications of the draft report on a timely basis. The CO will provide the evaluation team support in kind (e.g. arranging meetings with project staff, stakeholders and beneficiaries; assistance for the project site visits). To ensure the anonymity of interviewees, CO staff will not participate in the meetings with stakeholders. The CO and IEO will jointly organize the final stakeholder debriefing, ensuring participation of key government counterparts, through a videoconference, where findings, conclusions and recommendations of the evaluation will be presented. Once a final draft report has been prepared, the CO will prepare a management response to the evaluation recommendations, in consultation with the UNDP Regional Bureau. It will support the use and dissemination of the final ICPE report at the country level.

UNDP Regional Bureau for the Arab States: The UNDP Regional Bureau for the Arab States (RBAS) will support the evaluation through information sharing and will participate in the final stakeholder debriefing. Once the evaluation has been completed, the Bureau is also responsible for monitoring the status and progress of the CO's implementation of the evaluation recommendations, as defined in its management response.

Evaluation Team: The IEO will constitute an evaluation team to undertake the ICPE. The IEO team will include the following members:

- **Lead Evaluator (LE):** IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, drafting the final report. In coordination with the country office, the lead evaluator will organize the stakeholder debrief.
- **Associate Lead Evaluator (ALE):** IEO staff member with the general responsibility to support the LE, including in the preparation of terms of reference, data collection and analysis and the final report. Together with the LE, will help backstop the work of other team members.
- **Consultants:** Two (2) external consultants will be recruited to support data collection and analysis in the areas of conflict prevention and peacebuilding, democratic governance and institutional development, social and local development, and environmental governance. All team members will

pay specific attention to issues related to gender equality. Under the guidance of the LE and ALE, the consultants will conduct preliminary desk review, data collection in the field, prepare outcome analysis in their assigned areas, contribute to sections of the report as needed, and review the final ICPE report. The IEO will recruit all team members.

- **Research Assistant:** a research assistant based in the IEO will provide background research and will support the portfolio analysis.

The roles of the different members of the evaluation team are summarised in Table 3.

Table 3: Data collection responsibilities by outcome	
Assessment Component	Responsibility
Outcome 11: Lebanon has institutionalized mechanisms to promote peace and prevent, mitigate and manage conflict at national, municipal and community levels	LE and International Consultant
Outcome 12: Government ability to improve the performance of institutions and promote participation and accountability increased	Local Consultant
Outcome 13: Productive sectors strengthened to promote inclusive growth and local development, especially in most disadvantaged areas and LCRP initiatives	LE, International Consultant
Outcome 14: Lebanon has adopted measures to improve environmental governance	ALE, International Consultant
Gender equality and women’s empowerment	All team members in their respective area of assessment
Strategic positioning issues	LE, all team members in their respective area of assessment
Integrated approach	All team members in the respective area of assessment
Operations and management issues	All team members in their respective area of assessment
Overall analysis	LE
Drafting of the ICPE report	LE with specific inputs from team members

8. Evaluation process

The ICPE will be conducted according to the approved IEO process in the Charter of the Independent Evaluation Office of UNDP. There are five key phases to the evaluation process, as summarized below, which constitute the framework for conducting the evaluation.

Phase 1: Preparatory work. Following the initial consultation with the country office, the IEO prepares the ToR and the evaluation design, including an overall evaluation matrix with specific evaluation questions. Once the TOR is approved, additional evaluation team members, comprising international and/or national development professionals with relevant skills and expertise will be recruited. The IEO, with the support of the country office, collects all relevant data and documentation for the evaluation.

Phase 2: Desk analysis. Evaluation team members will conduct a desk review of reference material and identify specific issues. Further in-depth data collection is conducted, by administering a pre-mission

questionnaire to the Country Office and conducting preliminary interviews with key stakeholders via telephone / Skype. Evaluation team members will conduct desk reviews of reference material, prepare a summary of context and other evaluative evidence, and identify the outcome theory of change, specific evaluation questions, and issues that will require validation during the field-based phase of data collection.

Phase 3: Field data collection. The evaluation team undertakes an in-country mission to engage in data collection activities. The estimated duration of the mission is up to 3 calendar weeks. The timing of the mission will be closely discussed and coordinated with the country office. Data will be collected according to the approach outlined in Section 5 with responsibilities outlined in Section 7. The evaluation team will liaise with country office staff and management, key government stakeholders and other partners and beneficiaries. At the end of the mission, the evaluation team will hold a debrief presentation of the key preliminary findings at the Country Office. By the end of the mission, all additional data gaps and areas of further analysis should be identified for follow-ups.

Phase 4: Analysis, report writing, quality review and debrief. Based on the analysis of data collected and the outcome reports, the LE will undertake a synthesis process to write the ICPE report. The first draft of the report will be subject to peer review by IEO and the IEO Evaluation Advisory Panel (EAP). Once the first draft is quality cleared, it will be shared with the Country Office and the UNDP Regional Bureau for the Arab States for comments and factual corrections. The second draft, which considers any factual corrections and comments, will be shared with national stakeholders for their review and comments. Any necessary additional corrections will be made, and the UNDP Lebanon Country Office will prepare the management response to the ICPE, under the overall oversight of the Regional Bureau. The report will then be shared at a final debriefing (via videoconference) where the results of the evaluation are presented to key national stakeholders. Ways forward will be discussed with a view to creating greater ownership by national stakeholders in taking forward the recommendations of the ICPE and strengthening national accountability of UNDP. Considering the discussion at the stakeholder event, the final evaluation report will be published.

Phase 5: Publication and dissemination. The ICPE report, including the management response, and evaluation brief will be widely distributed in hard and electronic versions. The evaluation report will be made available to UNDP Executive Board by the time of approving a new Country Programme Document. It will be distributed by the IEO within UNDP and to the evaluation units of other international organisations, evaluation societies/networks and research institutions in the region. The Lebanon Country Office will disseminate the report to stakeholders in the country. The report and the management response will be published on the UNDP website and the UNDP’s Evaluation Resource Centre (ERC). The Regional Bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the ERC.

9. Timeframe for the ICPE process

The timeframe and responsibilities for the evaluation process, for submission of a new country programme to June 2020 Executive Board Session, are presented in Table 4.

Table 4: Timeframe for the ICPE process new CPD submission to June 2020 Executive Board session		
Activity	Responsible party	Proposed timeframe
Phase 1: Preparatory work		

TOR – approval by IEO	LE	December 2018
Selection of other evaluation team members	LE/ALE	January 2019
Phase 2: Desk analysis		
Preliminary analysis of available data and context analysis	Evaluation team	April-May 2019
Phase 3: Data collection		
Data collection and preliminary findings	Evaluation team	17-28 June 2019
Phase 4: Analysis, report writing, quality review and debrief		
Outcome Analysis Papers	Evaluation team	July 2019
Analysis and Synthesis	LE	July-August 2019
Zero draft ICPE for clearance by IEO and EAP	LE	August-September 2019
First draft ICPE for CO/RB review	Review by CO and RBAS	End October 2019
Second draft shared with the government	Review by the CO and the government	November 2019
Draft management response	Review by the CO and RBAS	December 2019
Final debriefing with national stakeholders	CO and LE	January 2020
Phase 5: Production and Follow-up		
Editing and formatting	IEO	January-February 2020
Final report and Evaluation Brief	IEO	February 2020
Dissemination of the final report	IEO/CO	February 2020