

**Final evaluation of the support and assistance provided in the period 2020-2023 by The Office of the United Nations Special Coordinator for Lebanon (UNSCOL) and the United Nations Development Programme (UNDP) Lebanese Elections Assistance Project (LEAP)**  
01 January 2020 to 31 December 2023

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## FINAL REPORT

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*The information and views set out in this report are those of the author do not necessarily reflect the official opinion of the UNDP and/or UNSCOL Lebanon. The contents of this publication are the sole responsibility of the consultant.*



<b>CSOs</b>	Civil Society Organizations
<b>CC</b>	Constitutional Council
<b>CoS</b>	Chief of Security
<b>CPD</b>	Country Programme Document
<b>CSOs</b>	Civil Society Organisations
<b>CTA</b>	Chief Technical Advisor
<b>DPPA</b>	Department for Political and Peacebuilding Affairs
<b>EDR</b>	Election Dispute Resolution
<b>EMB</b>	Election Management Body
<b>EQ</b>	Evaluation Questions
<b>EU</b>	European Union
<b>EUEOM</b>	European Union Election Observation Mission
<b>GEEW</b>	Gender Equality and Empowerment of Women
<b>GRES</b>	Gender Results Effectiveness Scale
<b>IL</b>	Intervention Logic
<b>KII</b>	Key Informant Interviews
<b>LADE</b>	Lebanese Association for Democratic Elections
<b>LUPD</b>	Lebanese Union for People with Physical Disabilities
<b>LEAP</b>	Lebanese Election Assistance Programme
<b>LNOB</b>	Leave no one behind
<b>MOFA</b>	Ministry of Foreign Affairs
<b>MoIM</b>	Ministry of Interior and Municipalities
<b>NDI</b>	National Democratic Institute
<b>OIF</b>	Organisation Internationale de la Francophonie
<b>PIO</b>	Public Information Officer
<b>PU</b>	Procurement Unit
<b>PWDs</b>	Persons with Disabilities
<b>RR</b>	Resident Representative
<b>SCE</b>	Supervisory Commission for Elections
<b>SCL</b>	Special Coordinator for Lebanon
<b>SDG</b>	Sustainable Development Goals
<b>SP</b>	Strategic Plan
<b>ToC</b>	Theory of Change
<b>ToR</b>	Terms of Reference
<b>UNEG</b>	United Nations Evaluation Guidelines
<b>UNDP</b>	United Nations Development Programme
<b>UNSF</b>	United Nations Strategic Framework
<b>UNSCDF</b>	United Nations Sustainable Development Cooperation Programme
<b>UNSCOL</b>	United Nations Special Coordinator for Lebanon
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>USAID</b>	United States Aid for Development

**Gender Blind<sup>1</sup>:**

*Def.* Result had no attention to gender, failed to acknowledge the different needs of men, women, girls and boys, or marginalized populations. [It is one of the five criteria of the GRES scale].

**Gender Blind<sup>2</sup>:**

*Def.* An outcome statement that fails to recognize that gender is an essential determinant of social outcomes and does not consider women, girls and/or gender as influential factor.

**Gender Negative:**

*Def.* Result had a negative outcome that aggravated or reinforced existing gender inequalities and norms. [GRES scale]

**Gender Responsive:**

*Def.* Results addressed differential needs of men or women and address equitable distribution of benefits, resources, status, and rights but did not address root causes of inequalities in their lives. [It is one of the five criteria of the GRES scale]

**Gender Sensitive:**

*Def.* Women, girls, and/or gender issues/ needs are not the main focus of the outcome statement, but are mentioned in the outcome statement, footnotes, or explanation in the narrative to contribute to gender equality and women's empowerment. An outcome with a focus on human rights can also be considered gender-sensitive (Gender Responsive). [It is one of the four criteria of the Gender Ranking]

**Gender Specific:**

*Def.* Women, girls and/or gender-related issues/needs are the focus of the outcome statement to promote gender equality and women's empowerment (Gender responsive). [It is one of the four criteria of the Gender Ranking]

**Gender Targeted:**

*Def.* Result focused on the number of equity (50/50) of women, men or marginalized populations that were targeted. [It is one of the five criteria of the GRES scale].

**Gender Transformative:**

*Def.* Results contribute to changes in norms, cultural values, power structures and the roots of gender inequalities and discriminations. [It is one of the five criteria of the GRES scale]

**Gender@ Work Framework:**

*Def.* The Gender@ Work framework, developed by an international collaborative that helps organizations to build cultures of equality and justice, identifies the areas of change (individual change, informal change, formal change and systemic change) and the types of change (consciousness and awareness; access to resources and opportunities; Policies, laws and arrangements; internal culture and exclusionary practices) that must occur to achieve transformative change.

**GRES Scale:**

*Def.* The gender results effectiveness scale (GRES) was created by the IEO evaluation team to categorize the level of effectiveness or the quality of gender results, that is, it allows classifying the results according to the type of gender change advanced and its effectiveness in transforming gender relations. The scale presents five categories of gender outcomes (gender transformative, gender responsive, gender targeted, gender blind, gender negative).

*Applied Def.* It has been used to determine the general approach of each report and to measure the exchange rate expressed in relation to the gender and human rights results captured in the body of the evaluations.

**Leave No One Behind**

*Def:* LNOB not only entails reaching the poorest of the poor, but requires combating discrimination and rising inequalities within and amongst countries, and their root causes.

**Outcome mapping**

Outcome mapping is a powerful tool used in development projects to measure the impact of interventions on individuals, communities, and organizations. Unlike traditional approaches, outcome mapping emphasizes the changes in behavior, relationships and actions that results from project activities.

## ACKNOWLEDGEMENTS

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<b>Name of Project</b>	<b>Lebanese Electoral Assistance Project (LEAP II)</b>
<b>Donors</b>	EU, USAID and Germany
<b>Implementing Agencies</b>	UNDP with political oversight from UNSCOL
<b>Beneficiaries</b>	Election Management Bodies – MoIM, SCE, CC and civil society
<b>Date of the signing of the ProDoc</b>	November 2020
<b>Duration of the Project</b>	01 January 2020 to 31 December 2023
<b>Budget</b>	10,000,000 USD

**Table 1: Summary of the Project LEAP**

<b>Name of Project</b>	<b>Lebanese Electoral Assistance Project (LEAP II)</b>
<b>Number of Project</b>	00119194
<b>Evaluation Period</b>	01 January 2020 to 31 December 2023
<b>Type of Evaluation</b>	Final (formative and summative)
<b>Name of Evaluator</b>	Charlemagne Gomez
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<b>Timeline of Evaluation</b>	October 2023 to February 2024

**Table 2: Summary of the final evaluation of LEAP**

## Executive Summary

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In September 2023, UNDP Lebanon and UNSCOL commissioned a final evaluation to evaluate the support and assistance provided in the period 2020-2023 by UNSCOL and the UNDP “Lebanese Elections Assistance Project” (UNDP-LEAP). The overall budget was USD10,000,000. The present evaluation assesses the level of results and impact, taking into consideration the uncertain and mutable situation in Lebanon. This final evaluation commenced on 17 October with a kickoff meeting on 23 October 2023 with the UNDP LEAP Project Team, and UNSCOL - outlining the structure and the expectations of the evaluation.

### Intervention logic

The overall outcome of the UN’s electoral engagement is to ensure the conduct of timely, free, fair, transparent, and inclusive parliamentary elections in line with Lebanon’s Constitution including via technical assistance aimed at increasing the government’s ability to improve the performance of institutions and promote participation and accountability. The four project outputs are closely linked to strengthen the overall electoral process by affording institutional capacity to the Election Management Bodies (EMB’s) as well as the Election Dispute Resolution (EDR) mechanisms and to promote inclusiveness and participation of vulnerable and marginalized groups in the electoral process.

### Purpose of the Evaluation

An independent, external review of the Special Coordinator’s engagement on the 2022 parliamentary elections is in line with UNSCOL’s evaluation policy (November 2022) and helps promote accountability and learning in the Mission. An evaluation of the relevance, effectiveness, and impact of UNSCOL’s electoral interventions provides the Mission with an evidence-based performance benchmark faced during implementation. The evaluation ensures the provision of an evaluation based on evidence demonstrating the extent of the United Nations competitive advantage in the field of elections, taking a holistic approach covering the technical and political aspects. This enables the key stakeholders to decide on a future specialized, sustainable, and efficient course of action for the period beyond 2023, focusing on the support of national stakeholders in elections and democratic consolidation and electoral reforms. To this end this joint evaluation affords an analysis to UNDP LEAP and UNSCOL as well as key stakeholders on the performance and achievements of the UN’s electoral engagement, as well as the challenges.

### Scope of the evaluation

**Type of Evaluation:** Joint evaluation of both LEAP Project and UNSCOL interventions.

**Evaluation Criteria:** The evaluation assesses the UNDP LEAP Project using the organization for cooperation economic development (OECD) Development Assistance Committee (DAC) criteria of relevance, coherence, effectiveness, efficiency, sustainability, and impact. The assessment also ensures that gender and human rights are mainstreamed throughout the evaluation process as well as ensuring that gender and human rights are considered as a criterion.

**Programmatic Scope and period to be examined:** The evaluation assesses the level of progress made towards achieving all project outputs since 2020 to December 2023 and assesses UNSCOLs interventions and contribution to the overall UN engagement in electoral support.

**Geographical Coverage:** National coverage including the whole population of Lebanon including voters and citizens at large, women, youth, and persons with disabilities. Notwithstanding, the evaluation was only able to interview two persons residing outside of Beirut, however, has collected secondary evidence from all parts of the country.

**Key themes:** Emphasis on disadvantaged groups, gender and human rights using gender tools and the rights-based approach and assurances of utilization of disaggregated data where possible.

## Intended Users

The findings from this joint evaluation should primarily be used by UNDP LEAP staff, UNDP as well as UNSCOL and EU Delegation, as well as the key beneficiaries, international community and key electoral stakeholders.

## Methodology

Utilizing a mixed-method research design, this joint evaluation exercise was informed by several lines of evidence. In addition, the joint evaluation ensured that the exercise was seen through a human rights and gender lens, through the disaggregation of data and an assessment of a rights-based approach to the overall project. It has considered how the LEAP's and UNSCOL's interventions design, implementation and delivery considered the different needs of women and men and how it has impacted upon them. Overall, a consultative and participatory approach was adopted by the consultant by actively involving the primary intended users in the joint evaluation and regular meetings took place to take stock of the progress of the evaluation.

The methodology follows a combination of mixed methods, both qualitative and quantitative evaluation methods and instruments. The OECD DAC criteria of Relevance, Coherence, Efficiency, Effectiveness, Impact and Sustainability will be used with a cross cutting criterion on gender and Human rights.

The data collection toolkit that was utilized during both the desk review and field phases included the collection of quantitative as well as qualitative data/information. The Evaluation Matrix referred to in Annex II illustrates how the data/information collected with the use of individual tools was gathered. The various data collection tools formed the different lines of evidence highlighted below for exploring each of the EQs to evaluate the overall quality and credibility of the evaluations and feeds into recommendations for the UNDP and UNDP LEAP as well as UNSCOL to inform future electoral engagement, including via technical assistance (e.g. under a new NAM).

The evaluation was informed by three lines of evidence: (1) A comprehensive desk review of both the documentation and relevant literature pertaining to UNSCOL and UNDP's electoral engagement in Lebanon (2) Key Informant Interviews (KIIs) with key stakeholders and (3) Focus Group Discussions. A total of 45 persons were interviewed, these included UNDP Staff, LEAP project, UNSCOL, UN Women and other UN agencies, the key beneficiaries of the project including the three election management institutions of MoIM, SCE and the CC, key members of the civil society and international and national electoral stakeholders, as well as development partners and other key interlocutors able to provide context to the evaluation.

The general findings of the evaluation are outlined below:

## Relevance

The relevance of the Project is considered highly **satisfactory**. The Project's **longstanding experience**, the **understanding of the local context and the technical and political acumen** of the United Nations Electoral Support team enabled the project to align with the needs of the beneficiaries. The **intervention ensured methodologies which were tailored to the complex context** which facilitated the adaption of the project when faced with considerable challenges. As well as aligning with the needs of the beneficiaries, especially the electoral institutions, the project aligned well with UN policy, the strategic priorities and SDG 5, SDG 10 and SDG 16. Furthermore, the **excellent relations enjoyed between UNDP and UNSCOL** enabled the **political and developmental arms to work well and achieve higher level goals**, although there were some interlocutors from the international community who would like to see UNSCOL being even more visible due to the leverage they have. Given the challenges facing women, persons with disabilities and the poor representation of youth in the electoral process, the project's intervention with the support of UNSCOL ensured that these groups **were more visible and worked towards achieving some small gains to pave the way for more inclusive representation** and participation for the future. While the ToC was in line with the needs of the institutions, it relies very heavily on the electoral reform taking place in order to ensure the chain of results leading to better participation and inclusiveness of the process. **Electoral reform was not**

**possible** and while this did not interfere with capacity building of the election management institutions, the elections went ahead, albeit with **some shortcomings** in the **overall transparency and integrity of the process**.

### **Coherence**

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The overall coherence of the intervention is also deemed **highly satisfactory**. **The cooperation between UNDP LEAP and UNSCOL** was seen to be **very good and facilitated the overall assistance to the electoral process through mechanisms such as the election forum group, IDG and the election working group and was key in ensuring that the elections took place**. This enabled the UN to **speak as one entity** and ensured that key messages were transmitted to the donor community to ensure **a coordinated approach** towards putting **diplomatic pressure** on the government to hold elections. The intervention enjoyed excellent relations with all electoral stakeholders and was key in facilitating dialogue between all the key stakeholders and building good relationships to ensure a joint response to the challenges emerging from the crisis the country was undergoing.

### **Efficiency**

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The general efficiency criterion is rated as **highly satisfactory**. The project was seen as particularly efficient and managed to secure sufficient budget to ensure the taking place of elections and the procurement of a lot of electoral materials. The overall **coordination of the project between UNDP and UNSCOL as well as UN Women was considered exemplary**. The project reports were also good but could have benefited from a more results-based approach to better understand the links between outputs and results. The **governance mechanisms of the project were deemed as good and enabled the project to move forward in the challenging environment**. Monitoring of the project, although considered comprehensive had some gaps when illustrating transformative change.

### **Effectiveness**

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The overall effectiveness of the UNDP LEAP II project and the intervention is considered **satisfactory**. Many of **the indicators were met** and those that were not, were mainly impacted by the Covid Pandemic or the inability of the Project to push for electoral reform in such a complex environment. **A total of 61 were achieved, 9 partially achieved and 19 not achieved**. All people consulted during the evaluation **highlighted that the project was a success and met their needs**; Without the support, the institutions would not have been able to fulfill their mandate and it would have been highly unlikely that the elections would have taken place. The evidence collected from the focus groups and individual interviews was overwhelmingly consistent in the **high quality of the contributions of UNDP/LEAP for their technical capacity** as well as the important relations built with the key stakeholders and beneficiaries. Furthermore, the **political leverage of the UN electoral team particularly UNSCOL** were greatly appreciated and the collaboration and cooperation between the project and the UNSCOL was key to the success of the project. While capacity may still need to be built, and more work needs to be done on electoral reform, the project contributed to ensuring a democratic election (albeit with caveats) and worked in spite of the prevailing crisis and this was no mean feat.

Under Output One, the project lent support to the MoIM. This support was essential to ensure elections could be held in a timely and efficient manner. Many of the challenges, namely financial, in the run up to the parliamentary elections were acknowledged by the EOMs, and while challenges limited timelines and the MoIMs ability to train personnel, the support was deemed sufficient without any important critique on the performance of the MoIM. In total 62% of the targets were achieved, **17% were partially achieved and 21% were not achieved. The output is considered partially achieved.**

Output Two, which afforded support to the SCE had a total of **18 indicators, 11 of which were achieved, 1 partially achieved and 5 not achieved**. SCE which has always been afforded little support, was literally kept alive by the project and while it was not effective as it could have been, this was largely due its inadequate

legal framework, a protracted process which was heavily influenced by the socio-economic circumstances and the few resources available to the institution. The output is deemed as partially achieved, as while some capacity has been built, there is still much to be done to ensure the sustainable and independent future of the institution.

Output three targeted support to the Constitutional Council. **The output had a total of nine output activity indicators, eight of the nine were achieved.** The study tours envisaged were cancelled due to the covid. This output is deemed as achieved as the effectiveness and transparency of the EDR mechanism was enhanced. The project was able to provide the necessary training to the Council and conduct the lessons learned workshops with former CC members as well as after the parliamentary elections. The critical support to maintain the electricity through solar panels during the adjudication of the cases was timely and allowed the CC to continue their work. While the work of the CC was not criticized, the overall law on the timings and some aspects on the adjudication of cases was and this might impact their work in the future.

**Output Four aimed to increase inclusiveness. It had four output activities, and 25 indicators. 20 of them were achieved, two were not achieved and one partially achieved and two were cancelled. Taking into consideration that 87% of the indicators were in fact achieved, and there are definitive shifts of greater inclusiveness, and awareness on gender, youth, and person with disabilities this output is considered achieved.** One of the key positive results of this output was whereby different CSOs launched their different strategies to strengthen different groups capacities to advocate for women's rights, as well as that of youth and persons with disabilities. While it is acknowledged that there is still some way to go, the gains under the project were palpable, and will be discussed under the last section in gender and human rights, the strategy to advocate on the gender quota has been very successful in building consensus around the issue and breaking down some of the barriers of resistance towards women's political participation.

### **Sustainability**

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The criterion of sustainability is deemed moderately satisfactory, although the overall likelihood of sustainability is a double-edged sword. While one of the key objectives of the second iteration of LEAP was to improve the EMBs capacity, the complexities of the country dictated a different approach, whereby the project was *putting out fires* rather than building sustainable institutions for the future. Commitment to build the election management body institutions has long been the Achilles heel of the government, whereby fewer resources and scant political will has meant that the institutions have been afforded few human resources and in the case of the SCE, has not been afforded truly independent status and thus the role of both the first and second iteration of the project has been to keep the institution afloat. The political complexities were highly exacerbated by the financial crisis whereby fuel prices were extortionate, salaries were reduced almost to nothing, and the devaluation of the local currency meant that prices rocketed and an election spending ceiling of 150 million LBP in 2018 increased to 750 million LBP in 2022. This meant that the average sum for each registered voter rose tenfold from 5,000 LBP in 2018 to 50,000 LBP in 2022. Notwithstanding, the challenges encountered did not mean that ownership is not there, and while a good proportion of the budget was spent on election materials to ensure that the election took place, the efforts of LEAP II promoted the ownership of the process, built systems and consolidated key relationships, which should outlive the trajectory of the LEAP II.

### **Impact**

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The criterion of impact was deemed satisfactory given that the intervention had a significant impact in enabling the electoral process to take place, this was no mean feat given the Lebanese context at the time. The holding of elections is a key milestone in the country's history and while significant gaps still exist in the legal framework, and the political establishment still has a tight stronghold over the political development of the country, the elections did spark a slight shift in the political dynamics which could have the potential to fuel more electoral reform and the advocacy of more democratic practices in the future. Electoral Reform has progressed under the project, but not to the extent foreseen. This was to be expected given the

circumstances. Nonetheless while the expected targets were not achieved, there has most definitely been a shift in progress especially with regards to the gender quota, and such progress needs to be acknowledged.

### **Gender and Human Rights**

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The evaluation finds that the gender and human rights criterion are considered satisfactory and that concerted efforts have been made to ensure gender, persons with disabilities and youth were more visible aspects of the project although their overall design of the project could have included more gender sensitive indicators, information could have been disaggregated further and gender and other groups could have been more visibly mainstreamed across the design of the results framework. Notwithstanding, the project has made great strides in ensuring that particularly gender is an integral part of the electoral process and debate on gender equality and gender empowerment in politics is more openly discussed. UNSCOL also played an important role in convening key actors to promote equality and ensured gender sensitive messaging in its calls to the government to promote an inclusive and participatory electoral process.

The historic introduction of the gender quota to the parliament and the commitment of ten MPs from a wide spectrum of parties have proven that the project has a great capacity to advocate for gender. While the gender quota has not yet been approved, the intervention's trajectory to get to this point needs to be acknowledged and indeed appreciated. While the same achievements have not been seen for youth and persons with disabilities, the issues of these two groups are gaining ground, albeit in a less recognized manner.

The following are the **lessons learned**:

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**Electoral reform:** Electoral reform requires a high level of political will and is often a protracted and complex process. Strategies need to be built in taking in the overall context, identifying resistance to the reform and who are the key decision makers. A multifaceted approach is a must, and grass roots organizations need to be at the heart of any change to ensure a bottom-up approach. The engagement of political parties and parliament are key for pushing reforms.

**Performance of the project:** While personalities should not dictate the overall performance of a project, UNDP LEAPs team's longstanding experience, commitment, enthusiasm, and ability to adapt when needed has been exemplary. Its continued efforts to combine research, technical papers, as well as dialogues with key stakeholders has proven successful and innovative and provides it with a key advantage over a standard election support project. The combination of the provision of standard technical assistance with its understanding of the political context and the excellent relations it has built with the key institutions and other election stakeholders has been paramount to its success. This inevitably lays the way for the further development of the project using its key human resources to provide innovative and research-based solutions to strengthen the institutions and to promote more integrity and transparency of the overall process.

**Effectiveness of the electoral engagement in Lebanon:** Elections are technical in substance but are political by nature. To this end a technical project especially in a complex political environment needs to work in harmony with the political arm of the UN to ensure a strategic approach towards engaging key stakeholders in the electoral process. The experience of LEAP and the political leverage of UNSCOL allowed for a harmonious and strategic approach in engaging all stakeholders to be on the same page and enabled the elections to happen in a relatively peaceful and democratic environment.

**Internal Working Groups:** Holding regular meetings between UNDP/LEAP and UNSCOL has proven imperative. Both entities had the impression of being well informed of what the others were doing, and an exchange of ideas was essential to promote key messaging which inevitably resulted in the elections taking place.



**Election Working Group:** The election working group was paramount in ensuring that all interlocutors were informed, guided, and kept apprised of the situation. The EWG was a key medium for building relationships while building consensus around key messages. It also served as a forum where information was shared to inform, avoid duplication and to provide a forum whereby new ideas and opportunities to work on different areas of the election emerged.

**UNDP Technical acumen:** UNDP is well positioned as an institution to use its offices to mitigate conflicts and promote transparency in the electoral process due to its neutral position in the international community, as well as its very good reputation among the Lebanese government and institutions. UNDP's mandate on electoral technical assistance and its global and particularly regional experience are exemplary. Furthermore, UNDP, which is arguably the largest contributor to electoral technical assistance worldwide and is supported by the EC-UNDP Electoral Task Force in Brussels and the electoral affairs division (EAD) in New York, is a further testimony to its reach and the influence it enjoys in support to electoral processes.

**Transformative Change:** To instigate change, it is essential to involve all actors and to ensure a multi-faceted approach to promote women and other groups participation in the electoral process. A long-term strategy combining research, technical support, capacity building as well as platform building prove key in promoting the gender quota.

The following are the **key recommendations** which are grouped under three different areas.:

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#### Coordination mechanism and areas of accountability

- 1a. Replicate UNDP /UNSCOL coordination mechanisms in future projects, ensuring collaborative and collegial coordination of the political with the developmental arm of the UN.
- 1b. UNSCOL supported by UNDP/LEAP should instigate a series of dialogues with different actors.
- 1c. Promotion of more technical and political information to inform the diplomatic community.
- 1d. Use a broader range of monitoring tools to capture the most significant changes through stories, pre- and post-testing, and post-event tracking.

#### Inclusion and feminine perspectives

- 2a. Ensure a solid theory of change founded on a feminist perspective.
- 2b. Conduct a gender mapping as well as situational status of youth and PWDs.
- 2c. Ensure that all objectives are SMART and indicators are RACER and that results focus, where possible, on gender-transformative results and not only gender-targeted results (qualitative results and not only quantitative results).
- 2d. Alignment with the gender framework at work to promote a more gender/human rights environment that ensures no one is left behind.

#### Electoral Reform

- 3a. Electoral reform strategies should include a multisectoral approach, ensuring that parliament, political parties and grass root organizations are involved.
- 3b. While ensuring that electoral reform is part of a new project, it would also be important to look at other low hanging fruit, which would not necessarily need legal reform but could be imparted through support, capacity building and information and education.

3c. Measuring of electoral reform should be done through outcome mapping to ensure that progress is mapped across the whole journey towards electoral reform and to ensure that the strategy can be adapted if needed

3d. Consultation with other electoral actors to understand best practices in electoral reform.

## First Part: introduction

In September 2023, UNDP Lebanon and UNSCOL commissioned a final evaluation to evaluate the support and assistance provided in the period 2020-2023 by UNSCOL and the UNDP “Lebanese Elections Assistance Project” (UNDP-LEAP). The present evaluation assesses the level of results and impact, taking into consideration the uncertain and mutable situation in Lebanon. This final evaluation commenced on 17 October with a kickoff meeting on 23 October 2023 with the UNDP LEAP Project Team, and UNSCOL - outlining the structure and the expectations of the evaluation. The evaluation was allocated a total of 40 working days over a period of approximately six months (to align with the deteriorating security situation in the region and to allow sufficient time to collect data<sup>1</sup>). The joint evaluation had three key deliverables: - 1. Inception Report; 2. Preliminary findings; 3) Final Evaluation Report. This is the second draft version of the final evaluation report.

## Second Part: Political and Social-Economic Context

Lebanon has an overall population of approximately 5,331,203 persons<sup>2</sup> and has a land area of approximately 10,452 sq. km. It is bordered by Syria to the north and Israel to the south. Its official language is Arabic and is religiously diverse. According to the CIA World Factbook<sup>3</sup>, it estimates that the country is made up of the following religions: Muslim 68 per cent (31.9% Sunni Islam, 31.2% Shia Islam) Christian 32.4 per cent (Maronite Catholics are the largest Christian Group), Druze 4.5 per cent and several other religions such as Jews, Bahá'ís Buddhists, Hindus. Life expectancy is 77.6 years for men and 80.46 year for women.<sup>4</sup> Lebanon has a high literacy rate and men and women enjoy equal rights under the Constitution. The 2022 Human Development Index (HDI)<sup>5</sup> value is 0,706, which puts the country in the high human development category, and it ranks 112 out of 191 countries and territories and 13<sup>th</sup> amongst its Arab neighbors.

<sup>1</sup> Given the current crisis in the Middle East, the timeline has to be extended to March 2024, the original ToR had envisaged approximately two months.

<sup>2</sup><https://www.cia.gov/the-world-factbook/about/archives/2022/countries/lebanon/>.

<sup>3</sup><https://www.cia.gov/the-world-factbook/countries/lebanon/#people-and-society>.

<sup>4</sup> Sources UN and World Bank.

## 2.1. Socio-economic context

While the country ranks quite highly on the Human Development Index, the country has been plagued by several crises in recent years which have impacted on the overall political landscape of the country. The economic crisis, which has been gaining traction since 2019, the devaluation of the currency, the large wave of demonstrations of October 2019 and further demonstrations during the Covid Pandemic and the overall influx of refugees from Syria has made the situation in the country very difficult.

On August 4, 2020, Beirut suffered an explosion, owing to a large amount of ammonium nitrate stored at the Port of Beirut. The explosion caused more than 200 deaths and injured thousands, some critically and destroyed “swathes of the Lebanese capital.”<sup>6</sup> The blast further exacerbated the economic crisis and Lebanon has not yet recovered from this devastating tragedy. According to the World Food Programme, 2023 marked the fourth year that Lebanon is facing a “deep economic, political, and social crisis”. April 2023 witnessed the highest ever depreciation in its currency, whereby Lebanon recorded the highest nominal food price inflation rates in the world at 350%.<sup>7</sup> According to the UN Common Country Analysis (CCA), by December 2020, 74 per cent of the Lebanese population had become vulnerable, representing approximately 2.86 million individuals. This crisis has resulted in high levels of food insecurity amongst Lebanese nationals and the refugee population.

The average disposable income dropped by 36.5% between 2019 and 2021, and as a result, in July 2022, Lebanon was reclassified by the World Bank as a lower-middle income country, down from upper middle-income country. Unemployment increased from 11.4% in 2018-2019 to 29.6% in 2022. The country has seen a substantial collapse in public services, including public electricity

<sup>5</sup><https://hdr.undp.org/data-center/human-development-index#/indicies/HDI>.

<sup>6</sup><https://www.aljazeera.com/news/2023/8/4/lebanon-marks-three-years-since-catastrophic-beirut-port-blast>

<sup>7</sup>[file:///Users/charlemagnesophiagomez/Downloads/WFP%20Lebanon%20External%20Situation%20Report%20June%202023%20\(1\).pdf](file:///Users/charlemagnesophiagomez/Downloads/WFP%20Lebanon%20External%20Situation%20Report%20June%202023%20(1).pdf).

supplied, fuel shortages and hindered access to adequate healthcare and clean water.<sup>8</sup>

Lebanon has more than 1.5 million Syrians and as of March 2023, the total number of UNRWA registered Palestine Refugees in Lebanon is 489,292 persons who now live amongst a population of nearly 5.5<sup>9</sup> million. According to recent reports, Syrian refugees make up approximately a fourth of Lebanon's total population, and Lebanon now has the highest per capita concentration of refugees in the world.<sup>10</sup> The Syrian crisis, the high number of refugees food insecurity, the explosion and the weaker socioeconomic panorama have impacted on the day to day running of the country and has had an enormous influence on Lebanese politics. These events were further overshadowed by the Covid Pandemic and the continued protests the political deadlock aggravated by government corruption and mismanagement as well as continued restrictions on movement due to the pandemic itself aggravating an already deteriorating socio economic climate. This has led to great political uncertainty exacerbating the downward economic spiral resulting in high levels of unemployment and poverty.

## 2.2. Political Overview

Lebanon's ranking on the Economist Intelligence Unit's democracy index has been steadily decreasing since 2006 where it ranked 5.82 out of ten points to 2022 where it is at all-time low of 3.64 points. Under the freedom house ranking in 2023, Lebanon has an overall ranking of *partly free* with political rights 14/40 and civil liberties 29/60.<sup>11</sup>

The political context prior to the parliamentary elections in 2022 was complex. The economic crisis, the October revolution, and the blast all contributed to the fragile political situation. The prime minister designate Saad Hariri resigned in July 2021 after failing to form a government after nine months. A new government was installed in September, with the designation of the former

Prime Minister Najib Mikati on 26 July. He received the support of 72 of the 128 Members of Parliament<sup>12</sup>. Nonetheless there remains a president vacancy in early 2024.

The Parliamentary elections were held on 15 May 2022 despite the fears that they might not take place on time. According to the EU EOM final report, "the parliamentary elections have become a first stage in a series of the next crucial political developments linked to the formation of a government and the election by parliament of the Lebanese president". The report further elicited "that although preparations were affected by limited financial and human resources, the election authorities delivered the 15 May parliamentary elections in the scheduled time", Nevertheless the Chief Election Observer, Mr Hölvényi did state that "the elections were overshadowed by widespread practices of vote buying and clientelism, which distorted the level playing field and seriously affected the voters' choice."

Municipal elections were originally due to take place in 2022 but were postponed till 2023 due to logistical reasons. Unfortunately, the municipal elections have been further delayed till May 2024 due to insufficient funds and a weak resolve by some political parties to hold municipal elections. At the time of writing this report, it was still unclear if the municipal elections would be further postponed beyond May 2024.

### 2.2.1. Electoral Framework

According to the elections Law 44 adopted in June 2017, the country is divided into five governorates, South Lebanon, Mount Lebanon, North Lebanon, Bekaa and Beirut. The country is further divided into 15 major electoral districts and 26 minor districts where the preferential vote took place. In 2022, a total of 3,967,507 persons were registered (2,022,387 women and 1,945,120 men).

<sup>8</sup> <https://www.worldbank.org/en/country/lebanon/overview>.

<sup>9</sup> <https://www.unrwa.org/where-we-work/lebanonworld>.

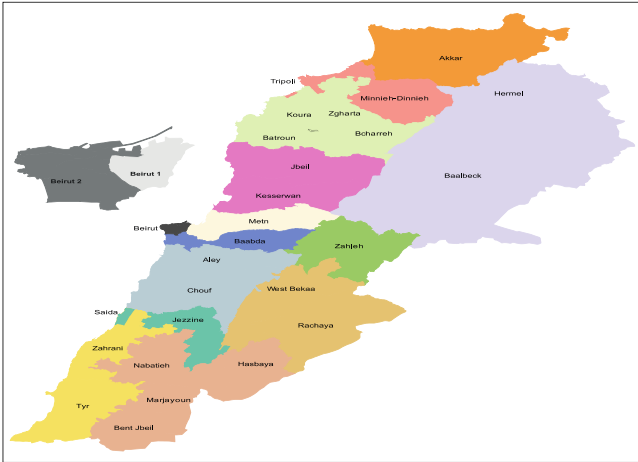
<sup>10</sup> <https://reliefweb.int/report/lebanon/unhcr-lebanon-needs-glance-2023>.

<sup>11</sup> <https://freedomhouse.org/country/lebanon/freedom->

[world/2023](#).

<sup>12</sup> [https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/S\\_2021\\_953.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/S_2021_953.pdf).

15 Electoral Districts PR



Preferential Vote on 26 Minor Districts

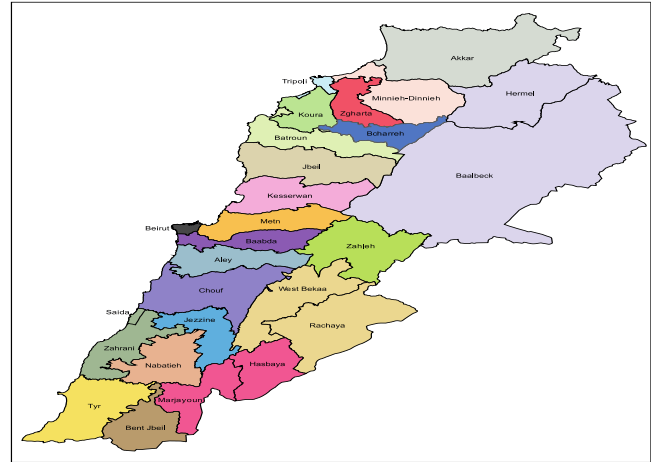


Image 1: Electoral Districting 2018

Source – Leap

For the 2022 parliamentary elections there were a total of 719 candidates, 118 being female and 601 men. In total 49.7 per cent (1,861,203) of the registered voters turned out to cast their ballot. A total of 128 candidates were elected. Despite the higher number of women who were nominated as candidates for the 2022 elections, only eight women were elected to seats (two more than in 2018) meaning that only 6.3 % of parliamentarians are female. Lebanon ranks 171 out of 185 in the world for women in the parliament.<sup>13</sup>

### 2.3. Women’s Rights in Lebanon

Both the Constitution and under the Lebanese Law, women and men enjoy equal rights in social and economic spheres. Nonetheless, the issue of women’s equality in Lebanon is a pressing issue, despite women’s high literacy levels and some women enjoying high-ranking careers in the justice and the banking sectors. The 2021 Global Human Development Report ranked the gender inequality index for Lebanon 108 out of 170 with a value of 0,432. Such a low ranking illustrates the wide gender gap that still exists in accessing opportunities at the decision-making, political, economic, and social levels.

<sup>13</sup> <https://data.ipu.org/women-ranking/?month=10&year=2023>.

<sup>14</sup> The 114-page report, issued by HRW “[Unequal and Unprotected: Women’s Rights Under Lebanon’s Religious Personal Status Laws](#),” found that, across all religions, personal status laws erect greater barriers for women than men who wish to terminate unhappy or abusive marriages, initiate divorce proceedings, ensure their rights concerning

Women’s inability to access a level playing field emanates from many of the discriminatory laws and practices, which are ingrained in the Lebanese laws and culture. Women especially face legal challenges and discrimination<sup>14</sup> under the personal status laws<sup>15</sup>, which tend to discriminate against women in issues of divorce, property rights and the care of children. “These laws are administered by autonomous religious courts with little or no government oversight, and often issue rulings that violate women’s human rights.”<sup>16</sup>

Similarly, the CEDAW Committee noted its concern “about the gross underrepresentation of women in public and political life and the lack of capacity-building for political party and labor union representatives with regard to women’s rights, and regrets that the bill that would have provided for a 30 per cent minimum quota for women’s representation on the candidate lists of political parties for parliamentary elections was not adopted”. It expressed its concern about the strong political resistance to the adoption of temporary special measures to effectively promote the equal participation of women in public and political life”. Despite many efforts, female representation in the parliamentary elections of 2022 only increased by two percentage points in comparison to the 2018 elections.

their children after divorce, or secure pecuniary rights from a former spouse.

<sup>15</sup> Lebanon has 15 separate personal status laws for its recognized religions but no civil code covering issues such as property rights, or the care of children.

<sup>16</sup> <https://www.hrw.org/news/2015/01/19/lebanon-laws-discriminate-against-women>.

Similarly, the UN Common Country Analysis<sup>17</sup> also noted that numerous populations routinely face biases, exclusion, or mistreatment based on one or more aspect of their identity, such as gender, nationality, ethnicity, age, class, disability, sexual orientation, or religion.<sup>18</sup>

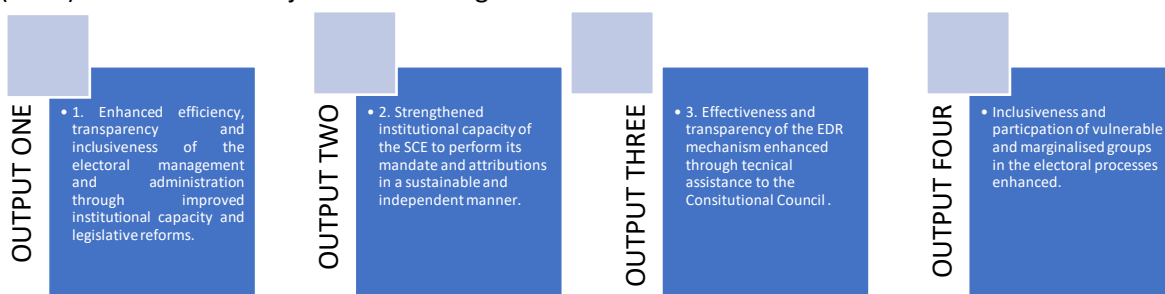
### Third Part: Information on the overall UN electoral engagement in Lebanon and Theory of Change

#### 3.1. Summary of the intervention

Electoral Assistance Projects constitutes one of the largest areas of UNDP assistance worldwide, with 47% of its focus on Africa. Through strategic partnerships with other UN entities, UNDP delivers electoral assistance through projects working directly with election management bodies to strengthen their capacity to conduct inclusive, peaceful, and credible elections. UNDP has provided technical assistance to the elections in Lebanon for almost two decades.

The United Nations Special Coordinator for Lebanon is responsible for the implementation of Security Council Resolution 1701 (2006) and is the representative of the Secretary-General to the Government of Lebanon, political parties and the diplomatic community based in Lebanon. The Special Coordinator provides political guidance and promotes coherence across the organization’s activities. The office has three strategic pillars of intervention: - i) peace and security, ii) stability and iii) stabilization and development support.

UNDP Lebanese Electoral Assistance Project (LEAP) has the main objective to strengthen the



Box 1: Overview of the four outputs under LEAP II

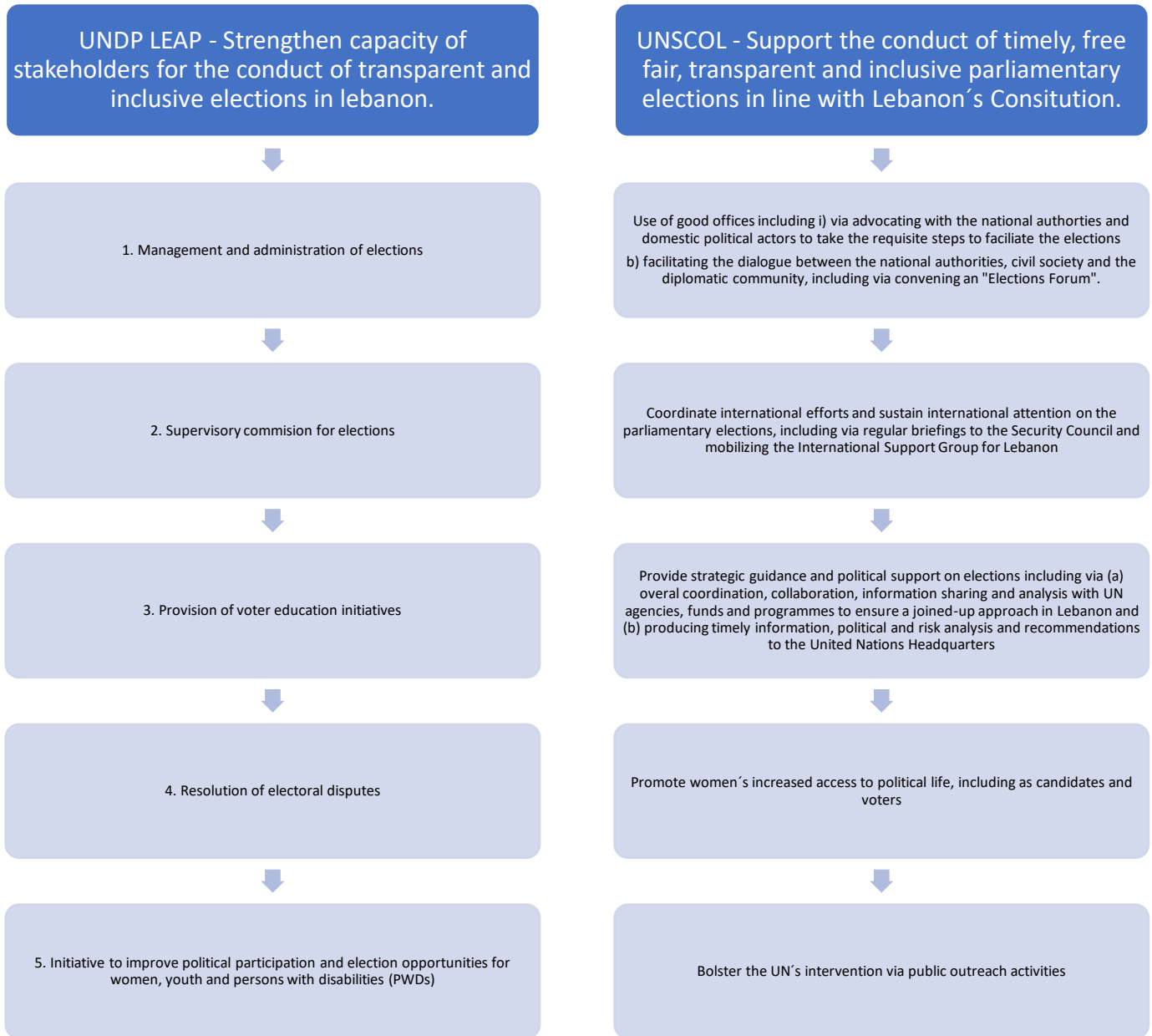
capacity of stakeholders for the conduct of transparent and inclusive elections in Lebanon. UNSCOLs priority is to support the conduct of timely, free, fair, and transparent and inclusive parliamentary elections in line with Lebanon’s Constitution. Given these important interlinking mandates, the joint final evaluation assesses the support and assistance provided in the electoral cycle 2020-2023 by both entities, with the aim to unearth achievements, challenges and areas that require further attention.

#### 3.2. Intervention Logic

The overall outcome of the UN’s electoral engagement is to ensure the conduct of timely, free, fair, transparent, and inclusive parliamentary elections in line with Lebanon’s Constitution including via technical assistance aimed at increasing the government’s ability to improve the performance of institutions and promote participation and accountability. (See box two below for the overall engagement of the UN Electoral Engagement) The four project outputs are closely linked to strengthen the overall electoral process by affording institutional capacity to the Election Management Bodies (EMB’s) as well as the Election Dispute Resolution (EDR) mechanisms and to promote inclusiveness and participation of vulnerable and marginalized groups in the electoral process. The four project outputs are outlined below under box one. (For a full description of the intervention logic please see annex V)

<sup>17</sup> [https://lebanon.un.org/sites/default/files/2022-07/UN%20Lebanon%20CCA\\_27May%202022\\_FINAL.pdf](https://lebanon.un.org/sites/default/files/2022-07/UN%20Lebanon%20CCA_27May%202022_FINAL.pdf)

<sup>18</sup> [https://lebanon.un.org/sites/default/files/2022-07/UN%20Lebanon%20CCA\\_27May%202022\\_FINAL.pdf](https://lebanon.un.org/sites/default/files/2022-07/UN%20Lebanon%20CCA_27May%202022_FINAL.pdf)



**Box 2: Overview of the role of UNDP LEAP and UNSCOL in the electoral process**

**Fourth Part: Purpose and Scope of the Evaluation**

**4.1. Purpose**

According to the United Nations Evaluation Group, to ensure quality, all interventions should be systematically evaluated on the quality and the results of interventions in the context of an evolving cooperation policy ensuring a specific focus on result-oriented approaches and the contribution towards the implementation of the Sustainable Development Goals (SDGs). UNDP ensures institutional accountability, learning and informed decision-making through evaluations and is obligated to carry out project evaluations so that

critical information is available before higher analysis takes place.

**4.2. Specific Objectives**

The objective of this report is to present the findings from the final joint evaluation of the support and assistance provided in the period 2020-2023 by UNSCOL and UNDP LEAP, including focus on results and impact.

The specific purposes are:

An independent, external review of the Special Coordinator's engagement on the 2022

parliamentary elections is in line with UNSCOL's evaluation policy (November 2022) and help promote accountability and learning in the Mission. An evaluation of the relevance, effectiveness, and impact of UNSCOL's electoral interventions should provide the Mission with an evidence-based performance benchmark faced during implementation. The evaluation ensures the provision of an evaluation based on evidence demonstrating the extent of the United Nations competitive advantage in the field of elections, taking a holistic approach covering the technical and political aspects. This enables the key stakeholders to decide on a future specialized, sustainable, and efficient course of action for the period beyond 2023, focusing on the support of

national stakeholders in elections and democratic consolidation and electoral reforms.

This joint evaluation affords an analysis to UNDP and UNSCOL as well as key stakeholders on the performance and achievements of the UN's electoral engagement, as well as the challenges.

The evaluation is a joint evaluation whereby the interests of both UNSCOL and UNDP LEAP are represented to assess the work and collaboration between the two entities in the areas of coordination, analysis, risk mitigation and substantive technical and operational assistance and advisory support.



This final report with its findings, conclusions and recommendations should strengthen decision-making of the Mission's senior leadership in the implementation of its mandate and the advancement of strategic pillars, especially in the run-up to the twice postponed municipal elections (2024) and the next parliamentary elections (2026). The findings from the report will also feed into the finalized version of the project document for LEAP III.

Nations Strategic Framework (UNSF 2017-2022) and United Nations Sustainable Development Cooperation Framework (UNSDCF 2023-2025) and Country Programme Document (CPD 2017-2022 and CPD 2023-2025) and the UNDP Strategic Plan, (SP 2018-2021 and 2022-2025), that describe how to support countries to achieve the 2030 SDG Agenda.

To this end, the evaluation assesses the overall performance of LEAP and UNSCOL's interventions, as well as measures the ongoing progress in capacity and effectiveness of the EMBs and examines the overall results and impact of the intervention, as well as the challenges faced during implementation. The evaluation includes the examination of the relevance of the United



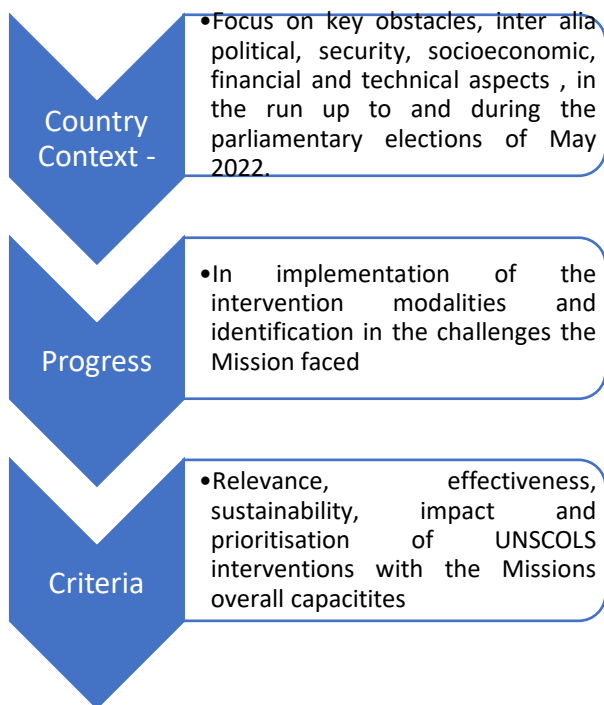


Figure 1: Overview of the joint evaluation

The overall conclusions, recommendations and lessons learned feed into a roadmap that should delineate how in its next phase UN’s electoral engagement could improve, inter alia, its relevance, delivery of results and engagement with stakeholders, including Lebanese authorities and guide the international community in where best to place its support in the medium term.

The evaluation provides evidence-based information that is credible, reliable, and useful. The evaluation follows a participatory and consultative approach ensuring close engagement with relevant national counterparts. An evaluation reference group was set up and includes both UNDP and UNSCOL as well as the EU. The evaluation process assesses to what extent the UN’s electoral engagement managed to mainstream gender and to strengthen the application of rights-based approaches in its interventions. To make disadvantaged groups visible, to the extent possible, data will be disaggregated by gender, and by type of interlocutor. The evaluation produces concrete and actionable recommendations for the proposed future programming for the next electoral cycle 2024-2027. The municipal elections

are scheduled for 2024 and in 2026 the parliamentary elections are due.

### 4.3. Scope of the Evaluation

**Type of Evaluation:** Joint evaluation of both LEAP Project and UNSCOL interventions.

**Evaluation Criteria:** The evaluation assesses the UNDP LEAP Project using the organization for cooperation economic development (OECD) Development Assistance Committee (DAC) criteria of relevance, coherence, effectiveness, efficiency, sustainability, and impact. The assessment also ensures that gender and human rights are mainstreamed throughout the evaluation process as well as ensuring that gender and human rights are considered as a criterion.

#### **Programmatic Scope and period to be examined:**

The evaluation assesses the level of progress made towards achieving all project outputs since 2020 to December 2023 and assesses UNSCOLS interventions and contribution to the overall UN engagement in electoral support.

**Geographical Coverage:** National coverage including the whole population of Lebanon including voters and citizens at large, women, youth, and persons with disabilities. Notwithstanding, the evaluation was only able to interview two persons residing outside of Beirut, however, has collected secondary evidence from all parts of the country.

**Key themes:** Emphasis on disadvantaged groups, gender and human rights using gender tools and the rights-based approach and assurances of utilization of disaggregated data where possible.

### 4.4. Evaluation Criteria

The joint evaluation uses the OECD/DAC evaluation criteria of relevance, coherence, effectiveness, efficiency, sustainability, and impact<sup>19</sup>. The final report complies with the UNEG Quality Checklist for Evaluation Reports<sup>20</sup> and the UNDP Evaluation Guidelines.<sup>21</sup>

<sup>19</sup><https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>.

<sup>20</sup> <http://www.unevaluation.org/document/detail/607>.

<sup>21</sup> UNDP Evaluation Guidelines.

Criteria		Description
OECD-DAC Criteria	Relevance	To examine the extent to which the objectives of LEAP correspond to the expectation of the target groups, the needs of the institutions and the national and UNDP as well as priorities of the SDGS
	Coherence	To assess compatibility or fit of the intervention with other activities of other key stakeholders and development actors in the areas of electoral support and assistance.
	Effectiveness	To assess the achievement of intended results, unintended outcomes, contributing/hindering factors, and lessons learned
	Efficiency	To assess the timelines, utilization, and optimal use of resources during project implementation as well as overall oversight of the project.
	Impact	To assess the positive and negative changes produced by the UNs electoral support, directly or indirectly, intended or intended
	Sustainability	To examine whether the benefits resulting from UNs electoral support will continue beyond the intervention period and if there has been sufficient buy-in from all the stakeholders.
Other Criteria	Gender	To examine whether UNs' electoral support has contributed to more effective participation of women in the electoral process
	Equity	To examine the extent to which UN's Electoral Support

	addressed the needs of vulnerable groups of women, PWDs and minorities
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Table 3: Table on the criteria used for the evaluation

#### 4.4. Intended Users

The findings from this joint evaluation should primarily be used by UNDP LEAP staff, UNDP as well as UNSCOL and EU Delegation and those who are most involved in the development and implementation of the *LEAP* Project and electoral support. The result of the joint evaluation therefore contributes to the finalization of the project document for a upcoming electoral support project as well as strengthening decision-making of the UNSCOL's Mission's leadership in its implementation of its mandate and the advancement of the strategic pillars, especially in the run-up to the twice postponed municipal elections (2024) and the next parliamentary elections (2026).

Furthermore, the evaluation results aim to inform UNDP and the stakeholders on the overall performance and achievements of the LEAP Project as well as inform and assess any challenges that arose during its implementation. The evaluation thus enables UNDP's management and national counterparts to benefit from a data-based analysis, as well as assess the project's competitive advantage, and decide on a future specialized, sustainable, and efficient course of action for the period beyond 2023, focused on the support of national stakeholders in elections and democratic consolidation and electoral reforms.

The joint evaluation findings, where possible, should be shared with external stakeholders, including government departments and agencies such as the MoIM, SCE, the CC and other stakeholders relevant to the electoral process. The findings and recommendations should also be useful for donor countries as well as the Department for Political and Peacebuilding Affairs (DPPA) - Electoral Assistance Division (EAD).).

#### 4.5. Evaluation Questions

The key questions are outlined below, but for a full detail of all evaluation questions, sub questions and indicators please see annex III. (Annex III Evaluation Matrix).

Criteria	Question
Relevance	EQ1: To what extent were the objectives of the intervention and the electoral support consistent with beneficiary requirements and needs?
Coherence	EQ2
Effectiveness	EQ3: To What extent have the UN's objectives (timely organization of elections and capacity building of key electoral stakeholders, including relevant State institutions) and results been achieved? What were the key challenges and enabling factors?
Efficiency	EQ4 To what extent have resources (financial, human and technical) been allocated strategically and were they managed efficiently?
Sustainability	EQ5: To what extent did the beneficiaries take ownership of the project? Will they be able to sustain the results of the intervention (programmatically, politically and financially)?
Impact	EQ6: To what extent did the UN's interventions (political and technical) contribute to increasing the Governments ability to improve performance of institutions and promote participation and accountability?
Gender, Equity and Human Rights	EQ7: How well has the action addressed the issues of human rights concerns, gender inclusion, women's equality and empowerment across all aspects of the intervention's design, development, implementation and its management?

#### 4.5. Deviation from the ToR

The evaluator has followed the questions under the ToR and has added a few more questions under relevance and efficiency as well as including several questions put forward by one of the members of the external ERG, i.e. the European Union. To this end, the evaluator has regrouped all the questions on the issues of monitoring under the criterion of efficiency and has put some of the questions on gender and human rights in the section on gender rather than impact. However, gender and human rights have been mainstreamed in all the criteria. These changes are to avoid the repetition of the same theme under three different criteria in the report as suggested in the ToR. The report will highlight whether a particular question in the evaluation matrix is answered under a different criterion in the report.

Furthermore, the security context made it impossible for the evaluator to travel to Lebanon, and as a result the geographic scope was limited to persons in Beirut and two additional interviews outside of Beirut. All interviews were held remotely.

## Fifth Part: Methodology and Approach

### 5.1. Final Evaluation Implementation

The evaluation took place in three distinct phases, although the inception phase and that of the desk phase was carried out simultaneously. The activities undertaken under each phase are described below.

Phases	Activities	Deliverable	
<b>Inception Phase</b>	Initial data collection Background analysis Stakeholders' analysis Inception Interviews Review of the Intervention Logic Evaluation Design	Hypothesis to be tested Project Documentation review Review of Election observation Mission (EOM) reports of the electoral process in 2022 Design of the field phase	Inception Report
<b>Data Collection Phase</b>	Gathering primary evidence Key Informant Interviews Focus Group Discussions		Preliminary Findings presentation
<b>Data Analysis and Report Writing</b>	Final analysis of findings Formulation of overall assessment, conclusions and recommendations		Final Evaluation Report

Table 4: Three phases of the evaluation

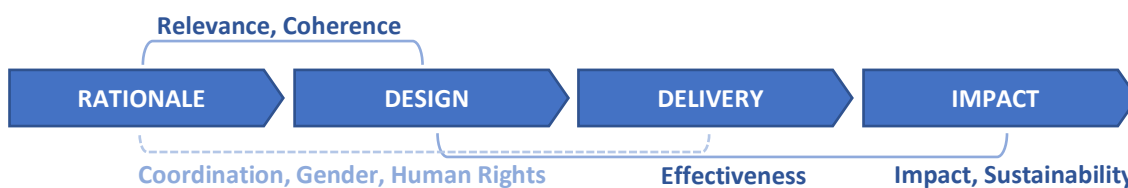
In line with the established priority and methodology of the United Nations to conduct quality evaluations that ensure high utility of the results acquired from the exercise, the joint evaluation adopts the principles of a Utilization-Focused Evaluation - which entails collecting and analyzing suggestions and recommendations based on the key stakeholders' opinions to inform lessons learned and the future design of the next project to support the future electoral process.

The joint evaluation has a learning dimension, as the process provides a framework for reflection

and self-assessment at organizational level as well as the level of individuals both at headquarters and in the field. The joint evaluation has liaised closely with the Evaluation Reference Group (ERG) as well as other key staff who are responsible for the implementation and monitoring of the LEAP, to support learning through generating and feeding back findings and lessons learned. Furthermore, the exercise was founded on the principle that all the information pertaining to the joint evaluation has been contextualized and “understood in the context of the individual evaluation, the project and UNSCOL’s interventions being evaluated, and the stakeholders involved.”<sup>22</sup>

Utilizing a mixed-method research design, this joint evaluation exercise was informed by several lines of evidence. In addition, the joint evaluation ensured that the exercise is seen through a human rights and gender lens, through the disaggregation of data and an assessment of a rights-based approach to the overall project. It has considered

how the LEAP’s and UNSCOL’s interventions design, implementation and delivery considered the different needs of women and men and how it has impacted upon them. Overall, a consultative and participatory approach was adopted by the consultant by actively involving the primary intended users in the joint evaluation and regular meetings took place to take stock of the progress of the evaluation. The approach undertaken not only served accountability purposes and took stock of the progress of the results, it was also used to review the progresses made by the project and UNSCOL’s intervention towards the achievement of results, identify weaknesses and gaps and recommend possible future corrective actions as required to ensure that any future Project and UNSCOL’s interventions will be on track to achieve their established goals. Such an approach promoted ownership of the entire evaluation process as well as the results emanating therefrom.

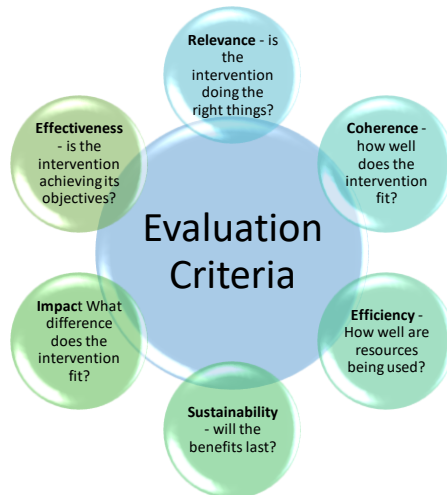


### 5.3. Evaluation Methods

In line with the established priority and methodology of the United Nations to conduct quality evaluations, the following describes the approach that was taken to undertake the final joint evaluation of the LEAP Project and UNSCOL’s interventions. It is a summative evaluation.

The methodology follows a combination of mixed methods, both qualitative and quantitative evaluation methods and instruments. The OECD DAC criteria of Relevance, Coherence, Efficiency, Effectiveness, Impact and Sustainability will be used with a cross cutting criterion on gender and Human rights.

<sup>22</sup> Better Criteria for Better Evaluation – Revised Evaluation Criteria Definitions and Principles for Use – OECD/DAC



**Figure 2: Evaluation Criteria**

A theory-based evaluation method that combines Contribution Analysis and Most Significant Change was adopted to arrive at credible causal claims about LEAP’s contribution to outcomes of interest, taking into consideration other factors that may have influenced such outcomes, particularly the political and economic complexities which the country underwent during the tenure of the project. Contribution Analysis explored the extent to which *LEAP* has contributed to the outcomes identified in the Theory of Change (ToC), while the Most Significant Change explored the unintended changes. The primary evaluation methods were qualitative, including extensive analysis of the documents, and primary information collected using key informant interviews (with the UNDP LEAP staff, UNSCOL, the EMBs, key stakeholders, civil society and other), and focus group discussions (collected information from the CSOs and other relevant groups).

**5.1.1. Programme ToC**

LEAPs ToC maps the challenges of strengthening democratic consolidation through transparent and inclusive elections. Reforming, revising, and improving the legal framework as well as providing an environment whereby the government is able to adopt and implement the reforms in an open, professional and transparent manner are seen as key. Furthermore, the increase in the engagement and participation of women, youth and political groups was also a key target as well as ensuring that the rights of the citizens are respected and

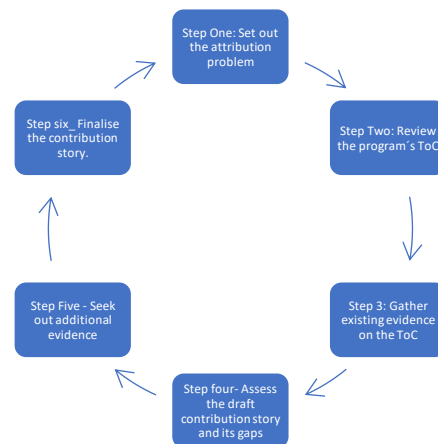
protected. The ToC elucidates the change pathways through harmonizing the targets of the

SDGs with four key outputs to i) strengthen the relevant institutions; ii) advance electoral reform; iii) to consolidate the EDR process and iv) advocating for more effective participation of women, youth and vulnerable groups. (For the theory of change, please see annex II)

**5.1.2. Contribution analysis**

The Contribution Analysis method was utilized to develop evidence showing the steps between the activities of project intervention and intended changes (capacity and behavioral) to link cause and effect. The Contribution Analysis focuses on the four output areas in the ToC.

The Contribution Analysis approach involves six steps:



**Figure 3: Steps of the contribution analysis.**

By verifying that the intervention was based on and taking into consideration other influencing

factors, Contribution Analysis provides evidence that the intervention did or did not make a difference. Contribution Analysis provides a helpful and intuitive framework, but not a prescribed set of methods and processes for assessing a ToC.

### 5.1.3. Most Significant Change

The Most Significant Change (MSC) technique, is a participatory approach developed by (Davies, 2005), and was used to capture the unexpected changes as well as indirect and process outcome that are often not recorded by indicator based evaluations. This approach seeks feedback or “stories” from all stakeholders—from implementers to CSOs—to capture these changes. The steps executed to identify MSC stories included the defining domains of change, such as inclusiveness, gender equality and gender empowerment story collection, story selection, and verification of the stories. The MSC method was limited to assessing impact and the overall performance of the support with regards to women, PWDs and youth.

## 5.2. Data Collection Methods and Sampling

### 5.2.1. Data Collection and Analysis

The data collection toolkit that was utilized during both the desk review and field phases included the collection of quantitative as well as qualitative data/information. The Evaluation Matrix referred to in Annex II illustrates how the data/information collected with the use of individual tools was gathered. The various data collection tools formed the different lines of evidence for exploring each of the EQs to evaluate the overall quality and credibility of the evaluations and feeds into recommendations for the UNDP and UNDP LEAP as well as UNSCOL to inform future electoral engagement, including via technical assistance (e.g. under a new NAM).

The evaluation was informed by three lines of evidence: (1) A comprehensive desk review of both the documentation and relevant literature pertaining to UNSCOL and UNDP’s electoral engagement in Lebanon (2) Key Informant Interviews (KIIs) with key stakeholders and (3) Focus Group Discussions. The data collection was carried out remotely due to the security situation.

Preliminary findings to the specific evaluation questions derived from the triangulation of a variety of data already obtained during the desk review of the reports and then was further assessed during the field. The data gathered informed the final answers to the Evaluation Questions and, in turn, the assessment of each evaluation criterion. The overall conclusions was only assigned to each criterion in the final report.

## 5.3. Desk Review and Secondary Data Analysis

The document review included the most pertinent documents, which included:

- Legal framework
- Project document
- Project and donor’s reports
- UNSCOL’s political reports, papers, meeting notes and other relevant documents
- Monitoring and evaluation documents
- Other external evaluation reports
- Electoral Observation Reports.

## 5.4. Primary Data Collection

**Key Informant Interviews (KII):** The key informant interviews were directed at the key stakeholders and beneficiaries of the project. A total of 54 separate meetings took place with 45 persons. Where possible the consultant endeavored to obtain a reasonable gender balance. These included the Minister of Interior (MoIM), Ministry of Foreign Affairs and Emigrants (MoFA), Supervisory Commission for Elections (SCE) Constitutional Council (CC) CSOs: Lebanese Association for Democratic Elections (LADE), Fifty Fifty, LUPD, LTA etc. International Organizations - National Democratic Institute (NDI); Democracy Reporting international (DRI), Transparency International (TI) Organization International Francophonie (OIF) Members of the international community (EU, USA, Germany, and other relevant Member States) UNDP (Resident Representative (RR), Chief Technical Advisor (CTA) and Programme Manager), UNSCOL (Special Coordinator for Lebanon (SCL), Chief of Staff (CoS), Head of Political Unit (PU); Head of Coordination Unit; Head of Public Information Office (PIO), Department of Political and Peacebuilding Affairs

(DPPA) (Lebanon Team; Electoral Assistance Division).

Type of Organization	No of Males	No of Females	Total
UNDP Staff		2	2
UNSCOL	2		2
DPA/EAD	2		2
UN Women	1		1
UNESCO	1		1
LEAP Project	1	3	4
EMBs	2	3	5
Civil Society	1	6	6
EU	3	1	4
Development Partners	4	2	6
Political Parties	4		4
International NGOs	3	2	5
Governors	1		1
	25	19	45

Table 5: Breakdown of persons interviewed

UNDP and UNSCOL were responsible for organizing the interviews. All the interviews were conducted remotely and only the evaluator had access to the interviewee. In order to protect the anonymity and confidence of all persons interviewed, the list of persons consulted has been removed from this report, but has been made available to the evaluation reference group.

**Focus Groups:** While several focus groups were planned with a number of different groups, only one key focus group with LADE, Maharat and Madanyat took place to discuss issues on inclusiveness. Several other key stakeholders were also consulted on issues regarding women's participation, and persons with disabilities. (See limitations for more details)

### 5.5. Data Analysis

The results of the desk phase combined with the data collection from the field phase went towards ascertaining the causal relation between the UN's electoral engagement and observed changes, and establishing the specific factors, if any, that affected the expected outcomes of the UN's collective approach to supporting and facilitating

the organization of the elections. The comprehensiveness of the desk review guaranteed a rich quality of data and enabled the consultant to develop several hypotheses and test them through the tools.

1. To draw the final conclusions, evidence was constructed via a triangulation analysis. The consultant maintained a few databases under excel which were updated and molded to the needs of each stage of the evaluation. The desk review of the intervention's reports allowed the consultant to develop and encode possible themes and patterns which were then subsequently fed into the evaluation protocols and lines of examination for the field phase. All KII and focus groups were encoded into themes under the different EQ and evaluation criteria, and key quotes were also put into context under the different themes. Interview matrixes were separated into themed folders using a standard matrix for each type of interview (Semi-structured key informant interview, focus group etc.). The overall analysis benefited from the richness of the desk review and provided the evaluation consultant with a sound basis on which to draw conclusions. Throughout the evaluation period, the consultant consulted with the LEAP team on several issues and acquiring additional documents especially on issues such as the gender quota. The evaluation only relied on observations or comments that are corroborated by several stakeholders; those opinions and views that only emanated from a single source or a single category of stakeholder were given less conceptual weight during the analysis. Findings highlighted in the report are those emerging from multiple actors and across multiple levels with different types of stakeholders. It should be noted to safeguard anonymity of each interviewee, when citing information or statements that were given, no names were cited and, on some occasions, a more general identification of the type of stakeholder was included to avoid ambiguities and disclosing the potential identity of the person.

### 5.6. Quality Assurance

An Evaluation Reference Group (ERG) was established with both UNDP, UNDP LEAP and UNSCOL at its helm. The inception report was shared and commented upon by these entities

and then was shared with the external reference group which includes the EU. This joint draft final report has been shared with the internal reference group to obtain feedback on the overall findings and conclusions and these comments have been integrated into this version of the report. This draft report will now be shared with the external evaluation group to obtain their feedback to finalize the report. The Recommendations will also be shared with the ERG to ensure feasibility, “buy in” and actionability. The UNEG and UNDP Evaluation guidelines have already been shared with the evaluator and this final joint evaluation follows these guidelines.

### 5.7. Performance Standards

Rating	Performance description
4 Highly satisfactory (Always/almost always)	Performance is clearly very strong in relation to the evaluation question/criterion. Weaknesses are not significant and have been managed effectively.
3 Satisfactory (Mostly, with some exceptions)	Performance is reasonably strong on most aspects of the evaluation question/criterion. No significant gaps or weaknesses, or less significant gaps or weaknesses have mostly been managed effectively.
2 Moderately satisfactory (Sometimes, with many exceptions)	Performance is inconsistent in relation to the question/criterion. There are some serious weaknesses. Meets minimum expectations/requirements as far as can be determined.
1 Unsatisfactory (Never or occasionally with clear weaknesses)	Performance is unacceptably weak in relation to the evaluation question/criterion. Does not meet minimum expectations/requirements.

Figure 4: Scoring of the LEAP’s and UNSCOL’s performance on its electoral engagement

The evaluation assessed LEAP and the interventions of UNSCOL against its context, and form and organizational performance. The theory of change was unpacked and examined under the section of relevance. The evaluation also considered elements not necessarily captured in the theory of change, such as policy dialogue, security constraints, contextual changes, Political context, Covid 19. The assumptions underpinning

the theory of change was assessed for their continuing validity.

The evaluation has used two different rating scales. To rank each evaluation criteria – Relevance, (coherence under relevance), effectiveness, efficiency sustainability, impact and gender and human rights: - the evaluator has utilized a scale to rank the project against a 4-fold rating scale as described below.

- Highly Satisfactory (4)
- Satisfactory (3)
- Moderately satisfactory (2)
- Unsatisfactory (1)

To examine the attainment of individual results as prescribed in the results framework, each of the outputs was ranked utilizing a traffic light system. These are highlighted under the chapter entitled effectiveness. Green signifies that the result was completely achieved as well as the target also being attained, orange means partially achieved, this may be interpreted that the activities were carried out, however the actual target has not been met. Red will mean that the target has not been achieved and/or did not take place. (When an activity or output was not actually implemented, the evaluation will highlight this.)

Rating	Performance Description
Not Achieved	The output/ activity was either not implemented or the indicator was so off track it is deemed not achieved.
Partially Achieved	If a output/activity is provided with this rating, it means that while the output did not reach its overall target, the activities undertaken were adequate, however a series of consequences prevented the target being achieved.
Achieved	The goal is deemed on track should the same momentum of activities be maintained.

Figure 5: Performance rating scale on effectiveness.

### 5.8. Ethical Standards

The joint evaluation was conducted in line with UNEG Guidelines<sup>23</sup> on ethics incorporating the principles of integrity, accountability, respect, and

<sup>23</sup><http://www.unevaluation.org/document/detail/2866>



beneficence. The evaluator ensured integrity by honoring honest and truthfulness as well as transparency in all communications and actions with each of the stakeholders. Given the background of the evaluator and her independence from the project itself, she has demonstrated independence, impartiality, and incorruptibility in all interactions with the stakeholders as well as the writing of the final report. The joint evaluation was transparent in all its actions and ensured responsiveness to any questions that arose. Furthermore, the evaluation exercised due care and takes responsibility for all the comments and opinions mentioned in the report while always maintaining confidentiality of each of the interlocutors. To ensure respect for all persons, and the engagement with stakeholders,

the evaluation endeavored to consult with a wide range of different voices and perspectives and ensured that the evaluation approach promotes meaningful engagements and fair treatment of all those involved in the evaluation. It should be noted that the names of all the interlocutors are not provided in order to guarantee anonymity and confidentiality of all of the opinions expressed in this report. Finally, to promote beneficence, the evaluation strove to do good for the persons involved in the evaluation and assured that no harm came to either persons or the environment while conducting the evaluation. This is particularly pertinent given the potential areas of sensitivity in relation to the political context.

### 5.9. Human Rights and Gender Equity

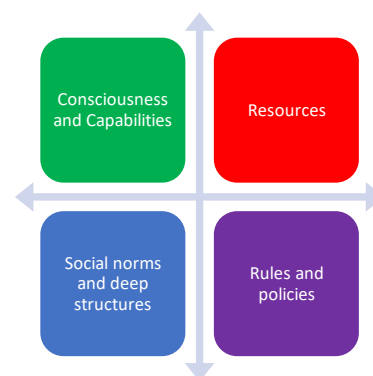
The adoption of the 2030 Agenda for Sustainable Development with the Sustainable Development goals (SDGs) has placed human rights at the forefront of this commitment. The 2030 Agenda for Sustainable Development established at its core the concepts of “leaving no one behind” and “reaching the furthest behind first.” This agenda addresses the structural causes of discrimination and inequality, including by focusing on those most at risk of being left behind.

Responsive Evaluation Scale (GRES) as well as the

*Def.* The Gender@ Work framework, developed by an international collaborative that helps organizations to build cultures of equality and justice, identifies the areas of change (individual change, informal change, formal change and systemic change) and the types of change (consciousness and awareness; access to resources and opportunities; Policies, laws and arrangements; internal culture and exclusionary practices) that must occur to achieve transformative change.

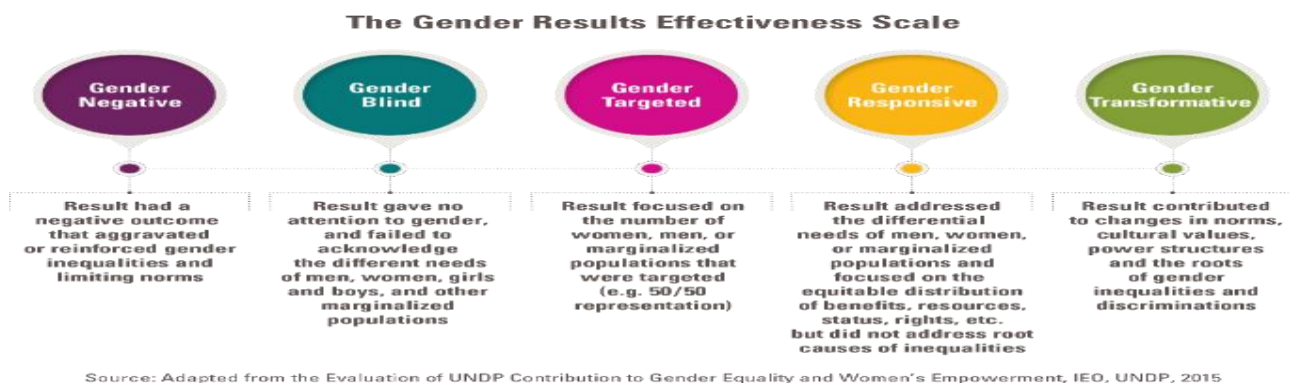
### 5.10 Gender Equality

**GRES Scale:**  
*Def.* The gender results effectiveness scale (GRES) was created by the IEO evaluation team to categorize the level of effectiveness or the quality of gender results, that is, it allows classifying the results according to the type of gender change advanced and its effectiveness in transforming gender relations. The scale presents five categories of gender outcomes (gender transformative, gender responsive, gender targeted, gender blind, gender negative).



Gender at Work Framework was used to determine whether results have been gender-responsive or not.

The final joint evaluation considered how LEAP and the UNSCOL intervention addressed in its methodology, design and implementation gender equality and gender-related gaps in the exercise and the enjoyment of fundamental rights in relation to democratic processes. Both the Gender



**Figure 6: The Gender Results Effectiveness Scale**

The evaluation utilized the gender at work framework to determine development outcomes focused on the project implementation are enough to bring about change.

### 5.11 Limitations and Challenges

The evaluation was subject to several constraints and risks. The principal concern was the current security situation in country and in the region. This limited the evaluator capacity to travel to Lebanon. To this end, all interviews were done remotely. While this was a hindrance to the evaluator to experience the project in person, it allowed the evaluator to conduct far more interviews than was foreseen. (The in-country evaluation was to only hold ten interviews). The remote evaluation meant that several different meetings could take place with the same interlocutor, namely the project as well as a plethora of other stakeholders. While the consultant had wanted to conduct more focus groups this was made impossible due to the situation and a lack of appetite by interviewees to conduct focus groups in the current situation. Nonetheless one focus group with CSOs was conducted as well as several interviews with a female candidate,

head of LADE, and with a number of political parties. Unfortunately, only a few political parties were open to meeting with the evaluator online and therefore a wide spectrum of political parties was not interviewed. However, the two interviews conducted were useful and allowed the evaluator to see the project and the support of UNSCOL through the eyes of the political parties.

**Unfortunately, due to the security situation and the lack of internet in the municipalities, only one municipality was conducted. While this was unfortunate, the additional number of interviews with a wide spectrum of interlocutors enabled the evaluator to gain a good picture of the overall performance of the project and the UN's electoral support to Lebanon. It was not possible to measure transformative change through the numerous trainings held especially with regards to youth, and therefore some of the more nuanced changes to individuals and what the project meant to them was not able to be covered in the evaluative process. Nonetheless, the evaluation was able to measure change at a higher level especially with regards to gender and inclusiveness.**

### 5.12 Structure of the Report

The structure of the report is as follows. Chapter One introduces the evaluation, the second chapter provides an overview on the political and social economic context, the third chapter

provides information on the project and fourth on the purpose and scope of the evaluation. The fifth chapter provides the methodology and approach.

Chapter six covers the findings according to each criterion, i.e., Relevance, Coherence, Efficiency, Effectiveness, Impact, Sustainability and Gender and Human Rights. Each criterion is introduced by the key question and a small summary of the key findings of the criterion. The findings can be found in a box, the color of the box denotes to which extent the criterion fulfills the ranking. I.e., dark green for highly satisfactory, light green for satisfactory, orange for moderately satisfactory and red for not satisfactory. (please note the latter ranking was not awarded to any of the criterion). Each sub question is then listed and thereunder the key finding with the evidence to back up the findings is presented. It should be noted that under effectiveness, each output is ranked according to a traffic light system, i.e., if it is achieved, partially achieved, or not achieved at all. The overall status of each output and its relevant activities are represented through a pie chart

which represents the given indicators for each output and activity. A table on each output is provided under annex IV which outlines whether each output activity is achieved, partially achieved, or not achieved at all. A total of 30 key findings have been presented which feed into the conclusions and of course the subsequent recommendations. Chapter seven covers the key lessons learned, chapter eight the key conclusions according to each criterion and the final chapter outlines the recommendations. The recommendations are linked to each criterion and findings and conclusions and provide the timeline/level of priority, the stakeholders who the recommendation targets and a brief justification why the recommendation is valid. Chapter eight contains all the annexes relevant to the report.

## 6. FINDINGS

The following section describes the findings and conclusions for each of the evaluation questions. The sections are divided into each of the DAC criteria, Relevance, Coherence, Effectiveness, Efficiency, Sustainability, impact and Gender and Human Rights. Each section begins with an overall summary of the findings including the ranking of each individual criterion (Each box is afforded a different color depending on its overall ranking, ie Dark Green, Green, Orange or Red). The section on each criterion then goes on to address each sub question and provides the key finding under each question. The key data sources which were utilized to assess each criterion are also described under each section.

	Highly Satisfactory
	Satisfactory
	Moderately satisfactory
	Not satisfactory

### 6.1. Relevance

*Relevance assesses the extent to which the objectives and design of the intervention respond to the needs, policies, and priorities of beneficiaries, at national, local and partner/institution levels, and whether they continue to do so if circumstances change. Therefore, the following section will assess how clearly the intervention's objectives and implementation are aligned with the needs of beneficiaries and stakeholders, as well as with the priorities underpinning the LEAP Project and that of UNSCOL.*

This section examines both UNDP LEAP and UNSCOLs role and highlights how through the project and the good offices of the UNSCOL, through combined and collaborative efforts, the UN's electoral engagement was relevant to the needs of the beneficiaries. The data sources utilized for the section on relevance were mainly derived from the desk review of the project's documentation, the UN strategic documents and the country programme documents, UNSCOLs reports as well as interviews with key beneficiaries including groups such as women, persons with disabilities and the institutions themselves.



**EQR1: To what extent were the objectives of the intervention and the electoral support consistent with beneficiary requirements and needs?**

EQR1.1. Having in mind the political, social, legal and institutional context of Lebanon, to what extent were the interventions 'objectives relevant to the project beneficiaries?

The relevance of the Project is considered highly satisfactory. The Project's longstanding experience, the understanding of the local context and the technical and political acumen of the United Nations Electoral Support team enabled the project to align with the needs of the beneficiaries. The intervention ensured methodologies which were tailored to the complex context which facilitated the adaptation of the project when faced with considerable challenges. As well as aligning with the needs of the beneficiaries, especially the electoral institutions, the project aligned well with UN policy, the CPD the strategic priorities and SDG 5, SDG 10 and SDG 16. Furthermore, the excellent relations enjoyed between UNDP and UNSCOL enabled the political and developmental arms to work well and achieve higher level goals, although there were some interlocutors from the international community who would like to see UNSCOL build even further on their broad-based engagements with CSOs, political parties and other stakeholders at the grassroots level. Given the challenges facing women, persons with disabilities and the poor representation of youth in the electoral process, the project intervention with the support of UNSCOL ensured that these groups were more visible and worked towards achieving some small gains to pave the way for more inclusive representation and participation for the future. While the ToC was in line with the needs of the institutions, it relies very heavily on the electoral reform taking place in order to ensure the chain of results leading to better participation and inclusiveness of the process. Electoral reform was not possible and while this did not interfere with capacity building of the election management institutions, the elections went ahead, albeit with

result has supported Lebanon to sustain democracy in a particularly complex environment.

The Lebanon of today compared to the Lebanon under the first LEAP Project differs enormously. Many of the key challenges facing the implementation of the Project did not exist during the design stage of LEAP II, yet despite the ensuing challenges, the Project was able to remain relevant, if not more relevant, to the needs of the beneficiaries.

As was highlighted in the context, the October Revolution, the blast in August 2020 and the crippling economic crisis which led to the devaluation of the currency as well as the devastating impact of Covid 19 all coincided and had the potential to derail democracy and indeed the overall objective of the Project.

EQR1.2 Extent to which the methodologies and outputs of LEAP are relevant in the context of the organization and conduct of local and national elections?

**Key Finding Relevance 2: The methodologies adopted by the project go beyond the usual technical assistance project. Their solid understanding of the local context, use of innovative tools outside the scope of traditional technical assistance and their longstanding reputation with the rights holders and duty bearers allows them to adapt to the local context and address challenges. This is further supported by UNSCOL's political acumen to advise and to encourage the key stakeholders to engage with democratic processes which inevitably allowed the project more space to fulfil its overall objectives.**

The project envisaged a wide range of complimentary activities which went beyond the procurement of key electoral materials and capacity support to the key election management bodies. Election management bodies perform many functions that are crucial to promoting electoral integrity from ensuring an accurate and adequate voters register to ensuring the timely resolution of election complaints. Nonetheless, as

### 6.1.1. Rationale and Design

**Key Finding Relevance 1: During the tenure of the intervention, Lebanon was faced with several key challenges which had the potential of derailing democracy in Lebanon. Despite these challenges, the political and technical acumen of the UN Support Electoral team (UNDP LEAP and UNSCOL) played a significant role in supporting the key beneficiaries to carry out their mandate of delivering the parliamentary elections and as a**

has been seen in many elections, while the capacity of an electoral management body is key to delivering a technically good election, other intervening factors are essential to ensure a transparent election representing the genuine will of the people. Civil society has an important role to play to promote checks and balances not only of the EMBs but also of political parties and other key stakeholders in an electoral process, such as the media, police, and the voters themselves. While one project cannot look at all these actors, and to some extent the overall mandate of the United Nations -cannot extend its support to election observation to avoid a conflict of interest - outreach to other groups through civil society is key. Supporting the different aspects of the process and not just capacity of the EMBs is essential to ensure that civil society, media, and political parties are not working in silos of the EMBs.

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**Strengthen both the performance and the perceptions of electoral authorities.** Election management bodies should not only be able to do their work effectively, and to do it free of political influence; they should be perceived as doing so. This they should strive to do by being open, transparent, and maximally consultative and informative with key contestants, civil society as well as the general public.

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The plethora of activities that were undertaken especially under output four, shied away from the usual capacity building of CSOs but endeavored to strengthen their capacity through research, building strategies and bridging the physical divide between all the key actors by bringing CSOs and the EMBS together to promote a more inclusive and participatory process and a mutual understanding of the complexities of the process. LEAP II reached out to a wider range of CSOs than under the first iteration of the project and as well

as working CSOs traditionally supported by several different actors, its also ensured the identification of new organizations working on issues of advocacy and inclusiveness such as SEEDS for legislative initiatives,<sup>24</sup> Adyan Foundation,<sup>25</sup> Nahnoo <sup>26</sup>which resulted in positive results.

The supporting of strategies, especially with regards to gender and persons with disabilities allowed for new coalitions to be built and ensured the national ownership of the strategies. LEAP was essentially a conduit between the CSOs and the three bodies overseeing different aspects of the elections, including the MoIM, SCE and Constitutional Court. This worked well and indeed was essential given the pronounced chasm between civil society and the government during the October 2019 revolution.

While Lebanon still faces several challenges with regards to guaranteeing equal rights of different groups, the overall electoral process was highly politicized by the overall financial challenges and other complexities which the country was undergoing. The political arm under the responsibility of UNSCOL was able to feed into the projects' ability to engage with the key stakeholders and to nudge the government to hold elections. This included meetings with the CSOs, the issuance of tweets and statements as well as its participation in the elections from, electoral briefings (with UNDP) to members states and also participated in the Electoral Working Group. UNSCOL also regularly published its 1701 reports which provide a good overview and prognosis of the current political situation including in relation to the electoral process. UNSCOL also met regularly with political parties and engaged with them to advocate for the holding of elections and election related reform.

While UNDP does not normally directly engage with political parties and the parliament, the environment necessitated a different strategy to encourage reform and highlight the importance of holding elections. To this end in collaboration with UNSCOL the UNDPs engagement went beyond the technical support to other groups especially with regards to the gender quota which

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<sup>24</sup> <https://www.facebook.com/seedsלב/>.

<sup>25</sup> <https://adyanfoundation.org/>.

<sup>26</sup> <https://nahnoo.org/>.

involved a long-term strategic approach to advocate for reform to the system with regards to women’s future political participation. UNDP LEAP reached out to the Women’s Parliamentarian Group who were pivotal in promoting the agenda around the gender quota and to the national parliament. UNDP LEAP supported the Women’s Parliamentarian Group through technical and operational support to the periodic meetings of Women MPs and engaged with the National Parliament including engagement with the Office of the Speaker, the General Secretariat and Parliamentary Committees resulting in a concrete proposal for technical assistance and advisory support. The new project will include support to the parliament emphasizing their important role in promoting and advocating for electoral reform.

The mutual collaboration between UNDP/LEAP and UNSCOL also meant that weekly meetings enabled both parties to proactively interact, strategize and feed the relevant information vis-à-vis the electoral process to enable the project to take the best recourse to continue with their activities to ensure that democratic elections could take place.

### 6.1.2. Adherence to the SDGs and UN Policies

EQR1.3 Relevance of the action to UN Policy and strategic priorities, government policies as well as the SDGs?

#### **Key Finding Relevance 3: The UN Electoral Engagement was highly relevant to the UN policies and strategic priorities and the project design aligned with a number of SDGs.**

The project was aligned with several SDGs, including SDG 5 - Gender Equality (Targets 5.1., 5.5, and 5.c), SDG 10 - Reduction of Inequalities (Goals 10.2, 10.3), SDG 16 - Peace, Justice and Strong Institutions (Targets 16.3, 16.5, 16.6, 16.7, 16.10, 16.a) and SDG 17 - Partnerships to Achieve

<sup>27</sup> “The International Support Group has brought together the United Nations and the governments of China, France, Germany, Italy, the Russian Federation, the United Kingdom and the United States, together with the European Union and

the Goals (Goals 17.1, 17.9). Although Lebanon still has a long way to go to achieve these objectives, the project in collaboration with UNSCOL added its grain of sand to contribute to the realization of these objectives.

### **Goal 5. Achieve gender equality and empower all women and girls**



*Goal 5.1. End all forms of discrimination against all women and girls everywhere.*

*Goal 5.5. Ensure the full and effective participation of women and equal leadership opportunities at all decision-making levels in political, economic and public life.*

*Goal 5.c. Pass and strengthen sound policies and enforceable laws to promote gender equality and the empowerment of all women and girls at all levels.*

The project has a gender marker of three, and while Lebanon still has abnormally high levels of femicide and women are still subject to discriminatory practices in their daily lives, the project has contributed to ensuring more effective participation as leaders in policy. The project focused on goals 5.5. and 5.c that, in the long run, could contribute at a minimum to reducing some forms of discrimination against women and girls in Lebanon. As will be seen in the section on effectiveness, the project provided new opportunities for women to participate effectively in decision-making bodies and they gained more confidence to present their platforms by providing them with technical knowledge how to build successful platforms advocating for equality. This was also supported by UNSCOL who would regularly hold meetings with key women’s’ rights advocates and pave the way for initiating the tabling of gender quota law.

The International Support Group (ISG) for Lebanon which is led by the SCL<sup>27</sup> also called on all political stakeholders to take every possible step to

the Arab League. It was launched in September 2013 by the UN Secretary-General with former President Michel Sleiman to help mobilize support and assistance for Lebanon’s stability, sovereignty and state institutions.”

encourage and ensure the inclusion of women candidates on their electoral lists and strengthen women's political representation and participation across the board.

Additionally, a series of debates and workshops took place which promoted gender equality and empowerment and the possible passing of a gender quota law; However, as will be discussed under the criterion of effectiveness, the overall effective acceptance of this quota is still pending, nonetheless there are definite signs that the intervention contributed to gender equality and gender empowerment in the political sphere and women's effective participation in the political space is far more accepted than before .

### **Goal 10. Reduce inequality within and between countries**



*Goal 10.2. By 2030, enhance and promote the social, economic and political inclusion of all people, regardless of age, sex, disability, race, ethnicity, origin, religion or economic situation or other condition.*

*Goal 10.3. Ensure equality of opportunity and reduce inequality of outcomes,*

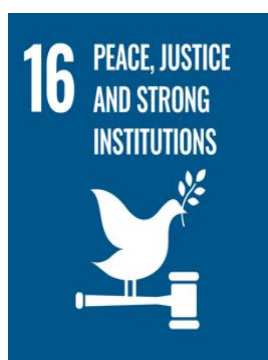
*including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and measures in this regard.*

The project was innovative enough to ensure that different groups were targeted in a series of activities under output 4 which to some extent were mainstreamed in the other three outputs, although not visibly. The project concentrated on three main groups, women, persons with disabilities and youth. There was no mention of the LGBTBIQ+ community, however this may have perhaps been too controversial in such a conservative society.

Gender was touched upon more than the other two groups, but the project has sown seeds to better represent youth and persons with disabilities, opening more spaces for their effective participation for the future. Advocating for women's rights and their inclusion was more intrinsic in the previous project and therefore established strategies to promote youth and

persons with disabilities are still in their infancy and as a result were not as forthright in comparison with the results of gender. Work still needs to be done to strengthen these two groups to advocate for their effective participation in the political process. The involvement and further development of grass root organizations in these two areas is key.

### **Goal 16. Promote peaceful and inclusive societies for sustainable development, facilitate access to justice for all and build effective and accountable institutions at all levels.**



*Goal 16.3. Promote the rule of law at the national and international levels and ensure equal access to justice for all.*

*Goal 16.5. Considerably reduce corruption and bribery in all their forms.*

*Goal 16.6. Create effective and transparent accountable institutions at all levels.*

*Goal 16.7. Ensure the adoption at all levels of inclusive, participatory and representative decisions that respond to needs.*

*Goal 16.10. Ensure public access to information and protect fundamental freedoms, in accordance with national laws and international agreements.*

*Goal 16.a. Strengthen relevant national institutions, including through international cooperation, to build capacity at all levels, particularly in developing countries, to prevent violence and combat terrorism and crime.*

The project is closely aligned with SDG 16 and focuses its results around 16.5, 16.6, 16.10 and 16.a. Although the project does not directly address corruption and bribery, the increased capacity of institutions, the introduction of protocols and manuals and, for example, the possibility of evaluating the financing of each candidate during the campaign, increasing transparency, and reducing opportunities for corruption when giving bribes formed part of the mandate of the SCE. Given the fact that the institutions were so underfunded and under resourced, it was essential to build people's capacity as well as establish institutional systems to ensure transparency and accountability for all three of the election management bodies. In addition, the outreach to all groups through the



different activities on voter education, outreach on the mandate of the SCE and the Constitutional Council, were also key to promote the reduction of corruption. Furthermore, violence has become almost the norm in previous electoral processes and. Election observation reports from the 2022 electoral process also stated that the process was not immune to violence, especially in the form of hate speech and discriminatory practices against women. In anticipation of the 2022 elections, the SCL used her good offices to advocate for timely and peaceful elections and to refrain from using hate speech or sectarian incitement, including in her engagement with political leaders and key electoral stakeholders, informing the UN Security Council and convening and coordinating joint messages via the International Support Group for Lebanon. Such messages likely contributed to the elections being largely peaceful and electoral violence incidents being limited/isolated and not disrupting the overall process. This was key to the acceptance of the results and ensured almost no post electoral violence.

### Alignment with UN Policies

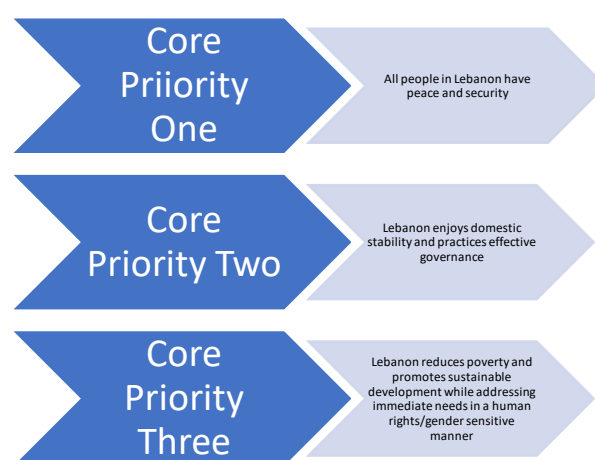
The project aligns with all the relevant UN policies. The UNDAF and UNSF as well as Country Programme and the UNDP Strategic Plan all refer to the electoral process.

<p><b>Intended Outcome as stated in the UNDAF/Country [or Global/Regional] Programme Results and Resource Framework:</b>  <b>UNSF Lebanon 2017 – 2020 Outcome 2.1: Government’s ability to improve the performance of institutions and promote participation and accountability increased</b></p>
<p><b>Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework, including baseline and targets:</b>  <b>Indicator: Number and Nature of irregularities observed according to international standards during municipal and parliamentary elections</b>  <b>Baseline: Irregularities included in 2009 Observers Report on Parliamentary Elections and 2010 Municipal Elections Observers Report</b>  <b>Target: 2016 Municipal Elections – 0 irregularities and 2017 Parliamentary elections – 0 irregularities</b></p>
<p><b>Applicable Output(s) from the UNDP Strategic Plan:</b>  <b>UNDP Strategic Plan 2018 – 2021:</b></p>

**Output 2.2.1: Use of digital technologies and big data enabled for improved public services and other government functions**

**Output 2.2.2: Constitution-making, electoral and parliamentary processes and institutions strengthened to promote inclusion, transparent and accountability**

The UNDP Strategic plan (UNSF) 2017-2022 which has three core priorities. While participatory and transparent elections could be deemed to promote all three priorities, the results framework refers to core priority two, putting an emphasis on two of the output indicators.



Nevertheless, while the projects’ results framework only looks at two key indicators, the evaluation finds several of the indicators in the UNSF to be relevant.

**Outcome 2.1 Government’s ability to improve the performance of institutions and promote participation and accountability increased.**

2.1.1. Number and type of policies agreed because of dialogue on national policies. (Target 3) (including electoral reform)

2.1.6. Number and nature of irregularities observed according to international standards during municipal and parliamentary elections (Support government in electoral reforms to undertake elections in accordance with international standards).

As will be seen under effectiveness and impact, the overall electoral process still had some shortcomings and although there was some critique of the process, many of the challenges related to the lack of electoral reform, legal shortcomings in the electoral law, and the overt influence of the political patronage on the voters and the lack of a level playing field for many of the candidates particularly females.

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“Vote buying practices affected the voter’s free choice and resulted in a lack of level playing field.” **EU EOM Preliminary Statement on the Parliamentary Elections in Lebanon – 15 May 2022**

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In the various EOM reports, there was a recognition that the election management bodies suffered an acute shortage of staff and finances and that the MoIM and SCE displayed a “certain lack of transparency and provided little information about election preparations”, notwithstanding there were no irregularities found due the performance of the election management bodies. When indeed looking at the difficulties and challenges that the election management bodies faced and the almost guaranteed certainty that elections would not take place, the shortcomings displayed by the election management bodies are as a result of the challenges that they underwent rather than an election management body that was corrupt or lacked in integrity.

**Outcome 2.3. Institutional mechanisms and policies strengthened for improving the legal status of women and girls, eliminating gender-based violence and promoting gender equality.**

The project was also aligned with outcome 2.3 in several ways. The project both worked on increasing the number of female candidates standing in the electoral process as well as endeavoring to introduce temporary measures to promote the inclusion of women in the political process.

### **2.3.1. Number of women candidates who stand for municipal and parliamentary elections (linked to SDG 5.5.1.)**

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Under this indicator, the performance was deemed as highly satisfactory, while the number of female candidates who won seats only increased by two, the number of female candidates that stood improved quite substantially on the 2018 parliamentary elections (see under gender and human rights for more information).

### **2.3.2. Number of laws and directives to remove discriminatory articles against women and to achieve gender equality (linked to SDG 5.1.1.)**

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While the project was unable to promote electoral reform on a wide scale, the project’s dedication and commitment to support the women’s quota has seen some dividends, - the gender quota has been put forward before parliament and the municipal gender quota has already been supported by 10 different political parties.

Under the Country Programme, one of the key indicators is that of the number and nature of irregularities observed to international standards during municipal and parliamentary elections. As will be discussed under impact, the 2022 parliamentary elections unfortunately did not take on board any of the recommendations of the EU EOM. There were also numerous irregularities reported, although as this evaluation will discuss, had the envisaged electoral reform of the EMs happened, there would have still been some of the same type of problems as recorded in the parliamentary elections. Many of these types of irregularities were outside of the scope of the project.

Finally, the UNDP strategic plan aligns very closely with the project with the inclusion of participation and inclusion. This will be further discussed under impact.

EQR1.4. Extent to which UNSCOL has been able to contribute to higher level results.

**Key finding Relevance 4: The contribution by UNSCOL is well recognized amongst the interlocutors. While many interlocutors were only familiar with UNDP and LEAP project, there was general recognition for the role that UNSCOL plays politically. Nonetheless some actors would like to see even more visibility on behalf of UNSCOL in recognition of the crucial role they play in assessing and informing on the political climate in Lebanon.**

The United Nations Special Coordinator for Lebanon (UNSCOL) role was imperative in the overall implementation of the project and the holding of the electoral process. Key messages were disseminated well in advance of the elections to ensure that they covered the entire duration of the electoral cycle and that issues were raised in a timely fashion. In relation to the elections, one of UNSCOL's key priorities has been to support the conduct of timely, free, fair, transparent, and inclusive parliamentary elections in line with Lebanon's Constitution.

Upon consultation with the key stakeholders in the process, it should be noted that not all persons consulted were able to differentiate between UNSCOL and UNDP/LEAP. In some respects, this is to be expected given that many of the key interlocutors only coordinate with LEAP and therefore would be unaware of the role that UNSCOL plays. Furthermore, not all the political sections of the embassies were engaged in the evaluation. Nevertheless, there was an overall recognition that the UN electoral support not only comprised of financial and technical support but important political support as well.

As will be discussed under coherence, the UNDP and in particular the LEAP project and UNSCOL enjoyed a collegial, collaborative, and professional relationship which by some has been highlighted as a role model for other UN projects in similar contexts.

The support of UNSCOL in the overall intervention was imperative, including the issuing of statements, via the ISG, through tweets and statements, coordinate messaging and advocacy efforts and the provision of regular updates via the

1701 reports. UNSCOL also provided regular political and electoral updates to the Security Council as well as conducting electoral briefings to members states and of course through its participation in the Electoral Working Group. Much of this support was timely and initiated very early in order to gain traction and support for the entirety of the electoral cycle. The Special Coordinator exercised discreet diplomacy, not only with the government and political parties, but by exercising the convening power to bring together the key international actors to ensure that everyone is on the same page.

Nonetheless, in recognition of the important role that UNSCOL has and the political leverage they are able to exercise, a small number of interlocutors stated that they would like UNSCOL's role to be even more visible, especially in leading statements on the electoral process, particularly when everyone is already on the same page

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“With regards to UNSCOL we would like to see them leading the charge, issuing joint statements, often these public statements, are driven by the international community. We would like to see them do more to bring the international community to better coordinate our efforts together. In general, we would like to see them being more visible.” **International development partner.**

“On a personal level, I would have expected a coordinating leading role from UNSCOL, especially at the working level, so we could exchange more on our ideas – **International development partner**

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While some interlocutors would like to see UNSCOL's involvement to be more visible, members of the civil society were very much appreciative of the role that UNSCOL has played, and it was echoed amongst several interlocutors from civil society the important role they had

played advocating for gender equality and the gender quota.

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“UNSCOL were pushing for the reforms, they would come and sit with us, help us with our input into the law and reforms, and to try and lobby for the reforms”

**Female Civil Society Member**

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The Special Coordinator has undertaken a range of activities to support the electoral process: i) the use of good offices such as – (a) advocating with the national authorities and domestic political actors to take the requisite steps to enable the elections; and – (b) convening the “Elections Forum” to facilitate dialogue between the national authorities, civil society and the diplomatic community; ii) coordinate international efforts and sustain international attention on the parliamentary elections, including via regular briefings to the Security Council and mobilizing the International Support Group for Lebanon; iii) provide strategic guidance and political support on elections including via (a) overall coordination, collaboration, information sharing and analysis with UN agencies, funds and programmes to ensure a joined-up approach in Lebanon; and (b) producing timely information, political and risk analysis and recommendations to the United Nations Headquarters; iv) promote women’s increased access to political life, including as candidates and voters; and v) lastly, bolster the UN’s interventions via public outreach activities.

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EQR1.5. How well has LEAP addressed the issues of gender inclusion, women's equality and empowerment? How well gender perspectives have been mainstreamed into the design and implementation of the project?

**Key finding Relevance 5: The project identified some of the key gaps, that if addressed, could contribute to building a more inclusive electoral process. Nonetheless, while the project was able to work on some of these gaps, the overall context in which the project worked, meant that some of these elements could not be wholly addressed. Notwithstanding, inclusiveness was one of the key components of the project and has cemented the foundations and provided lessons learned paving the way for some of these issues to be more wholly addressed in the future.**

Given UNDP's /LEAPs long standing and successful support to former electoral processes, LEAP II was designed according to a strategy informed by its experience, lessons learned, and essential data collected under the first iteration of LEAP. This strategy was developed following the subsequent guiding elements.

**Comprehensive human rights-based strategy focused on engagement, participation and communication** including regional support and multidisciplinary partnerships.

**Electoral cycle approach** in the provision of technical assistance and advisory support.

**Regional support** to programs and initiatives organized and implemented at local level.

**Baselines, sources and data** – lessons learned, needs assessments missions and independent reports from the previous cycle (2013-2019);

**Theory of change** in the programme development and implementation.

The LEAP project is exceptional in its approach. While it provides standard technical assistance to the EMBs, it also uses its relationships and its political and technical savvy to provide a more nuanced service in technical assistance with the provision of technical papers and advisory services to ensure that the overall ownership of the results is not encroached upon.

Under this iteration of the project, there was even more emphasis on the supporting of CSOs and building research and knowledge on key issues such as gender, violence against women, and youth and PWDs. The support to the production of papers, research, and surveys feeds into the way they work, and has given them a distinct advantage in gauging the stakeholders interest, while building their capacity as well as enabling a more inclusive environment to the electoral process. While challenges existed under this iteration, the projects commitment, flair and enthusiasm for understanding the context is key to its success while at the same time ensuring that the results are fully owned by the national counterparts.

***Please note that questions EQR1.6 and EQR1.7 are addressed under the last section of the report in gender and human rights.***

### **6.1.3. Theory of Change**

**Key Finding Relevance 6: The ToC was reasonably strong with regards to building the capacity of the institutions; however, it relied on the necessity to implement electoral reform to address some of the key weaknesses which tended to manifest themselves in the exercise of their respective mandates. Notwithstanding, even if electoral reform had taken place, it remains to be seen if the overall process would have been more transparent and inclusive. Legal Electoral reform and strengthened capacity can only address the overall process from the perspective of the institutions which implement elections, it does not necessarily address the root causes of the violations such as campaign violence, vote buying and the unequal playing field which are normally carried out in rural areas by individual candidates or political parties.**

The theory of change (see box three) while quite strong and logical, relies on the importance of the legal framework being reformed, revised, and improved. The enabling context for a possible electoral reform substantially shrank with the ensuing complexities and challenges that the country faced and as will be seen in effectiveness the output activities which were deemed not achieved, mostly centered around some type of electoral reform, in person training due to Covid

or other activities impacted by the pandemic and the lack of finances. Furthermore, because of the crisis, the theory of change and the overall chain of results were interrupted and while the project is heralded a success, the overall result was made impossible due to the circumstances. It should be further noted, that while electoral reform was almost rendered impossible because of the crises that the country has undergone in the last few years, electoral reform is always a challenge and requires strong political will for it to happen, no matter the circumstances.

To this end, if one were to take the theory of change and apply it to a context which is more normalized, i.e. without Covid, and without such a strong financial crisis, there are still important elements missing from the theory of change. Political will is essential to ensuring electoral reform, and to ensure or best to encourage electoral reform, a strategy needs to be put in place that needs a multifaceted approach which involves all the key stakeholders including political parties, parliament and driven by grassroots organizations. In essence, many of these elements were in fact present for the promotion of the gender quota, and to this end after many years of hard work, efforts are starting to pay off. It is worth noting that it is a process which is rarely linear. Furthermore, challenges exist because of the intrinsic nature of the Lebanese system and while some of these issues can be built into the ToC to promote electoral reform, it will be very difficult to address all these challenges under the guise of one project.

Furthermore, while electoral reform is important, and many of the recommendations center around the legal framework and how to strengthen it, legal electoral reform cannot be the panacea for all malfeasances in the electoral process. Evidence of this was highlighted in the election observation reports which underlined the overt influence the political patronage had over the entire system, resulting in an unequal playing field specially for women in the campaigns. The unequal status of candidates sometimes led to electoral violence, online discrimination and provided the space for certain candidates to buy votes. Electoral reform can only address some of these issues, it cannot address all without looking

at the root causes of these problems and what is needed to reduce these types of violations.

An electoral process is made up of different elements which occur throughout the electoral cycle, and their success does not only depend on the election management institutions and their ability to ensure transparency and inclusion. Elections are of course technical exercises, but they are also political in substance. In some countries, there is a level playing field, and the politicization of an electoral process is not so strong. Nevertheless, in Lebanon, the overall political dynamics and the stronghold of the political patronage is overtly influential and has a negative impact on the overall transparency and integrity of the elections.

To this end, while the strengthening of the capacity of the election management bodies both in capacity and in legal framework is important, the passing of important electoral legal reforms will not be the panacea that is necessary to definitively shift the needle in favor of more transparent and participatory elections. A multisectoral approach to the challenges needs to be undertaken and without tackling the political patronage and the influence that they have over the overall process, it will be very difficult to ensure an increase in participation and to eliminate the violations that particularly occurred in the 2022 elections.

Theory of Change:

**If**

- The legal framework is reformed, revised and improved;
- The government adopts and implements the reforms in an open, professional, transparent and consultative manner;
- There is an increased engagement and participation of voters, in particular women, youth and vulnerable groups in the political life and elections; and
- The rights of the citizens are respected and protected.

**Then**

The efficiency, transparency and inclusiveness of electoral processes and the political participation will be increased and, therefore, the trust in the institutions and electoral process in Lebanon will be enhanced.

**Because**

Lebanese people will be increasingly better:

- informed about the political and electoral processes.
- and represented from a gender and social perspective.

**Box 3: Theory of Change of LEAP II**

While it may be difficult to fully eradicate the overt influence of the political patronage, there needs to be a recognition that the onus of an inclusive and transparent process does not only lie with election management bodies. There is more than one way to reduce electoral malfeasances. While there is a general acknowledgment of the numerous weaknesses of the SCE with regards to its lack of financial independence, access to sufficient funds and its weak sanctioning power, interlocutors were quite skeptical with regards to whether these issues would be wholly addressed and prioritized in any future electoral reform. To this end, while it is of course important to advocate for a stronger SCE, it is equally important to look towards other ways of ensuring that the media are able to perform to international standards in the case that the SCE is not able monitor and exercise a stronger mandate over malfeasant entities. More information and capacity given to the media to understand the rules of the game to prevent violations occurring in the first place is just as important. Furthermore, violence and discrimination against different groups including women need to be addressed, this can be done also through education, information, dialogue and innovative mechanisms to ensure adequate reporting, and deterrence of such violence.

**Key Finding Relevance 7: The intervention Logic provides a reasonably comprehensive framework to address the capacity of the three election management bodies and an additional output to promote inclusiveness of key groups. Nonetheless, the emphasis on legal reform was not a key activity and was mainstreamed into the support to the three institutions and as a result lacked a comprehensive strategy to ensure the theory outlined in the theory of change.**

As aforementioned, while legal reform was indeed the basis of the theory of change, even if the country had not undergone the challenges with regards to its financial crisis, covid, the devaluation of the currency etc, the lack of focus on a strategy for substantive electoral reform under each of the three outputs meant that it would have still been very difficult to have achieved key electoral reform for the election management bodies had the environment been more conducive towards advocating for electoral reform.

The project had four key outputs, with 89 different activities with accompanying indicators. The results framework while having outcome indicators aligning with the CPD and the UN Strategic Plan, did not have key outcome indicators for each of the four outputs. The accomplishment of each output was entirely reliant on each of the indicators set out in the results framework. All these indicators were quantitative indicators including those on electoral reform. While a number of meetings with parliamentarians and research papers were envisaged, the appetite for electoral reform dwindled and therefore some of these activities could not take place.

**Indicators**

The indicators were to a certain extent SMART, although it was reported that it was sometimes difficult to track all of the indicators. Furthermore, some of the indicators overlapped, so for example the indicators under training were recorded under more than two separate output activity indicators.

From an internal perspective, the overall division of the four outputs and their activities and relevant indicators was easy to follow and allowed

the project to ensure the accurate tracking of the outstanding activities needed to accomplish the capacity building and the provision of support to the three established groups of women, youth and PWDs.

From an external perspective, presenting a monitoring and evaluation framework with so many indicators to donors does not provide a good overview of the success of the project. Given the fact that there were so many indicators (all quantitative), and that there were no higher level indicators (other than those in relation to the higher UN outcomes) it made it difficult to really gauge the change and overall result according to each of the outputs and perhaps this was the reason why the project reports did not refer to any indicators.

#### **Supporting the overall process**

The overall success of the support to women and the establishment of coalitions and support networks and strategies can be heralded as a best practice and the methodology applied to advocate for women's political access via a number of different channels was key. The overall idea of supporting research, strategies and provision of key technical papers is essential. While part of this strategy was applied to the support to the three EMBs, due to the challenges some of these activities were either not encouraged or there was simply no appetite and indeed priority to make them happen. Nonetheless the mix of traditional support with innovative ways of building up momentum, technical knowhow and strategic planning are key to making electoral reform happen. While the good offices of UNSCOL are more concerned with discreet diplomacy, they also have an important role to play in convening political parties with key messages with regards to electoral reform with the support of the technical know-how of the project. While there was extensive engagement with both political parties and CSOs by UNSCOL, it was sometimes difficult to convene them together to form a common platform as a direct result of the highly polarized polity. Endeavoring to find common platforms across the political spectrum is of course essential in encouraging successful electoral reform.

Finally, while the activities did focus on key capacity building activities and relied on electoral

reform taking place, as will be discussed under sustainability and impact, an over reliance of electoral reform happening does not take away other possible activities which could as effectively level the playing field and ensure a more transparent and inclusive election.

#### **6.1.4. Gender and Human Rights**

EQR1.5. How well has the UN addressed the issues of gender inclusion, women's equality, and empowerment? How well gender perspectives have been mainstreamed into the design and implementation of the project?

**Key finding Relevance 8: The high levels of discrimination, cultural resistance to women's empowerment and participation and political instability in the country warrant a sensitive approach to gender. Although a project of this genre cannot address all the precursors of gender discriminatory practices in the country, under the second iteration of LEAP, it promoted a more integrated approach to address some of the elements necessary to promote inclusiveness and effective political participation for women. Notwithstanding, it is important to remember that a multidimensional, multifaceted, and sectoral approach is necessary to instigate positive change, especially at the level of political parties, government, and parliament where the resistance towards women's effective political participation is far more evident.**

Lebanese women live under a patriarchal and sectarian system. The national culture, customs and traditions dictate gender roles that marginalize women, restrict their potential, and confine them to the private sphere, excluding them from public life. There are numerous discriminatory laws against women that the Lebanese Parliament has not amended despite long advocacy efforts from the Lebanese feminist movement. **Case Study on Advocacy Campaign to support the introduction of gender**



## quotas in the national and local parliaments in Lebanon

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Lebanon still struggles with gender equality, in part due to the existence of several discriminatory laws, its ingrained patriarchal culture and an evident resistance to promoting women in politics and decision-making positions. While women seem to be accepted to a certain degree in the private sector, women in political decision-making positions are still a novelty and as a result women's full acceptance to be involved in politics is still at an infancy stage. Under the first iteration of the LEAP project the component which foresaw support to increase women's meaningful participation was deemed to be partially achieved. Despite the efforts of the project, the appetite for a gender quota was not very strong so in quantitative terms, the former project did not advance as much as it would have liked. Recommendations to further mainstream gender into the project have been heeded and the second iteration of LEAP contains an important gender component which also targets other groups such as youth and persons with disabilities.

Output Four of the LEAP project aimed to build trust and confidence in the institutions and in the electoral process through active and sustained engagement and a wide and comprehensive program targeting citizens and voters at large with a particular focus on women, youth, vulnerable groups and persons with disabilities. The output had five key activity results. When examining the gender at work framework under the last section of this report, the evaluation will provide more information whether the activities and indeed the targeted recipients were adequate to address the issues of gender inclusion, women's equality and empowerment.

### Gender Responsive Results

The project made a concerted effort to address issues relating to human rights, gender inclusion, women's equality and empowerment, persons with disabilities and youth in many aspects of the design, development, implementation, and management of the intervention. The design of the project with regards to gender could have benefitted from a more profound gender analysis in the project document, a requisite for some UN projects. The project through its experience and

its demonstrated sensitivity for gender and other groups would have had no problem providing such an analysis which would have fortified the overall strategy for gender and human rights across the project. Notwithstanding, it should be highlighted that while the design of the project could have illustrated more gender sensitivity, **the overall implementation of the project promoted a gender and human rights sensitive approach.**

The project was awarded the gender marker of three as it has one specific output, i.e. output four targeting these groups specifically. (Please see more details on the gender marker in the section on gender and human rights). The other three outputs did not really refer to women except under voter education under activity 1.3. While many of the other outputs did not warrant the inclusion of gender aspects and/or other groups, the lack of reference to these groups somehow undermines the importance of inclusiveness in the overall operationalization of the electoral process. The design of the activities under each of the outputs 1, 2 and 3 could have put more emphasis on the inclusion of these groups within the ambit of support to the three institutions. A more overt approach may have strengthened and reinforced the buy-in needed for example to ensure that persons with disabilities are included in the overall planning for polling stations. While ad hoc decisions to include tents was welcome and many of the polling stations operated from the ground floor, the institutions required a stronger push to ensure full *buy in*.

Under the SCE and media coverage, the issue of women and the discriminatory practices imposed on female candidates was not highlighted, yet electoral violence especially against females was an issue, and required more attention for it to be highlighted in the support to the SCE. I.e. A gender component to training of monitoring and how to ensure gender sensitive monitoring.

The more patent inclusion of women and other groups throughout the results framework including the inclusion of disaggregated data in a more uniform way for each of the outputs would have made the project much more gender sensitive, ensuring that gender and human right indicators are included in all outputs and not just the output four. Notwithstanding, all three

institutions consulted seemed to have a good understanding of the needs particularly of women, however a more direct approach may have better been able to push some of the platforms for more inclusiveness.

### GRES Framework

The gender responsive Results Effectiveness Scale (GRES) was created to capture variation in the type of gender results with five categories. When applying the scale to each result, it is important to interpret the results according to the context and to ensure the examination of the different factors which contribute to the overall results. Each result needs to be seen against the background of the existing inequalities and discriminations and whether the results of each output has resulted in women and girls having more power, influence, voice, decision making, control over resources. It is equally important to note that the design of indicators should also be designed to denote gender transformation. It is usual practice to look at numbers, i.e. how many persons were trained, and even in this instance, how many laws adopted,

while of course a gender quota is a key goal which invariable leads to more gender transformative results, limiting indicators to ones which are merely quantitative do not demonstrate whether results are transformative or not.

While it is of course normal practice in results frameworks of UNDP to only include quantitative indicators, best practice dictates the use of both qualitative and quantitative indicators particularly to denote change at the outcome/result level. In the results framework, only activity level indicators are included, and not one indicator really goes beyond gender targeted indicators.

This is unfortunate, given the fact that several gender transformative results were seen during the tenure of the project. Such results need to be recorded to track the journey and indeed the progress the women are making even if it is not in terms of a qualitative result, i.e., the passing of a quota, but more on the journey that was taken to get to the stage where a gender quota has been at least considered by MPs.

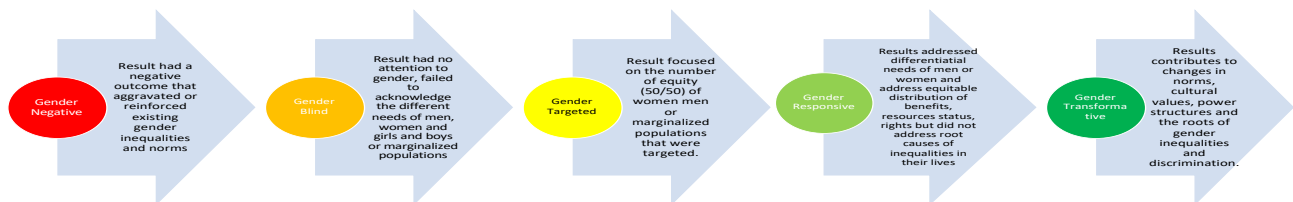


Figure 7: GRES analytical framework – Methodological framework on effectiveness of the gender results.

While much of this journey can be replicated for other groups and indeed a strategy towards electoral reform, the project's focus on ensuring greater inclusion overlooked some key aspects in the political sphere that are necessary to ensure that women and underrepresented groups are empowered to participate effectively. It is also important to note that while a gender quota is the most ideal outcome, focus on just one aspect of gender transformative change will not always be productive especially given the political resistance to gender equality and a gender quota and thus results should be scrutinized through a feminist lens.

The theory of change from a feminist perspective is very similar to any theory of change. When looking at the gender results through the theory of change above we see several dimensions that are missing from the project, such as analyzing power relations and resistances, which are usually ingrained in male counterparts, the public, parliament and the political parties. While there were some fundamental changes that could lead to long-term changes, the focus on the gender quota seems to have got lost in what the project wanted to achieve with regards to inclusiveness. The projects support to CSOs to support female candidates, 90% of these being supported by fifty - fifty was an important milestone whereby 50 more women put themselves forward as

candidates than in 2018. This is a great achievement, albeit that it only resulted in two more women being voted into the parliament. Nonetheless these results reinforce the idea that gender sensitive indicators should not just be gender targeted. The gender perception survey revealed some interesting results including the difference in opinion of younger women and those of an older generation. Such results should feed into a new theory of change for a next project to really respond to what is needed. Furthermore, as stated previously while the goal is to have a gender quota, it is important for a project to follow the transformative change which is occurring, whether that be with regards to women, youth, and/ persons with disabilities. These important changes need to be tracked and there are various tools such as outcome mapping or most significant change stories to track these types of changes to illustrate to what extent a project of this genre is impacting on gender results.

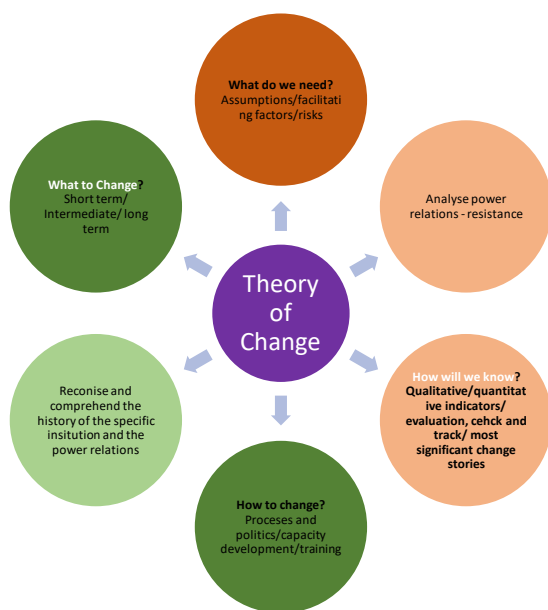


Figure 8: Feminist theory of change.

## 6.2. Coherence

*Coherence is defined as the extent to which other interventions (particularly policies) support undermine the intervention, and vice versa. It is divided into internal coherence and external coherence: internal coherence addresses the synergies and links between the intervention and other interventions carried out by the same institution/government, as well as the consistency*

*of the intervention with the relevant international norms and standards to which it adheres; External coherence considers the consistency of the intervention with the interventions of other actors in the same context, this includes complementarity, harmonization and coordination with others, and the extent to which the intervention adds value while avoiding duplication of efforts.*

This section is comprised many of qualitative sources with key informant interviews with the key partners such as UNDP, LEAP and UNSCOL as well as the key electoral stakeholders, including the international community and international and national electoral stakeholders.

The overall coherence of the intervention is also deemed highly satisfactory. The cooperation between UNDP LEAP and UNSCOL was seen to be very good and facilitated the overall assistance to the electoral process and was key in ensuring that the elections took place. This enabled the UN to speak as one entity and ensured that key messages were transmitted to the donor community to ensure a coordinated approach towards putting diplomatic pressure on the government to hold elections. The intervention enjoyed excellent relations with all electoral stakeholders and was key in facilitating dialogue between all the key stakeholders and building good relationships to ensure a joint response to the challenges emerging from the crisis the country was undergoing.

EQC2.1. Extent of cooperation between UNDP LEAP and UNSCOL

**Key finding Coherence 1:** The cooperation between UNDP LEAP and UNSCOL was seen to be very good and facilitated the overall assistance to the electoral process and was key in ensuring that the elections took place. The excellent coordination and collaboration between UNDP LEAP and UNSCOL enabled the UN to speak as one entity and ensured that key messages were

transmitted to the donor community to ensure a coordinated approach towards putting diplomatic pressure on the government to hold elections.

Weekly coordination meetings took place between UNSCOL\_UNDP which were useful to exchange notes and allow each entity to share useful and valid information on the situation as well as conduct a situation analysis based on the developments in the country. Stemming from this, the two entities were able to produce joint messages and guide the diplomatic community on key actions needed for the elections to take place. These forums were essential in providing information and explaining to the diplomatic community the importance of having elections.

The good relations held between UNSCOL, and the UNDP project allowed the project the space to work in, and to input from the technical side and when needed the political side to ensure that informed decisions were made. The political acumen of the Special Coordinator supported by the UNDP Resident Representative enabled the space to know when it was important to push for a certain action and when more diplomatic talks behind closed doors were needed.

While UNSCOL overall portfolio is not to support the technical side of elections, UNSCOL undoubtedly has an important role to play to promote the holding of elections to promote the stability of the country.

EQC12 Extent to which coordination mechanisms were adequate?/EQIM6.3. To what extent did UN-internal coordination and information sharing contribute to a joined-up approach. To what extent did external coordination, especially with members of the international community, provide an enabling environment for the timely conduct of the parliamentary elections?

**Key Finding Coherence 2 and Key Finding Impact 6: The UN internal coordination and information sharing with the international community undoubtedly provided an enabling environment**

for the timely conduct of the parliamentary elections. The combination of the LEAP project, its expertise, its technical and political acumen, the offices of the UNDP, its Resident Representative and the political support and push by UNSCOL were key in enabling the 2022 parliamentary elections to happen.

The UN had a number of mechanisms to support the project which invariably encouraged the political actors to engage responsibly and constructively in the electoral process. There were several different groups set up to support the project including the Election Working Group which engaged with some of the embassies, who expressed an interest in electoral affairs, and electoral stakeholders and beneficiaries of the project. This was an excellent platform to exchange ideas and to identify challenges and gaps in the process. The International Support Group for Lebanon (under SCL's lead) also issued several statements around the elections (pre and post) to ensure political advocacy with the key actors in the electoral process as well as ensuring that all actors were on the same page. The Elections Forum Group also was pivotal whereby the UN played a pivotal role in facilitating dialogue with the international community, authorities and civil society. It was greatly appreciated that this group met more regularly in the lead up to the elections, and meetings were deemed useful and an essential conduit to understand the process and allow different actors to take the appropriate course of action when needed.

UNSCOL also through its periodic reports about the implementation of Security Council Resolution 1701 (2006) informed the key stakeholders and interested parties. It also regularly engaged members of the diplomatic community to ensure that they were informed of the latest developments and encouraged progress towards a more democratic solutions involving a wide range of actors.

One of the key successes of the intervention, amidst a complex environment, a deep economic crisis, a political vacuum, and the ensuing health crisis emanating from the Covid 19 pandemic, was

indeed the holding of parliamentary elections in 2022. All interlocutors concurred that the holding of the elections was a direct result of the excellent UN internal coordination between UNDP/LEAP and UNSCOL to convene a wide range of stakeholders to discuss the key challenges and the necessity to advocate for the taking place of the elections. This included key CSOs advocating for change, particularly with regards to the Gender Quota. This coupled with outreach to different political parties behind the scenes, engagement with the parliament enabled the UN Electoral Support with the support of Member States to advocate successfully for the holding of elections. While the evaluation was unable to speak to all members of the international community, a good number of diplomatic missions were consulted who all agreed that the UN played a very important convening role which allowed the international community to make evidence-based decisions as well as promoting the international community and the UN to speak with one voice and with one message.

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One of the main successes gathered all the election working group, everyone was there, everyone was kept abreast of the good platform to reach out to everyone, we had lobbying efforts to have one consolidated messaging, and that turned out well for the good platform to express their opinion and common messaging and lobby for the conduct of the elections.  
**(Female UN Staff member)**

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In Lebanon very little happens if international community or civil society is not involved – LEAP played a pivotal role and they were instrumental in making things happen. Furthermore, on the operational level the dissemination of the knowledge, also to be convener of civil society

working on elections was important. CSO's don't cooperate as much as they should, people working on different issues did not ordinarily meet, but because of LEAP civil society was brought together.  
**National NGO (female)**

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### 6.3. Efficiency

Efficiency covers the extent to which the intervention delivers, or is likely to deliver, results in a cost-effective and timely manner. The “economic” factor refers to the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most cost-effective way possible, compared to feasible alternatives in the context. “Timely” delivery is within the expected time frame, or a time frame reasonably adjusted to the demands of the evolving context. This may include assessing operational efficiency (how well the intervention was managed).

The key data sources were mainly documents from the project, including the budget, annual reports, and minutes of meetings. The information deriving from these reports was complemented with several key interviews with LEAP staff and UNDP as well as the key beneficiaries. It should be noted that this section mainly discusses the project rather than the overall intervention, however under risk analysis there is some mention of the UN’s general role including that of UNSCOL.

The general efficiency criterion is rated as highly satisfactory. The project was seen as particularly efficient and managed to secure sufficient Budget to ensure the taking place of elections and the procurement of a lot of electoral materials. The overall coordination of the project between UNDP and UNSCOL as well as UN Women was considered exemplary. The project reports were also good, but could have benefited from a more results-based approach to better understand the links between outputs and results. The governance mechanisms of the project were deemed as good and enabled the project to move forward in the challenging environment. Monitoring of the project, although considered comprehensive had some gaps when illustrating transformative change.

**EQEFF3: To what extent have resources (financial, human and technical) been allocated strategically and were they managed efficiently?**

#### 6.3.1. Use of Resources

**Key Finding Efficiency 1: Resources have been strategically allocated and managed in an effective manner.**

The overall Budget of the Project was a total of USD. 10,000,000: - the EU contributed the equivalent of EUR6,000,000, USAID contributed USD2,000,000.00 and Germany, EUR1,515,000 and OIF: EUR 150,000. This amounted to approximately USD10,000,000. The budget was divided between the four outputs and an additional proportion financed the running and operational costs of the LEAP Project. A total of 7% was added for General Management Support<sup>28</sup>.

<sup>28</sup> General Management Support (GMS) charges cover the costs to the organization that are not directly attributable to specific projects or

services, but are necessary to fund the corporate structures, management and oversight costs of the organization.

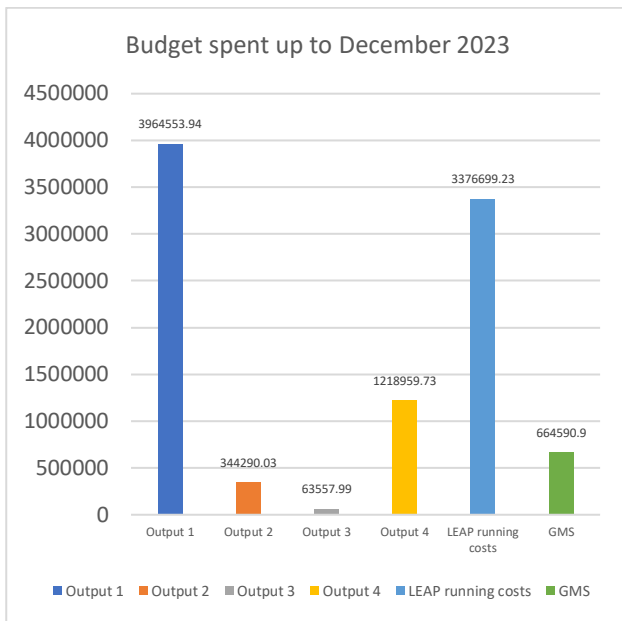


Figure 9: Total amount spent at December 2023

As of December 2023, a total of USD9,653,093.05 was spent accounting for almost 97% of the overall budget. As can be seen from figure 6, output one spent just over 41% of the budget. This is of course explained by the fact that most of the procurement and the key electoral materials (as illustrated in the table below) took place under output one. (A total of approximately USD2,500,000.00 was spent on procurement of election materials). Output four also spent a good proportion of the budget with USD1,218,959.73 (13%) contributing to inclusiveness of the electoral process. Output three which afforded support to the Constitutional Council had the smallest share of the budget with only USD63,557.99 being spent.

Unlike the first iteration of LEAP, this project had no problems with regards to funding and all installments were issued on time to enable sufficient time to prepare the procurement of the materials. The purchase of this equipment was essential given the fact that the EMBs did not have sufficient money to purchase these essential

items. and without them the elections could have not taken place.

- 2020 List of procured/Purchased Items
- 2020 Provision of 120 power extensions for MOIM
- Provision of a motherboard for the server in the MOIM
- 2021 Purchase of IT supplie for DGPARG
- Purchase of Stationary for LEAP and MOIM
- 2022 Provision of Indelible Ink for Parliamentary Elections
- Supply and delivery of pens to MOIM -
- Purchase of Scotch tapes and nylon bags for MOIM
- Purchase of Tissue Papers
- Purchase of Dot Matrix printer for DGPARG
- Purchase of security and transparent bags for elections – MOIM
- Purchase of toners for MOIM and for SCE - operations room
- Supply and delivery of stationary to SCE
- Supply and delivery of Latex Gloves

- Supply, delivery and installation of spare parts for printers- MOIM
- IT equipment for SCE
- Supply and delivery of rubber bands – MOIM
- Supply of Inverter and Batteries to the (SCE)
- Purchase of Accessories for printers - MOIM Operations Room
- Provision of printers for DGPARG
- Printers, WiFi Dongles and UPS for DGPARG
- Purchase of Power strips MOIM
- Supply and Delivery of Toners and Drums for DGPARG
- Provision of Trash bags, Latex gloves and Lanyards for Municipal Elections
- Purchase of Vests for Municipal Elections 2023
- Medium and landscape security Bags
- Purchase of Voting Booths for Municipal Elections 2023
- Supply and Delivery of Tissue Papers
- Purchase of stationary for Municipal elections
- Purchase of office Chairs for MOIM

Provision of Air Conditioner for MOIM and CC  
 IT equipment for DGPAR  
 2023 Envelopes (Municipal elections)  
 Ballot papers (Municipal elections)  
 Stationary (Municipal elections)  
 Stationary items for DGCS  
 IT equipment for DGCS  
 Indelible ink for municipal elections

Provision of Red Seal Wax, Stationary items, Folders, Stamp Pads, Pouches for municipal elections

**Box 4: List of procurement items purchased for the parliamentary and municipal elections.**

EQEFF3.1. Assess the project efficiency in terms of technical assistance and advisory support provided to key electoral stakeholders, during the implementation of the project.

**Key finding efficiency 2: The experience of the UNDP LEAP team and the good reputation of UNDP and UNSCOL provided a neutral ground for discussion and enabled the overall efficiency of the project and its results.**

One of the reasons why the project was so successful, was due to the projects’ ability to provide the needed technical and advisory support to the key electoral stakeholders. The fact that the project has an important history working with the key actors enabled the project’s access to the key actors. The experience of LEAP staff, the access to best practices and the deep understanding of the Lebanese electoral environment by LEAP meant that the project was able to provide quality technical and advisory support. The relationship with LEAP was an important factor to allow first the different electoral bodies to engage actively with the project to ensure that the needs of the key stakeholders and beneficiaries were understood. Furthermore, given the confidence invested in UNDP / LEAP and the UN system to provide electoral support to Lebanon by the election management institutions and the government, this facilitated the conversation on holding elections ensuring that elections took place.

While electoral projects are somewhat technical in nature, they are political in their core and require many closed-door discussions, as well as mediating political impasses and mitigating potential conflicts between political factions. UNSCOL experience and leverage in the country was key to ensuring discreet diplomacy to encourage the holding of the elections. Furthermore, UNDP, which has decades of experience in Lebanon, and which was stated to enjoy a good reputation by the persons consulted is considered a neutral actor, this only increased the project's capacity to adapt to the needs of the institutions while playing the role of neutral coordinator of all EMB institutions.

**The UNs Electoral Engagement ensured the taking place of elections.**

UNDP did provide many essential electoral items to the electoral process and procurement was an important part of the project, money, or the lack of it, was seen by almost all the interlocutors consulted as a smokescreen to obfuscate the lack of existing political will to hold the elections. Without the trust in the project and the convening power of UNSCOL, it is highly likely that the elections would have not taken place.

On the other hand, as well as enabling the elections to happen through the support provided by both the Project and the developmental and political arms of the UN, (i.e. UNDP and UNSCOL) the quality of the support provided to the key electoral stakeholders has been something to be revered. One interlocutor claimed that the project was the “go to persons” when consulting on electoral matters. Given the economic crisis and



the lack of staff committed to working on the elections (both before LEAP II and during the crisis of the last few years) there is an acceptance that there is an over reliance on the project to help support the key electoral stakeholders. While there were a few interlocutors who expressed serious concern on the over dependence on the project and UNDP for holding the elections in Lebanon, many saw it as the “lesser evil” to ensure democracy to pave and ensure a democratic future for the country and to somehow counterbalance the lack of political will by many of the key political actors.

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It’s always a dilemma choosing between the national sovereignty of a country and the need for a state to support its own elections, and to give sufficient support to their elections. Lebanon didn’t appear to have enough money to organize their own elections, and this was counterbalanced by the need for democracy to work – to help democracy to stay alive. Lebanon needed a new democratic legitimacy particularly because of the social and economic and political and multiple crisis the country was facing. – **Electoral external stakeholder (Male)**

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Consulting with the key recipients of the project, especially the three key electoral institutions (i.e.. MOIM, CC and SCE), they were all very grateful for the technical and advisory support of the project. They all considered that the support was vital to the process and while the technical and advisory support were appreciated, the financial support was the essential factor. The quality and usefulness of the technical and advisory support is further discussed under the section on sustainability.

**Key Finding Efficiency 3: The experience and know-how of UNDP were essential to expedite and lead a project of this nature and ensured its overall efficiency.**

UNDP works in some 170 countries and territories and provides electoral support around the world. Since 2003, UNDP has supported more than 185 elections, including 20 post-conflict areas. UNDP has a comparative advantage over other international providers of electoral support, due to its experience, the establishment of a United Nations electoral list and, at times, going further in providing key technologies and innovative solutions to support electoral processes around the world. Thanks to their staff experienced in electoral processes, they can understand the lessons learned from the main processes and promote good practices. Their ties to the EC-UNDP Electoral Task Force and the New York Electoral Affairs Division (EAD) are also testament to the reach they have around the world.

### **Due diligence**

In UNDP the procurement standard operations procedures (SOPs) are updated and adjusted periodically to address emerging needs, reinforce accountability, compliance, and transparency. The practical implementation of these new SOPs lead to some delays, which were acknowledged by some of the institutions consulted. The best example is the recent obligation to submit all the offers and justification documents for any procurement through the Quantum system. The potential companies and suppliers needed time to understand how it works and that led to additional challenges in the procurement process. However, it is important to note that in general the standard procurement process followed in UNDP is not adapted to the immediate needs during elections and is not flexible to sudden changes triggered by last minute political decisions, leading to changes of the realities on the ground. All these objective elements may have led to the perception from some stakeholders of “delays” in the procurement process. Nonetheless, all the necessary materials procured by UNDP for the 2022 parliamentary elections and 2023 municipal elections were delivered on time.

In reality, the United Nations' application of due diligence in its procurement process and the organization's favorable image as a responsible and transparent partner contributing to democratic governance demonstrate added value and provides it with a clear advantage over other

actors key in providing electoral support and democratic governance.

**Organizational Efficiency**

EQEFF3,2, Extent to which the management/governance mechanisms established were sufficient to oversee the programmatic and financial management of the intervention.

**Finding Efficiency 4:** The overall organizational efficiency was deemed as excellent. While the establishment of a project board, and project assurance is key to all UNDP projects, the openness, professionalism and deep understanding of the context and the key beneficiaries by the UNDP LEAP team and their collaborative relationship with UNSCOL ensured a high caliber of organizational efficiency which ensured that donors were kept in the loop to ensure swift and necessary changes to the project where warranted.

The project is implemented through the UNDP Direct Implementation Modality (DIM) which is normal practice for support to election projects. This means that the UNDP Country Office in Lebanon assumed “full substantive and financial responsibility and accountability for all project deliverables”. These of course abide by all UNDP policies and procedures and ensure due diligence is applied to all transactions.

Under the political leadership of the UN SCL and UN RC, the overall electoral assistance was led by the UNDP RR. The Chief Technical Advisor led the team which provided the relevant technical advice related to all the outputs and was overall responsible for the quality and timely implementation of the outputs outlined in the project document.

EQEFF3.3 What was the role of the governance structure in the project implementation and achievement of strategic goals?

**Project Board**

**Finding Efficiency 5:** The project board was able to ensure due diligence of all activities and implementation of the project while keeping the

donors informed of the latest developments of the electoral process.

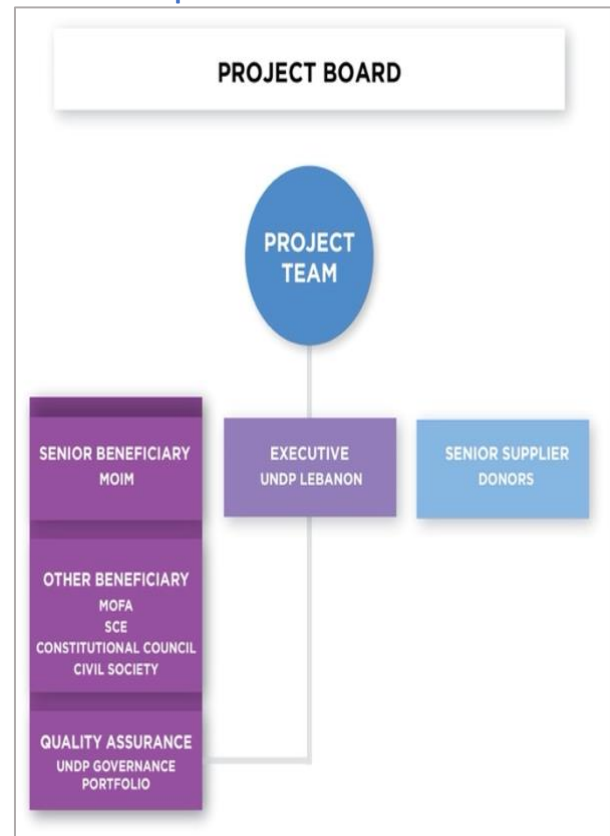


Figure 10: Project Board

The project management consisted of:-

1. Project Board
2. Project Assurance
3. Chief Technical Advisor and
4. Administrative Support Services

The composition of the Project Board is defined by the project document and includes multiple stakeholders such as: MoIM (core beneficiary), donor countries, and UNSCOL. The participation of the MoIM was ensured by the presence of the Directorate General of the DGPAR which is the MoIM directorate tasked to organize and conduct elections. Nonetheless, in the institutional context of the MoIM, the DGCS also have an important role to play in terms of voter registration and operations room. In this context, it is important to note that the MoIM has the discretion to decide on who will represent the ministry in the project board. The scope of the board is to assess the progress of the project and take decisions on the way forward and eventual adjustments. It was reported by the key beneficiaries that the DG always provided a comprehensive account of the activities implemented by all EMBs and was

considered to represent their interests and addressed the concerns of the board with honesty and professionalism. The project board was responsible for the project plan, the documentation including the annual work plan, and the monitoring and evaluation plan including any revisions needed for the implementation of the project. It also identified risks and managed those risks effectively. The project board played an important role given the fact that there were so many challenges. The membership which involved both the developmental and political arm of the UN was essential to ensure that decisions were based on both technical and political information emanating from the project. The good relations between the UNDP and UNSCOL was essential, as was the excellent relationship that was enjoyed by the project with the main beneficiaries: - this was critical in identifying the state of play and possible scenarios that could be adopted in the light of the crisis.

The project board met on an annual basis and gave all the main stakeholders present an update on what the project was doing and the latest developments and gaps in implementation. It also gave the opportunity to the donors to ask any questions and to understand if there were any challenges or gaps in implementation and/or in the holding of the electoral process. All project boards were accompanied by minutes which were shared and approved to all members of the project board.

**Finding Efficiency 6: Project assurance was good and was supported by the different mechanisms of the project to ensure a good oversight of the project and the general situation on the ground.** Project assurance was assured by all members of the board, which met regularly to apprise the situation and the risks that had the potential to derail the project and the ensuing elections. The UNDP Governance manager had the overall role of project assurance. Project assurance was of course supporting by monitoring of the project and assessing and identifying risks (please see below)

The CTA had a team of approximately 10 persons, the project management structure is outlined below. As can be seen from figure 8, the project comprised technical and advisory support, which

provided support to the key stakeholders such as the MoiM, MOFA, SCE and the Constitutional Council. The project support ensured operational and logistical support to all the activities under the project, including procurements of goods and services. Finally, the regional support comprised the ensuring of coordinating, facilitation and operational support for all activities that take place in the regions. In line with the strategy adopted under LEAP I, work plans were divided in activities/project whereby one officer would be overall coordinator, responsible for the implementation of the activity. Such an approach ensured better efficiency in terms of flexibility and human resources allocation, as members of the team were able to support the others and take on a team approach and ensure that any gaps in implementation in the case that one stakeholder was in transition or during the inter-electoral period.

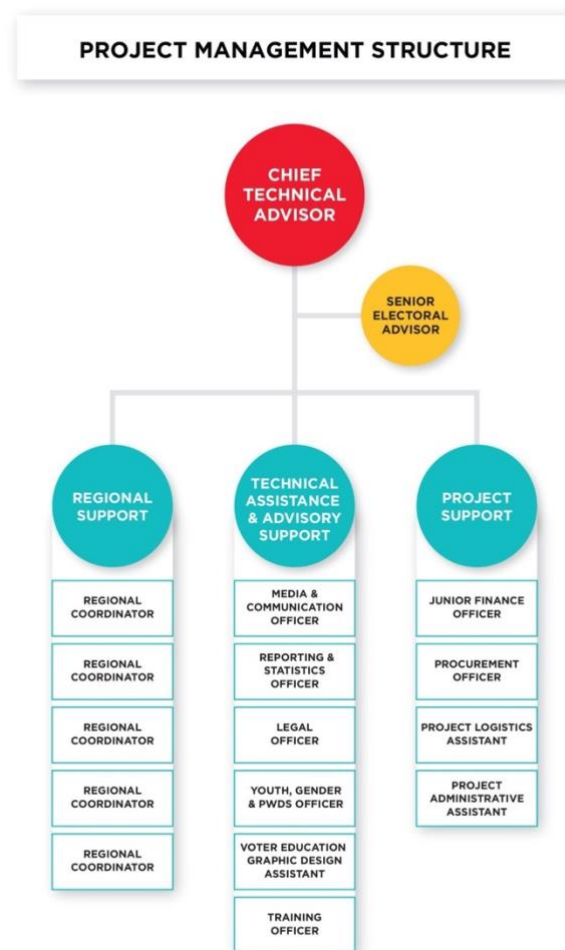


Figure 11: Project management structure.

EQEFF3.4 Has the project been able to establish and maintain sustainable and efficient partnerships and cooperation, in the implementation period?

**Key Finding Efficiency 7: The intervention has been able to establish and maintain sustainable and efficient partnerships and cooperation. The convening power of the UNDP/LEAP and UNSCOL has been key.**

One of the key successes of the project has been its ability to convene the key stakeholders and to inform and guide them in ensuring that the electoral community spoke as one voice. The elections working group is deemed to be useful, relevant and highly informative. The EWG has allowed different stakeholders to meet on a regular basis to be informed of the latest developments on the electoral front as well as creating a forum where ideas and information are shared which inevitably contributes to avoiding duplication and enabling new relationships to be

built. All the stakeholders consulted agreed that the forum was very useful, the EWG was not only useful to the donor community keeping them apprised of the electoral and political situation, but also gave the opportunity for CSOs, international NGOs and all those working on the elections to understand the whole electoral picture and recognize where the gaps are as well as identify possible opportunities to work on. This group also fed into the ISG which was critical in issuing several statements encouraging the key actors to engage in the process.

The crises which ensued during the implementation of the project could have had a devastating impact on the ability of the government to hold elections, and the lack of political will to hold the 2022 elections was very evident. Nonetheless, having the donor community as well as other key stakeholders on the same page, “speaking the same language” and having the ability to speak through the numerous forums was paramount in allowing the different and relevant actors to advocate for the holding of elections.



Photo 1: Photo of meeting with key stakeholders.

ESQEff3.6. Extent to which risks were managed effectively through monitoring of the logframe.

**Key finding efficiency 8: The monitoring and evaluation framework was critical to the overall success of the project. Without a key**

**understanding of the complex environment, good relations with all beneficiaries and the**

**political support of both UNDP and UNSCOL, the overall monitoring and tracking of results would have not been possible. In this context, the identification of risks or upcoming challenges in implementation was critical to the holding of the elections and an untimely or ill-informed decision could have derailed the whole of the process.**

The monitoring and evaluation system was critical to the success of the project and also fed into the risk assessment of the numerous challenges that the project has faced. While under normal circumstances, monitoring and evaluation framework just looks to see if indicators are being met, the monitoring of the project consisted of several layers including through the usual monitoring mechanisms through the project board, regular meetings and project assurance and checking compliance with the monitoring and evaluation framework. The M & E Framework was very comprehensive and the status of each of the targets was regularly updated, although the achievement of the indicators was not always mentioned in the quarterly and/or annual reports. Regular updates and briefings of course increased nearer the elections, and this was very much appreciated by all stakeholders. Given the volatile and ever-changing situation in the country, after a request by the EU, work plans were revised on a six-monthly basis which facilitated the projects' ability to change and adapt where needed and enhanced the overall awareness of changes from the donor perspective. The overall quality of the reports was good and informative, although there were some repetitions between reports. The additional section on gender, youth engagement and civic engagement were useful. Notwithstanding, perhaps from a reporting perspective and utilizing a more results-based management reporting perspective, these sections could have been mainstreamed into the text with the relevant indicators to demonstrate transformative change.

The regular meetings which took place between UNSCOL and UNDP/LEAP were critical to understanding the context and to ascertain if any of the activities needed to be adapted to a new situation or as in some cases if the actual activity could take place.

These meetings were also complemented by the different coordination meetings which were paramount in enabling all the actors to be on the same page while providing vital information on the current situation.

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“ Elections working group has continued expanding in membership – it is a very helpful form, including in non-electoral years. It keeps us informed and engaged and allows us to the pulse on the election related issues from different stakeholders.” **Development partner**

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“We attended meetings each month it's like a technical presentation of papers, to exchange information, and have discussions to ensure everyone is on the same page with regards to the Ministries the SCE, CC and the CSOs, and find out what is needed from both sides, a way of meeting halfway, listening to everybody. “ **CSO member**

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As a result of the Covid pandemic several in person trainings and south- south exchanges could not take place. While some of these meetings were switched with online meetings, the trainings (in the guise of a video) for polling station staff for example were not deemed sufficient to ensure that polling staff were fully trained. It is also important to add, that there is no record of how many persons accessed the videos which were produced in lieu of the training and how many persons watched them, so the overall impact of the videos is difficult to measure.

### **M & E Framework**

The monitoring and evaluation framework was regularly updated, and all indicators were regularly monitored to feed into the system to gauge the progress of each of the indicators. As was stated under relevance, some of the indicators did not necessarily depict the work undertaken under the output, this was particularly

pertinent for electoral reform and for gender, which did not reach the intended targets. There are still some flaws with regards to the design of the project as some of the key aspects needed for the overall success of the project is political will. The crises which transpired during the implementation period of the project, only exacerbated the challenges and the overall environment became even more difficult especially with regards to Reform and the promotion of human rights which both require strong political will and commitment by a plethora of actors.

Notwithstanding, the project due to their expertise, commitment, and their wealth of experience in Lebanon and regarding supporting the electoral process were well equipped to adjust to changes, and while still following the trajectory of the project, were able to adapt to new situations and to implement activities according to the needs of the project to succeed. The close-knit team as well as the fact that team enjoyed highly collegial relations with all actors concerned only

strengthened their ability to adapt to new and differing circumstances. The support offered by UNSCOL fed into decisions and allowed the project to focus on the technical side of the work while UNSCOL created the political space to enable activities to happen and be relevant. It is also worthy to note that the current project team acknowledges the importance of engaging with civil society actors to push forward for reform and changes in the dynamics towards women, PWDs and vulnerable groups, and strives to further strengthen this resolve by continuing to engage with CSOs to push these agendas forward in the future.

To this end, while the monitoring system was key in evaluating the needs of the project and its ability to adapt, the team, its experience, commitment and “savoir faire” should also be credited as should the political support by UNSCOL which allowed the project to adjust to the needs of the beneficiaries and indeed the country and adapt accordingly.

## 6.4. Effectiveness

*Effectiveness is defined by examining whether the intervention has achieved its objectives. This section allows us to know the UN Electoral Support under the LEAP Project in coordination with UNSCOL achieved the expected results, the process in which it was carried out, what factors were decisive in this process and if there were any unintended effects.*

**Please note that EQEF4.3. is answered under efficiency EQEFF3.6. and EQEF4.5 is answered within the context of the performance of each of the outputs and finally EQEF4.6 is discussed more fully under the section on gender and human rights.**

EQEF4 To What extent have the UN's objectives (timely organization of elections and capacity building of key electoral stakeholders, including relevant State institutions) and results been achieved?

There was a total of 89 indicators, 61 were achieved, (69%) 9 were partially achieved (10%) and 17 were not achieved at all. (19%) (Two were cancelled (2%)). The following section provides an overview of each project output and to what extent it was achieved. The sections will also intertwine with the response to the question EQEF1.1 and EQEF1.3. describing the foreseen and unforeseen factors that have contributed to achieving (or not achieving) the intended outputs and objectives and the challenges and constraints and enabling factors respectively.

EQEF4.1. Extent to which results (outputs and outcomes) achieved?

The overall effectiveness of the UNDP LEAP II project and the intervention is considered satisfactory. The vast majority of the indicators were met and those that were not, were mainly impacted by the Covid Pandemic or the inability of the Project to push for electoral reform in such a complex environment. A total of 61 were achieved, 9 partially achieved and 17 not achieved. (two were cancelled) All people consulted during the evaluation highlighted that the project was a success and met their needs; Without the support, the institutions would not have been able to fulfill their mandate and it would have been highly likely that the elections would have not taken place. The evidence collected from the focus groups and individual interviews was overwhelmingly consistent in the high quality of the contributions of UNDP/LEAP for their technical capacity as well as the important relations built with the key stakeholders and beneficiaries. Furthermore, the political prowess of the UN electoral team particularly UNSCOL were greatly appreciated and the collaboration and cooperation between the project and the UNSCOL was key to the success of the project. While capacity may still need to be built, and more work needs to be done on electoral reform, the project contributed to ensuring a democratic election (albeit with caveats) and worked in spite of the prevailing crisis and this was no mean feat.

A mix of different sources were utilized to determine the overall rating of this criterion. Quantitative information was taken from the annual and quarterly reports and cross checked with the information provided by the direct beneficiaries of each output. On several indicators the rating of *achieved, partially achieved, or not achieved* differs slightly from the conclusions of the project. This is because the overall rating depends on both quantitative and qualitative information and contextualizing the achievement or non-achievement under the environment which the project took place.

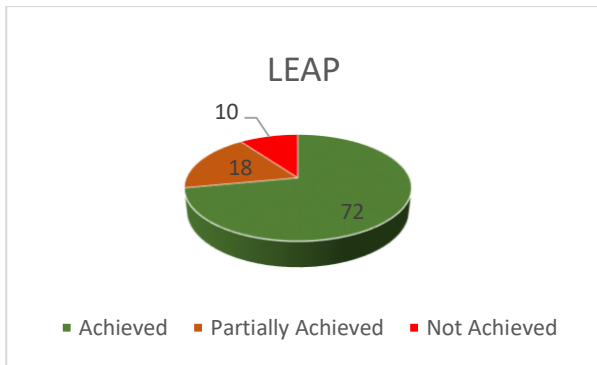
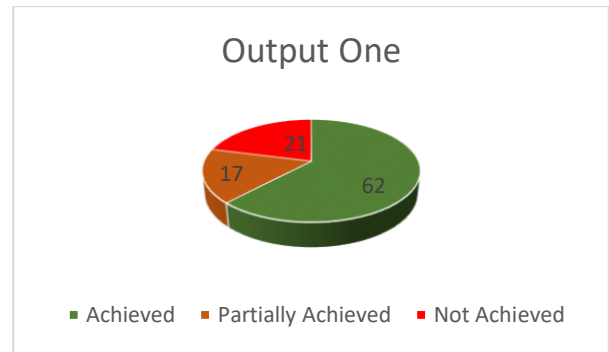


Figure 12: Total number of targets achieved for the four outputs.

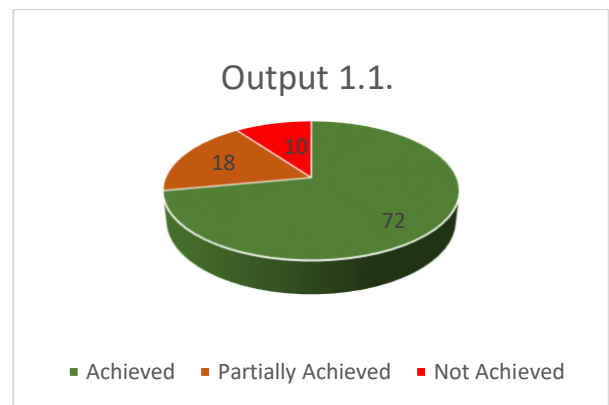
**Key Finding Effectiveness 1: The support lent to the MoIM was essential to ensure elections could be held in a timely and efficient manner. Many of the challenges, namely financial, in the run up to the parliamentary elections were acknowledged by the EOMs, and while challenges limited timelines and the MoIMs ability to train personnel, the support was deemed sufficient without any important critique on the performance of the MoIM. In total 62% of the targets were achieved, 17% were partially achieved and 21% were not achieved. The output is considered partially achieved.**

**Output One – Enhanced efficiency, transparency and inclusiveness of the electoral management and administration through improved institutional capacity and legislative reforms.**

The Ministry of Interior and Municipalities (MoIM) is mandated by law with the overall management and administration of the elections including: - voter registration, elections operations and logistics, election day procedures and counting and tabulation of the votes. The overall aim of this output was to strengthen the development of the capacity of the MoIM working in elections.



Output one aligns with the UN Strategic Framework 2017-2022 and UNDP Strategic Plan 2022-2025 for improving the responsiveness of government institutions and on inclusive participation to implement governance reforms and for increasing accountability and transparency in state institutions. The output has a total of eight results. It has a total of 29 indicators, 18 (62%) were deemed achieved, 5 (17%) were partially achieved and 6 (21%) were not achieved. Given the overall objective of this output, examining the extent to which indicators were met and the fact that election observation missions still highlighted issues of transparency, in the overall system and essential aspects of legal reform did not take place, this output is deemed **partially achieved**.



*1.1. Support in the operational planning, advice and implementation in the areas of training of electoral officials and procedures, candidate registration, results management, procurement of election materials for the upcoming municipal, parliamentary elections and by-elections.*

The first activity had eleven indicators, 1 of these was not achieved, namely the effective development of establishment of mega centers. The training of electoral officials and production of papers were both deemed as partially achieved as



no in person training took place. (online material was provided to the polling staff). It should be noted that some of the indicators were not met for the municipal elections, simply because the municipal elections have not yet taken place.

Given the circumstances the fact that 62% of the indicators were met was a great achievement.

The key successes of this particular output activity were the recruitment of three consultants which worked at DGAR and the six consultants that were contracted to support the candidate registration system (CRS). The CRS was updated and upgraded for both the municipal and parliamentary elections. The EU EOM deemed it as an “uncontroversial process”. The project also supported the results management system, which was also deemed to be in line with usual standards. A total of 15,000 civil servants were recruited by MoIM but unfortunately there was no money to provide in person training. The project did support them in providing training materials and audio-visual material, but it seemed to have little influence over the polling staff as there seemed to be confusion about what to do in the polling stations and it was obvious that they had a “overall lack of knowledge of the voting procedures”.

It is also important to note that this activity also enabled the procurement of almost all the electoral material. Without this support, the elections would have not been able to take place.

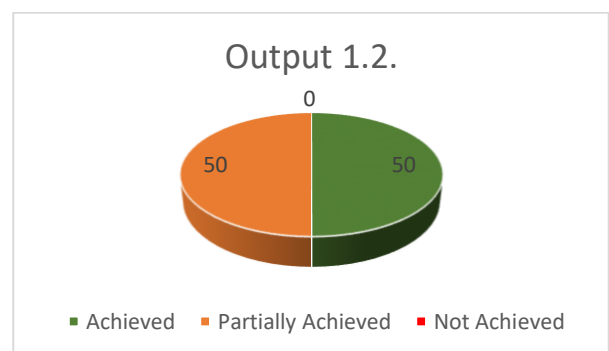
The project also supported in updating the website and creating an interactive map for registered voters. The warehouse was also refurbished and a total of 3,386 observers were accredited. The project also supported in the recruitment of the company to assist in the dispatchment of the ballot boxes. Unfortunately, the establishment of mega centers did not have enough *buy in* to be established in time for the parliamentary elections. Nonetheless, amongst all the persons consulted during the tenure of this evaluation, all were of the opinion of the necessity to have mega centers.



Figure 13: Overview of the material procured for the successful holding of the elections.

*1..2 Assistance with a review of internal capacity and human resources to determine future staffing requirements/support to building institutional capacity of staff of the MoIM at the national and sub-national levels.*

*This output had two indicators, the deployment of staff was of course achieved but the training of polling staff was deemed as partially achieved, as no in person training could take place. Nonetheless the support of this activity was also critical as without the deployment of staff to the MoIM, the elections could have not taken place. The non-training of staff was unfortunate but unavoidable due to the Covid pandemic and limitations due to finances. While the project endeavored to counter this with the dissemination of videos, it would seem this was not enough to avoid confusion of the polling staff on election day.*



In the previous project staffing levels and dedicated persons to support the electoral process was somewhat limited. Under the second iteration of LEAP, the challenges were even more acute as there was no money for salaries and those that did have employment were paid very little and did not come to the office every day. While the government did put in several requests for supporting the salaries of the staff, it was decided that this would not be appropriate and therefore this request was not honored.

Indicator 1.2.1. Operational Capacity of the MoIM strengthened through the provision of human resources - Achieved.

**Deployment of staff**

In order to support the MoIM-DGPAR the project deployed three election officers who were co-located at DGPAR working closely with the MoIM staff. One of the key areas of support was the finalization of the assessment of the electoral warehouse and the relation with the ministry’s regional offices. In 2022, the electoral officers continued their support by providing support with electoral processes and procedures and preparatory work for the 2022 elections. An additional four consultants were recruited to support in the allocation of polling officers to polling stations and to assist in issuing receipts to candidates running for elections.

Indicator 1.2.2. Number of electoral officials trained – Partially achieved.



Figure 14: Support in the rehabilitation MoIM – DGPAR Warehouse

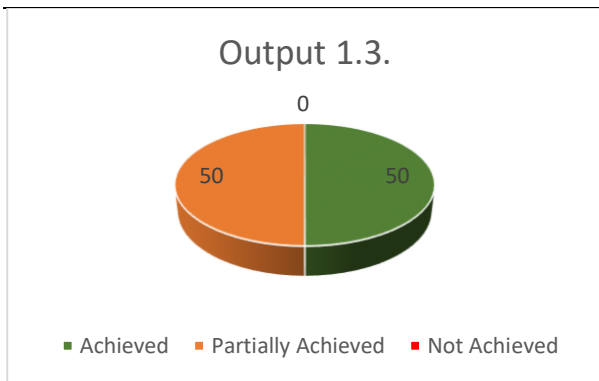
This indicator was deemed partially achieved due to the lack of finances and the impossibility of conducting in person training due to the Covid Pandemic. The project did provide a training video, but according to election observation reports, the lack of training led to confusion on what had to be done on election day.

“The lack of training of polling staff became clearly visible on election day, as they showed a weak performance and committed procedural mistakes. The secrecy of the vote was not always guaranteed, with practices such as the reading out loud of voters’ names when checking their presence on the voters’ list, or of insufficient visual barriers while voters were in the polling booths” EU EOM Final Report

Indicator 1.3.1. Increase in the awareness among the citizens (number of actual voters disaggregated by gender – target 55% Partially achieved – percentage reached 49,2%.

1.3. Assistance with public and civic outreach programming (including innovation in the use of social media and mobile communications) with targeted messaging for women, youth, persons with disability, minority and vulnerable groups for the upcoming municipal, parliamentary elections and by-elections.

This activity had two key indicators. Only one reached its target, whereby candidate registration produced 719 candidates including 50 women more than in 2018. The Target was 700. The first target of voter turnout is deemed partially achieved, as the voter turnout in percentage terms was slightly less than in 2018, but in terms of persons registered and terms of persons turning out, the number had increased, (see under the section on impact). The evaluation considers that given the financial crisis, and the numerous challenges facing the country, this is an important achievement.



### Voter Registration

“No concerns were raised about the voter register, but rigid registration provisions did not facilitate voter participation.” EU EOM Report

During the tenure of the project, LEAP supported several campaigns to inform the citizens about voter registration. The first of these was in the

period 1 February till 1 March 2021 to remind the electorate to check the accuracy of their data. They could do this via the DGCS website or calling the mukthar / municipality officers. The outdoor campaign made use of billboards, LED screens and brochures. 300 posters and fliers were delivered to each of the municipalities and mukthars. Technical support was also afforded to the MoIM-DGCS in updating the voter register tool on their website.

A campaign to update registration information took place between 15 December and ending on 1 January 2022. All the electorate (domestically and those abroad) had the chance to check their information on the online platform. The project lent support in the guise of several consultants to support the NoIM-DGCS in processing and cleaning the data during the inspection period. This was accompanied by an online campaign.

A hotline center was also established in support of the voter registration campaign. The helpdesk supported the citizens in checking their names on the voter’s roll and provided them with information on how and where to correct any mistake in their data.

Type of Inquiry	Female	Male	Total
Checking Record	40	40	80
General Inquiry	2	8	10
<b>Total Calls</b>	<b>42</b>	<b>48</b>	<b>90</b>

Table 6: Types of enquiries

Indicator 1.4. Number of studies on new technology  
None produced.

The project also facilitated the support of “the record register is now electronic” campaign. The campaign kicked off in September 2021 with several different visuals as well as printed material. Local TV stations also broadcasted TV sports and campaign materials were uploaded to the website and an official you tube channel.

It should be noted that the timeline for registration which is passive in Lebanon was shortened. While this might have meant that

persons had less time to register any changes, in essence, and given the circumstances, the voter turnout was in line with the former elections in 2018, although in numerical terms there were more persons entitled to vote and more persons turned out on election day. No problems were raised about the voter registration process.

## Voter Education

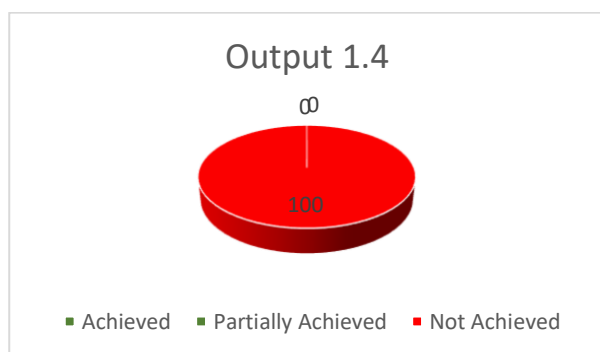
Overall, the quality of the UNDP voter education was good, but the campaign started late. EU EOM Final Report page 16.

The voter information campaign was divided into four phases:

- 1) Candidate and List Registrations information
- 2) Electoral Processes Information
- 3) Pre-elections encouragement message to vote
- 4) Post-elections on working together for Lebanon.

Indicator 1.3.2. Number of candidates running in elections (disaggregated by data)  
Target 700  
Achieved 719

1.4. Electoral assistance in the areas of new election technologies (inter alia, biometric registration and/or electronic ballot counting) provide technical support in the development of options, budgets and implementation.

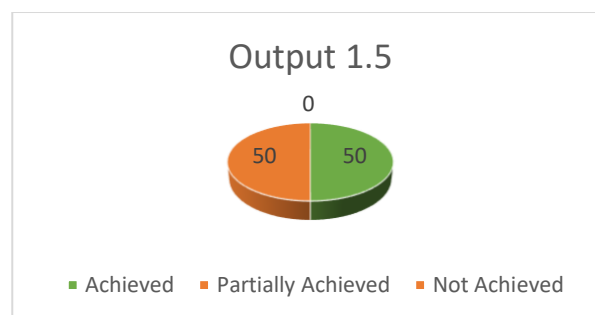


<sup>29</sup> <https://aceproject.org/electoral->

**This particular activity was not implemented.**

1.5. Support for continued improvement and development of an efficient and reliable voter register system.

This output activity had two indicators, one indicator was considered achieved and the second one partially achieved. The registration of voters was deemed to be without problems, although the timeline of the voter registration was shortened. For the second indicator while a new website was not designed, the project did support the DGS in providing a system where persons could consult the voter register.



Indicator 1.5.1. Number of Registered voters disaggregated by age and gender

Voter registration is one of the most important tasks of election administration. For citizens to exercise their democratic right to vote there must be a comprehensive and inclusive electoral register (also called voters register, list or ROLL). BY CONFIRMING that voters have met all eligibility requirements, the voters list helps confer legitimacy on the electoral process. Source: Ace Project <sup>29</sup>

The drafting and approval of timely regulations, procedures and plans that govern the conduct of electoral operations for registration, nomination, polling, counting, and results management are key to an electoral process. The existence of an efficient and reliable voter register is significant. In Lebanon the voting age is set at 21, which disenfranchises all adults who have acquired the age of 18, which falls short of Lebanon's International obligations.

[advice/archive/questions/replies/699408087](https://aceproject.org/electoral-advice/archive/questions/replies/699408087).

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No concerns were raised about the voter register, but rigid registration provisions did not facilitate voter participation.  
EUEOM Final Report

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**Indicator 1.5.2. New website supported  
Partially Achieved**

Support provided to the DGCS ensured the upgrade, continuity and sustainability of an open reliable and secure access for citizens on voter's identification and registration. The Project supported the development and implementation of a new feature in a user-friendly manner that includes the voter's register database on the website where voters can search for their data.

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An accurate, reliable, and transparent voter registration system is one of the key requirements in the context of inclusive participation and electoral integrity. The elections held successively in 2016 (municipal), 2018 (parliamentary) and 2019 (parliamentary by-elections) showed that the voter registration process is one of the strengths of the electoral process with voters overwhelmingly finding their names at the assigned polling stations and being able to vote. – **UNDP LEAP Annual Report 2021**

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**Rehabilitation of the Voter Registration Unit**

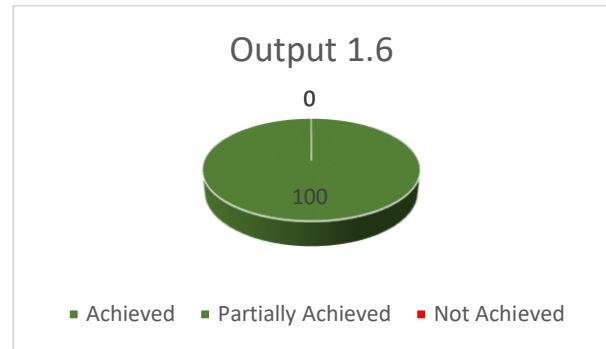
The project also supported the rehabilitation of the Voters Registration unit, with the installation of a proper ventilation system, electrical works and a false ceiling. All of this was done in time for the start of the annual voter registration process.

*1.6. Conduct lessons learned exercises for the upcoming municipal, parliamentary elections and by-elections.*

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Lessons learned activities are of course important and the project managed to support the MoIM in

conducting lessons learned and producing a report.



**Indicator 1.6. Number of Lessons learned reports on municipal, parliamentary elections and by-elections  
Achieved**

It is important to conduct a lesson learned workshop after each election to understand what worked well and what challenges remain. The finalized reports will feed into the next project and enable the MoIM to understand where the key success and weakness in the implementation lie. On the 30<sup>th</sup> of June, the first phase of the lessons learned exercise was undertaken. The lessons learned strategy included three consecutive phases:

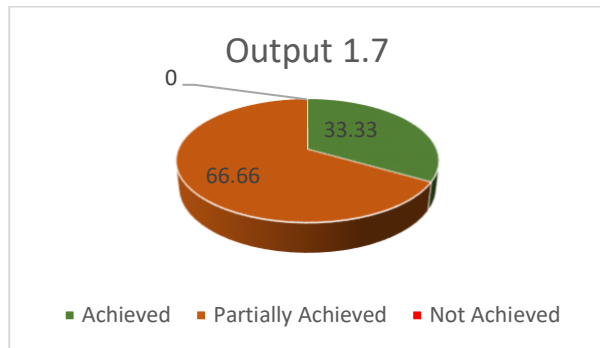
- Phase I – Management and administration of elections and supervision and monitoring of electoral processes – main stakeholders: Ministry of Interior and Municipalities, and the Supervisory Commission for Elections.
- Phase II – Transparency, inclusion, and participation of marginalized groups such as women, youth, and persons with disabilities – main stakeholders: civil society organizations working around elections.
- Phase III – Electoral dispute resolution and adjudication of electoral challenges and complaints – main stakeholder: the Constitutional Council.

*1.7. Technical support to MOFA on the implementation of a future operational framework for out of country voting.*

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*This output activity had a total of six indicators but only two of them have been deemed achieved. Some of these indicators relied on electoral reform*

which did not happen to great extent and the in person training also could not take place due to Covid. Notwithstanding OCV was considered a success in terms of turnout as it very much improved on the figures of 2018.



One of the major reforms desired is that of the out of country voting. While reforms to the legal framework on OCV is still under discussion, the project did support several areas of out of country voting during the implementation of the project. These included:

- I. Design and development of the 2021 voter registration update awareness campaign for voters abroad
- II. Design and development of Voter Education Campaign targeting OCV.

**Voter Registration**

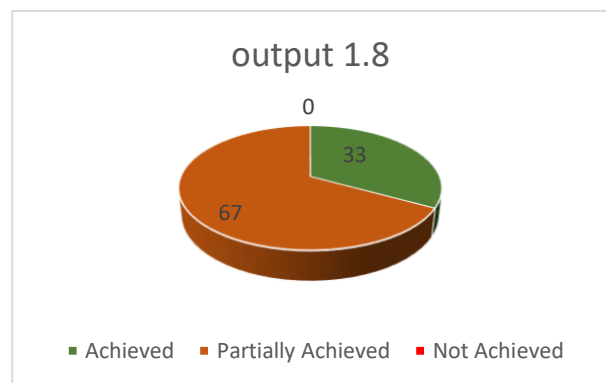
Voter registration for OCV took place from the 1st of October to 20 November 2021. Lebanese expatriates could register to vote either in person, by virtue of a duly signed and authenticated letter or through electronic registration. The project supported the production of informative materials including an explanatory video on how to register, a visual and an e-flyer. These materials were available on the DGCS website and the elections official website. The video was also widely circulated to NGOs and relevant partners. A total of 225,114 citizens were registered.

**Voter Education**

The Project further supported the MoIM to develop and produce an awareness campaign comprising of animation videos. One of the key messages of these videos was to inform OC voters on how to vote within the framework of the new electoral law.

**1.8. Strengthened analytical and technical capacity for electoral reforms.**

Much of the desired electoral reform was put on the table during the tenure of the project as there was simply no appetite to look at electoral reform when the actual holding of elections was in doubt. This output activity had three indicators, two of them are deemed partially achieved and the third one was achieved with a total of three briefing papers developed.



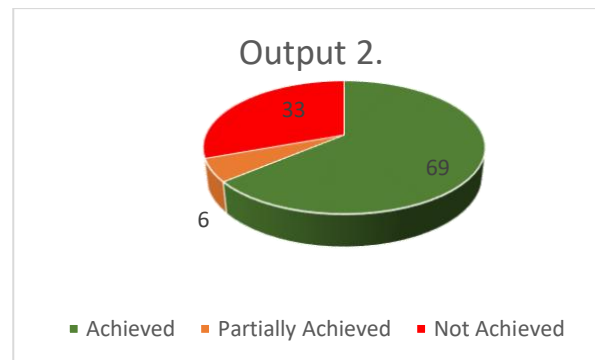
**Overall conclusion for Output One:** Output One is considered partially achieved as only 62% of the indicators were achieved. Some of the targets were not reached due to the lack of finances and the Covid pandemic. Despite efforts by the project, there was simply insufficient appetite and/or time to establish the mega centers and promote the changes needed to the out of country voting system. With regards to the other activities, all of them were implemented, however there were some weaknesses. This of course included the polling staff training which did not take place due to the health and financial conditions and instead was replaced by a video which was distributed to staff. This lack of training led to some confusion in the polling stations. The mega centers had the potential to alleviate the overt influence of some political factions on voters to vote and in essence could have also positively impacted on the overall voter turnout by allowing people to vote in their residence rather than point of origin. Voter education was also affected, as it was conducted rather late and coupled with the strict interpretation of an invalid vote led to a stricter interpretation resulting in far more invalid ballots.

The EU EOM also stated that the MoIM could have been more transparent, but the lack of transparency was more to do with a lack of resources rather than any wrongdoing by the institution. In conclusion, while the project was able to ensure the elections taking place, and there was a huge acknowledgement that the elections were largely in line with international standards - the lack of time to prepare, and the lack of finances inevitably had a perceived negative effect on the quality of the work of the MoIM. This was of course outside the scope of the project.

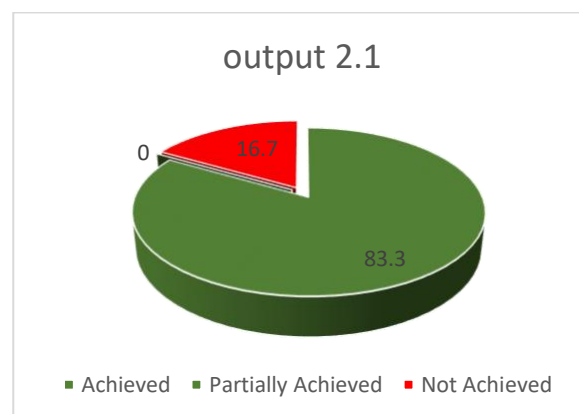
**Outcome Two – Strengthened institutional capacity of the SCE to perform its mandate and attributions in a sustainable and independent manner**

The SCE was a new institution which started its activities in October 2017. While it was supported by several development partners, “the overall capacity of the SCE to fulfill its mandate was hampered by limited availability of resources, limited experience of the Commissioners and SCE technical staff.” This led to requests to reconsider the mandate of the institution to “make it more efficient, reliable and sustaining moving into the next electoral cycle”. According to the Project Document, the limitation in its present mandate is one of the main institutional development challenges for the cycle starting in 2020.

**Key Finding Effectiveness 2: Output Two had a total of 18 indicators, 11 of which were achieved, 1 partially achieved and 5 not achieved. The intrinsic weaknesses of the SCE still exist and while capacity was afforded, there is still a long way to go to strengthen the institution. SCE which has always been afforded little support, and through LEAP was literally kept alive. The overall effectiveness of the SCE is still considered weak however this was largely due its inadequate legal framework, a protracted process which was heavily influenced by the socio-economic circumstances and the few resources available to the institution. The output is deemed as partially achieved, as while some capacity has been built, there is still much to be done to ensure the sustainable and independent future of the institution.**



“SCE is considered permanent and independent but not entirely autonomous as it carries out its functions in coordination with the MoIM, which provides it with an independent headquarters and attends its meetings. In other words, it is neither financially nor administratively independent. And all previous recommendations to modify the powers and functions have not been implemented.” **LEAP Lessons Learned Report**



The money afforded to the SCE by the government came very late. In essence UNDP kept them afloat, kept them alive. **Member of Civil Society (female)**

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The role of UNDP was to keep them operationally sound – **Male External Electoral Interlocutor**

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*2.1. Strengthened the sustainable development of the institutional capacity of the SCE to perform its mandate and attributions in line with the Strategic Plan 2020-2022*

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**Key Support:**

- ◆ Provision of three UNVs
- ◆ Support to draft an operational plan
- ◆ Establishment of dedicated officers for media monitoring and auditing
- ◆ Procurement of essential materials to carry out media monitoring.
- ◆ Support in the recruitment of 30 media monitors and 5 auditors
- ◆ Auditing of the electoral campaign expenses
- ◆ Drafting of final report

The 2018 evaluation concluded that the SCE was one of the “weakest links” and it was essential to continue to support the institution. Under LEAP II, the project continued to support SCE by providing it with three UNVs (staffs contracts expired in December 2023, working on communication, correspondence, archiving, IT Support, monitoring relevant news and social media posts. The Project further supported the drafting of an operational plan as well as helping the SCE assess damage of the SCE premises subsequent to the August 2020 blast.

In 2022, the project helped support the establishment of the new dedicated offices for media monitoring and auditing. Procurement of key equipment helped the SCE to carry out its most essential functions, as once again, funding for the institution was very scarce and not forthcoming. Given the mandate of the SCE to monitor the campaign and finances, the project further supported in the recruitment of 30 media monitors and 5 financial auditors to assist in the monitoring of the media campaigns, auditing candidates and political parties bank statements and campaign finances.

After the elections, the project helped the SCE in auditing the electoral campaign expenses and drafting the final report of the SCE.

As a result of Covid, regular meetings changed to Zoom to discuss challenges and to brainstorm future activities.

**Support to the SCE in the development of an accreditation system**

Support was afforded to the SCE in the printing of accreditation badges and development of an automated accreditation system that was used to issue accreditation badges for observers, media, and special visitors. The accreditation unit was based at the MoIM premises and issued around 3,386 badges for all international, domestic observers, media reporters and special visitors.

Type of Accreditation	Number of Accreditation Badges
Media	2,498
Special visitors	25
National Observers	87
International Observers	776
<b>Total</b>	<b>3,386</b>

**Table 7: Number of accreditation badges issued.**

**Support the SCE in the media monitoring during electoral campaigns period**

UNDP, in partnership with UNDP RBAS, customized an existing platform “eMonitor+” related to electoral campaign media monitoring developed by RBAS to support the SCE in supervising and monitoring traditional and digital media and reporting all types of electoral violations, political pluralism and polarization, mis/disinformation and hate speech, spending on ads, and online violence against women in elections across different media means. The SCE was supported with several trainings which provided the necessary knowledge, methodology, skills, and tools to tackle the challenges of traditional and digital media in elections and enhancing its capacity to use the collected data to communicate more effectively with voters.



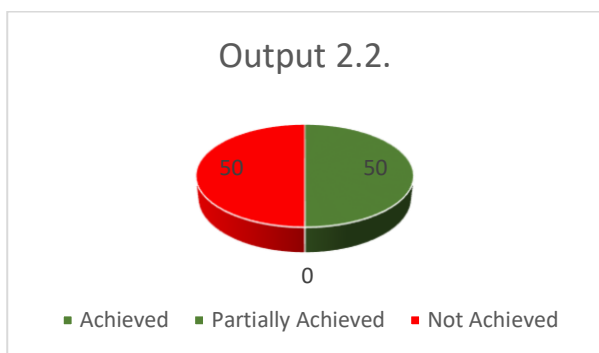


**Box 5: Overview of the work of the SCE**



**Box 6: Number of complaints**

2.2. Regulatory framework for monitoring media (including social media and identifying fake news) and election campaign finance is improved.



One of the key highlights was the bringing together of the SCE with civil society to discuss the challenges facing the SCE in preparing and organizing the 2022 parliamentary elections. Civil society included LADE, Maharat Foundation, LUPD, LTA and Fifty-Fifty. The EU was also present as well as international NGOs such as NDI and DRI. It was the first time that civil society had come before the SCE and it was an important milestone especially since the 2020 revolution.

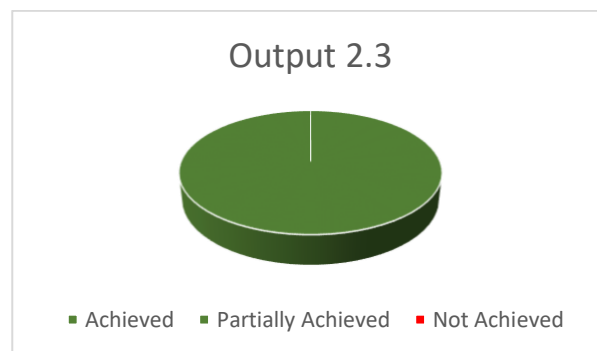
To ensure a smooth running of the elections, with the support of the project, the SCE developed a plan of action:

Preparations for the monitoring of the media campaigns.

- Preparations for the audit of the campaign finance.
- Preparations for the accreditation of the media, observers, and candidate agents.
- Voter and civic education campaigns including engagement with youth and vulnerable groups.
- Meeting and workshops with political parties and media, in preparation for elections.

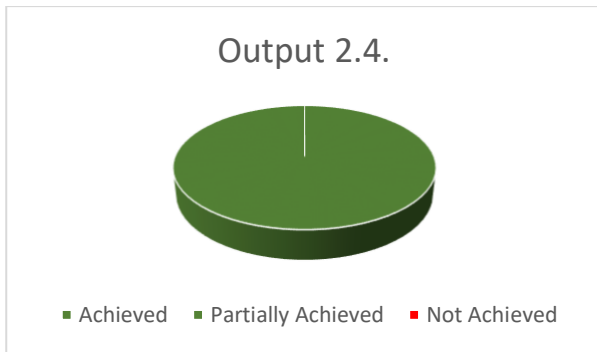
The meeting produced some active discussions and dialogue on some of the principle challenges facing the SCE including: - its composition; budget; transparency and accountability.

2.3. Capacity for voter education and public participation initiatives of the SCE increased.



As part of the broader voter education campaign the project supported the SCE in the design and development of two animated videos related to: the role and responsibilities of the SCE and information about media monitoring and campaign spending. The videos were posted on the social media platform of UNDP and SCE. The videos was viewed by 103.5 K citizens on social media.

2.4. Improved capacity of the SCE to perform post-electoral lessons learned and reporting



The SCE was also supported by the project in conducting a lesson learned workshop and helped them design and finalize their final report.

**Overall conclusion for Output Two:** The second result, support to the SCE was also seen as partially achieved, acknowledging that the key aspects of electoral reform could not take place and the institution once again had to heavily rely on the Project for sustaining its existence. While there are course structural changes that could be implemented, to ensure a stronger mandate of the SCE to monitor the campaign, it is worth noting that support to the very institutions that commit these violations could also reduce the need for strong reform. In the perception of electoral integrity expert survey launched in 2022 by the Kofi Anan Integrity project, finance and the media are the weakest electoral areas. In many EOM reports, many of the recommendations center around media and campaign finance, these two areas are invariably difficult to monitor and fines and measures to dissuade violations are rarely sufficient deterrents. Social media and its influence on the electoral process is also a new problem, and there is still a struggle on how to effectively control and monitor social media content. These issues also need to be addressed and the overall quality of the campaign cannot be simply measured by the mandate of the SCE and their ability to monitor the violations pertaining to their mandate.

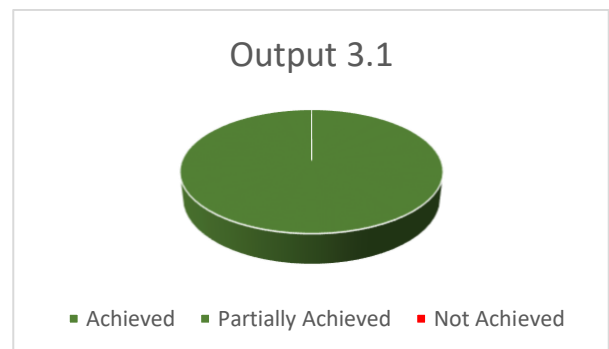
**Outcome Three – Effectiveness and transparency of the EDR mechanism enhanced through technical assistance to the Constitutional Council**

**The Constitutional Court (CC) is mandated to decide on appeals against the parliamentary election results. The CC is comprised of ten members and decisions are taken by a majority of seven members and a quorum consists of eight**

**members. The CC’s decisions are final. While the technical assistance has proven essential to the CC and has enhanced its overall effectiveness and transparency many of the challenges facing the CC lie with its restrictive mandate therefore election observation missions did not necessarily note an increase in its overall transparency. Notwithstanding, the evaluation finds that this particular output has been achieved.**

*3.1. Strengthened the sustainable development of the institutional capacity of the Constitutional Council*

**Key Finding Effectiveness 3: The output had a total of nine output activity indicators, eight of the nine were achieved. The study tours envisaged were cancelled due to the covid. This particular output is deemed as achieved as the effectiveness and transparency of the EDR mechanism was enhanced.**



**LEAP contributed to more effective communication and transparency of CC decisions.**

Communication and outreach of the CC was considered key, and the project lent support in the guise of two interns to help support the updating of the official website and the bios of the CC new members. More importantly the website also ensured that the latest electoral decisions related to the 2018 parliamentary elections and 2019 Tripoli by-elections were also displayed.

Given the importance of timely and transparency in carrying out the adjudication of cases, LEAP supported the CC in maintenance of the existing equipment which was used during the elections dispute period, maintenance and update to the CC website, as well as development and organization

of a training on the Result Management System for the members of the Council and the provision of technical information on how it works.

**The project further contributed to the CC building and sustaining relationships with key stakeholders.**

The project helped support the bringing together of key partners with the CC to discuss key issues concerning the electoral process. On 18 March 2022, with the objective of exchanging notes and recommendations on the parliamentary elections, a coordination meeting between CC and SCE was held.

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The session was not open to public, however it was very useful as we could coordinate, and facilitate many points and coordinate the exchange of information between the two institutions. **Member of CC**

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Three sessions were held, in the first, both commissions discussed ways to control and activate their roles in the electoral campaign spending and financing. The second session tackled the impact of the appeals submitted to the Constitutional Council and suggestions to activate oversight. In the third and final session, the SCE and CC proposed several recommendations and suggestions that would enable both commissions to perform its role under the current law.

A second meeting in April 2022 was held entitled "Obstacles of the Electoral Process and their Implications on the Decisions of the Constitutional Council". The workshop gathered relevant electoral stakeholders such as representatives from the Ministry of Justice, Ministry of Foreign Affairs, Supreme Judicial Council, state council, supervisory commission for elections, civil society organization (electoral consortium), European Union, EU Observation mission and USAID.

The participants tackled subjects related to monitoring of the electoral process obstacles during the pre-elections period, mainly during the electoral campaigns, as well as the violations in the pre-electoral period until the publication of official results.

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All stakeholders and civil society etc. was present, and observers, international observers, the ministries involved the judges, administrative judges, in the EDR, the session was very much useful with lots of exchanges, each stakeholder explained the difficulties encountered, on the financial level, the difficult the CC may encounter in case they do not fulfil their role properly. Recommendations were drafted and then published on the website.

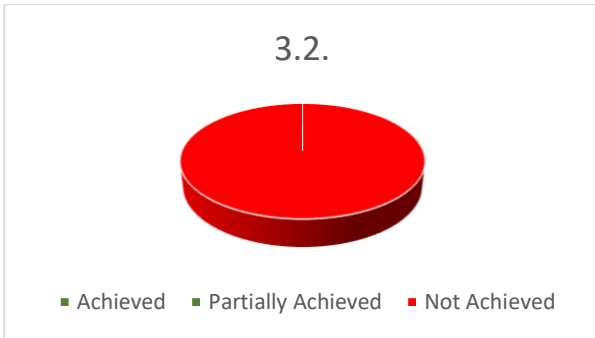
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***The project provided a key logistical support with the Installation of a Solar System at the CC premises.***

The project supported the CC in the post-elections period during which the council plays a critical role in terms of adjudication of electoral complaints. In this context, after receiving the challenges, the CC members had to work from their dedicated HQ to properly investigate and negotiate decisions in all confidentiality. However, due to the electricity crisis in the country and the regular power outage, the president of the CC requested the project to install a solar panel system for their premises, which facilitated their work during this important period. Consequently, the project was able to procure and install on time the solar panel system and secure a sustainable source of energy for the council.

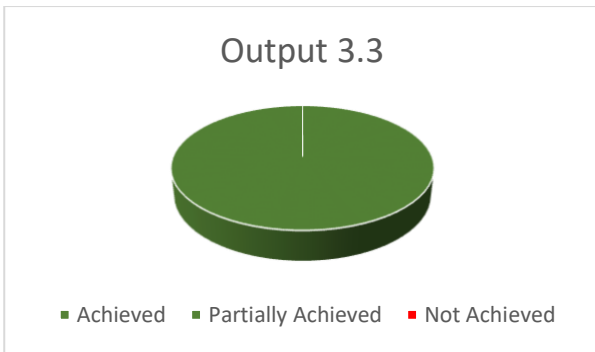
***3.2. Support South-south initiatives in the area of EDR Knowledge and comparative studies and data with other countries with a similar system of adjudicating electoral disputes.***

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Due to Covid this particular activity did not take place. In terms South-South cooperation, the donors did not support the idea of in-person delegations or exchange of experience abroad. Online sessions were not organized.

**3.3. Enhanced knowledge on the EDR mechanism through an efficient communication strategy.**



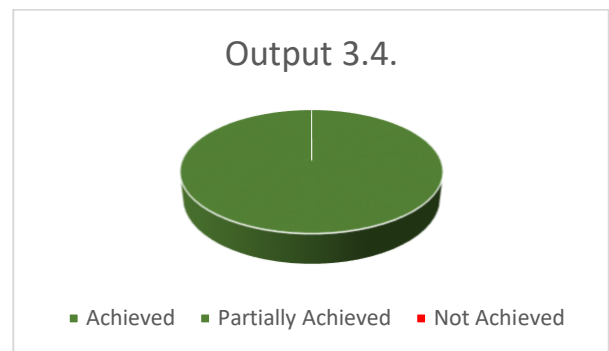
**Updating and maintenance of the CC website**

Communication is key and through the recruitment of a communication assistant consultant the project provided support in the areas of communication, media and outreach aiming to continue the open access to information to the public at large, and more specifically to lawyers, researchers, students amongst others. The consultant updated the website with news and publications, noting that the project provided maintenance and hosting to the Council’s website. The consultant also uploaded the adjudicated electoral complaints decisions and by that keeping an open source of information to the public, amongst other media and communication duties.

**Support to the CC in the design and development of an awareness raising campaign on the role of the CC in the resolution of elections disputes.**

The EDR system is an intrinsic part of the electoral process, nonetheless it is equally important for the key electoral actors including the electorate to understand the system, its role and how to submit a complaint. The project supported the development of a video to provide information on the election dispute resolution and the role of the constitutional council in the post elections process: electoral challenges and decisions.

**3.1.Improved capacity of the Constitutional Council to perform post-electoral lessons learned.**



**Workshop to discuss the lessons learned conducted in 2019.**

As part of the continuous technical support provided to the CC, the project prepared and organized a thematic workshop on the role of the Constitutional Council in Elections Dispute Resolution processes, more specifically on the challenges that faced the Council in resolving parliamentary electoral disputes, lessons learned and ways to improve the conflict resolution/prevention mechanism. A further two-day online workshop was developed on the “Role of the Constitutional Council in the Elections Dispute Resolution” Through the online platform and the extensive experience and knowledge of the former President of the Constitutional Council, the newly appointed CC president and members were able to discuss and share useful and relevant information on electoral dispute processes in Lebanon.

**Training of the CC members on the Result Management System (RMS)**

In the context of the support provided to the Constitutional Council on elections' dispute resolution and following the request of the president of the CC, the project provided technical assistance in developing and implementing an awareness session to the CC members on the Results Management System. The training session included: General Information on the 2022 parliamentary elections in numbers, how to calculate the electoral quotient, how to allocate the distribution of the winning seats according to sects, and how the results management system works. The session strengthened the capacity of the CC members to investigate and deliver relevant decisions ahead of the challenges submission deadline. The CC acknowledged the importance and relevance of such training ahead of the electoral dispute resolution process.

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It was very important to us to have all these stakeholder and civil society involved in elections gathered in the same room we could hear each other; this is the policy to be transparent and to be open to all. **Male member of the EMB's**

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**Overall Conclusion for Output Three:** The third output supported the Constitutional Council; this output was seen as achieved. The project was able to provide the necessary training to the Council and conduct the lessons learned workshops with former CC members as well as after the parliamentary elections. The critical support to maintain the electricity through solar panels during the adjudication of the cases was timely and allowed the CC to continue their work. While the work of the CC was not criticized, the overall law on the timings and some aspects on the adjudication of cases was and this might impact their work in the future.

**Outcome Four – Inclusiveness and participation of vulnerable and marginalized groups in the electoral processes enhanced**

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**Key finding Effectiveness 4:** This output had a total of four output activities, and 25 indicators. 20 of them were achieved, two were not achieved and one partially achieved and two were cancelled. Taking into consideration that 87% of the indicators were in fact achieved, and there are definitive shifts of greater inclusiveness, and awareness on gender, youth and person with disabilities this output is considered achieved.

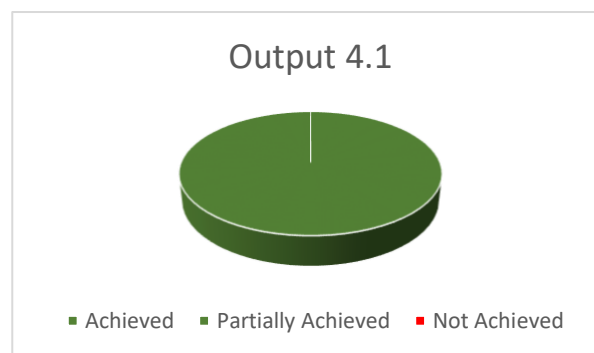
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Its much better than before - gender inclusivity - , women are becoming bolder in their approach they are no longer shying away from it, the traditional resistance is being pushed back

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*4.1 Design and development of comprehensive strategies and programs to promote and advocate increased and inclusive participation of women, youth and PWDs in processes.*

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The project partnered with several different civil society organizations to enhance the democratic processes in both local and general elections. Implementing partners were chosen through the responsible party agreements (RPAs) which includes a process through selection and assessment of each application. Many new partnerships were forged under this iteration of the project and more focus was also put on engagement outside of Beirut especially in the engagement of youth in many areas of Lebanon to raise awareness and inclusion of youth in the electoral process. There were several different

initiatives these included the program “Democracy Education for Youth in Schools” which was carried out in high schools to challenge stereotypes and gender roles in public life.

The project also partnered with Madanyat to prepare, develop, and conduct a thematic survey on women in politics collecting and analyzing data in preparation for the elections. Several focus groups were set up for this purpose.

UNDP also collaborated with the Youth Leadership Programme to discuss topics related to possible reform and the means to increase youth, women and PWDs political participation.

Another joint strategy was the development of a thematic research related to the media landscape.

*4.2. Support coordination mechanisms and CSOs networks to ensure effectiveness of the advocacy campaigns and crosscutting initiatives.*

**Temporary special measures to increase women political participation and representation**

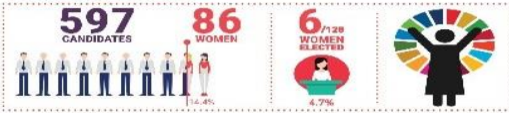
UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) deals with **temporary special (affirmative action) measures** aimed at accelerating actual equality between men and women.

This term explicitly states the ‘temporary’ nature of such special measures, while the meaning of the term ‘special’ is that the measures are designed to serve a specific goal which is the advancement and inclusion of women in order to reach gender equality. These special measures are essential to secure **equal opportunities** in participation and competition in various fields and to correct past and current forms and effects of discrimination against women.

**Gender Quota**

The word “**quota**” is a Latin term meaning a portion or share. The term was used to indicate the allocation of a proportion or a specific number of seats in elected bodies such as parliaments and municipal councils so as to ensure women’s access to legislation and decision making positions. The quota is considered among the temporary special measures to which countries resort in order to enhance the participation and representation of women in political life.

**Parliamentary Elections 2018**



**3 Chapter Three: Elections, Political Participation & Inclusion**

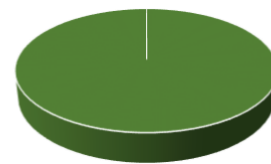
**Chapter Objective**

Get to know...

- What are Elections?
- Electoral Cycle Diagram
- Who are the Elections Stakeholders?
- Temporary Special Measures to increase Women Political Participation and Representation
- Basic Information on the Lebanese Parliamentary Elections



**Output 4.2**



■ Achieved ■ Partially Achieved ■ Not Achieved

One of the key successes of the project was LEAP’s ability along with UNDP and UNSCOL to convene different groups to establish networks, provide information and to disseminate information as well as discuss electoral reform. In essence the project acted as a bridge between the election management institutions and civil society. Both sides found this mutually useful, and it was an important milestone as there was a significant chasm between civil society and the key institutions deriving from the 2020 revolution.

Figure 15: UNDP YLP Toolkit

There was nevertheless one open dispute<sup>30</sup> with one of the CSOs and the SCE however in general the organizations that were consulted agreed that there was a more defined openness of the SCE to work with CSOs.

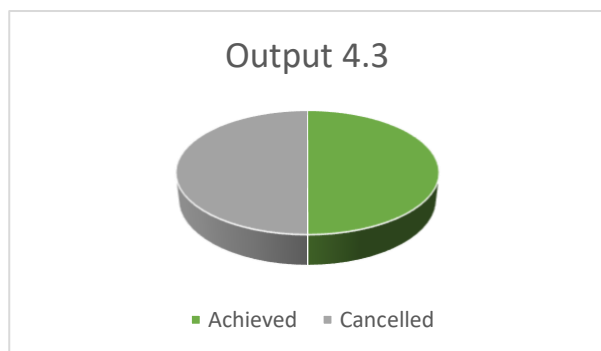
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“It was very important to us to have all these stakeholders and civil society involved in elections gathered in the same room we could hear each other; this is the right policy - to be transparent and to be open to all.” **Male member of one of the EMBs**

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Meetings exclusive to the CSOs were also held, and numerous bilateral meetings took place with partners and stakeholders to discuss and provide debates on the needed reforms to the electoral laws. The project met with LUPD, Madanyat and LADE in order to identify possible topics of interest and form a coordination mechanism.

*4.3. Support the implementation of civil society initiatives in the area of human rights, inclusiveness, gender equality and civic participation through partnerships and grants.*



This output consisted of two indicators, one was achieved, and the other one was cancelled.

During the tenure of the project, LEAP supported civil society in several key initiatives. These included: -

- 1) Joint strategy with LADE for the

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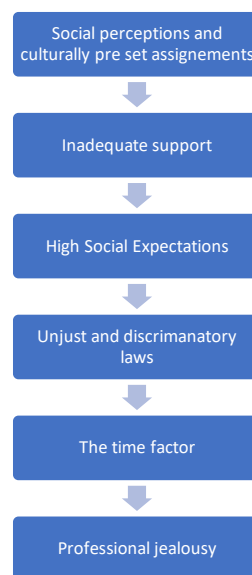
<sup>30</sup> During the 2022 parliamentary elections, the SCE had an open dispute with the Maharat Foundation. The issues

implementation of SHARP and WHV initiatives.

- 2) Joint Strategy with Madanyat for the implementation of a thematic perception survey focused on women’s participation.
- 3) Joint strategy with Maharat Foundation for the Development of a thematic research related to media landscape during the October Uprising.

The first strategy was between LADE for the implementation of two programs, “We have voices” (WHV) and “She has a right to participate (SHARP). The two programs were funded by the EU and the Finnish Embassy and consisted of training high school students on civil rights and gender political participation.

The second joint strategy was the development of a survey on Women in Politics “Delving into Women Empowerment, Perceptions and Attitudes”. The survey reflected the public perception about women’s role in political life and delved deeper into the root causes women are currently facing.



**Box 7: Challenges facing women in politics – source women in politics Madanyat.**

The third strategy supported was that by Maharat Foundation for the development of a thematic research related to media landscape during the October Uprising. As social media played an

reached court and followed normal legal procedures.

important role in driving the protests and many of the protests were led by women, it felt it was important to analyze the discourse on social media and the correlation with mainstream media.

All these strategies and the subsequent support by the project was key in looking at the key drivers and indeed barriers of effective female participation. Findings from the surveys, research etc comprise key information to inform present and future strategies and allows not only the CSOs but the project to better understand the needs of women and other groups and to better apply holistic strategies in promoting women’s participation at all levels.

**4.4. Design, development and production of civic education campaigns aimed at informing voters on their roles and responsibilities in relation to elections and human rights.**

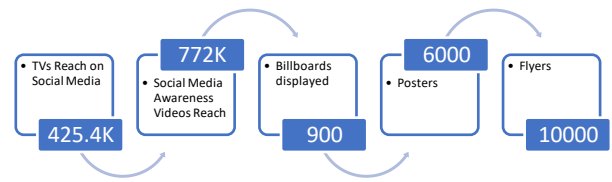


Figure 16: Outreach via social media.

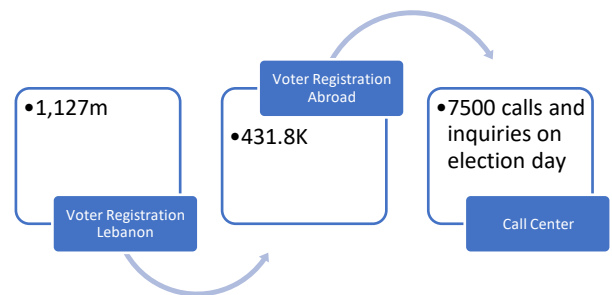
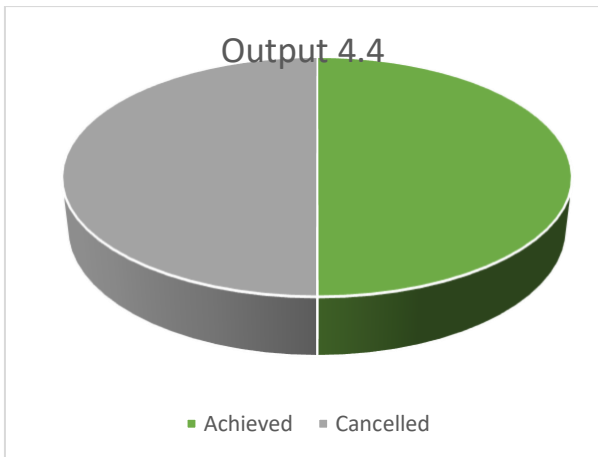
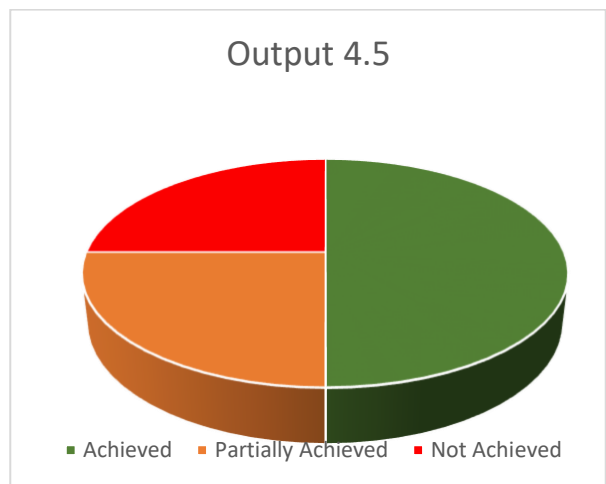


Figure 17: Voter Registration outreach.



The project supported various initiatives to promote female participation and also to mark the International Women’s Day in 2022, the project produced a short video as part of a broader campaign to advocate for an increase of representation of women in the Lebanese parliament. The video was shared on all social media platforms including Twitter, Facebook and Instagram. Unfortunately, the perception survey was cancelled which would have revealed the best medium to publish such activities. Notwithstanding the rest of the output is considered achieved.

**4.5. Design and development and production of voter education and public awareness initiatives with a particular focus on women, youth and persons with disabilities.**



As was outlined under the section 3.3. voter education campaigns were key in informing the general population about the elections, albeit some of them being considered too late to make an overall impact. Information was disseminated as a social media campaign to spread knowledge and enhance understanding among voters and citizens at large on the legal framework, elections processes and relevant election questions related



to the eligibility, identification and voting process.es. Videos were produced on the following issues:

- A. The ballot paper
- B. Electoral campaigns, electoral funding and spending
- C. Who has the right to vote?
- D. Information on the electoral law
- E. Electoral campaigns: media and advertising
- F. Candidates and list registration
- G. Complaints on E-Day
- H. Challenging validity of elections
- I. People with disabilities video
- J. GIF-2022 parliamentary elections in numbers
- K. GIF interesting Numbers to know.

Notwithstanding, the number of spoiled ballots was far higher than in 2018. This seemed to be due to the poor dissemination of voter education material, whereby it was displayed on social media platforms but not on TV. This was further exacerbated by the fact that the registration committees applied a strict way in counting the votes which led to a higher number of invalid votes. With regards to voter turnout, in fact in numerical terms more persons turned out to cast their vote, but in percentage terms, the overall turnout was 49,2 vs 49.7 in 2018. Nonetheless the evaluation has deemed this indicator as partially achieved as given the circumstances, the voter turnout was not that bad, especially as more persons went out to vote despite the economic crisis.

**Overall conclusions for Output Four:** The fourth output was also considered to be achieved. The output activity 4.1. rendered several positive results whereby different CSOs launched their different strategies to strengthen different groups capacities to advocate for women’s rights, as well as that of youth and persons with disabilities. While it is acknowledged that there is still some way to go, the gains under the project were palpable, and will be discussed under the last section in gender and human rights, the strategy to advocate on the gender quota has been very successful in building consensus around the issue and breaking down some of the barriers of resistance towards women’s political

participation. While there is still some way to go, the overall trajectory especially for women in politics is positive, albeit slow.

EQEF4.2.To what extent were there unforeseen or foreseen factors that have contributed to achieving (or not achieving) the intended outputs and objectives?

**Effectiveness Key finding Five: The intervention faced several unforeseen factors which contributed to some of the output activities not taking place. The cancelled activities were partly due to the Covid Pandemic and the lack of finances available to the electoral process by the government. Notwithstanding while these constraints had the potential of influencing negatively on the overall process and UNDP LEAPs support to the election management bodies, the disruption was minimal, and elections were able to take place.**

As discussed under relevance, the situation of Lebanon has changed drastically since the writing of the ProDoc, and while there was an impending economic crisis, the extent of the impact on the electoral process was not foreseen when writing the project document. Stemming from the financial crisis, the overall appetite for the elections dwindled and the government wanted to maintain its status quo. The already existent political crisis only added fuel to this resistance. Furthermore 2020 saw the physical narrowing of spaces and some fundamental freedoms removed due to the covid pandemic. This inevitably made in person trainings and external events almost impossible, impacting on the quality of the activities. While some solutions such as video and online training replaced in person training were of a good quality, training on such technical issues needed a non-static approach and as a result the overall quality of the work done by the polling staff on election day was heralded as weak. Furthermore, several regional exchanges were cancelled due to the pandemic, and while it did not impact on the overall results, it would have been important for the EMBs to exchange best practices and lessons learned with other EMBs in the region. To this end, while several activities were cancelled or had to change their overall approach, this did not impact on the overall performance of the results. Furthermore, the

overall political climate was complex, and while this did have the overall possibility of affecting the outcome of the project, ie no elections taking place, the overall efficiency of the project referred to under EQEFF5.1. meant that the overall negative impact on the project and its established results were minimized.

EQEF4.4.What were the challenges/constraints and enabling factors? (How did LEAP and UNSCOL overcome them)

**Effectiveness key Finding Six: The intervention faced many challenges of different types such as the financial crisis, Covid, the impact on the economy and of course the political crisis, all of these led to the possibility that elections would not take place. In essence the question if elections would actually take place was the key challenge facing the overall effectiveness of UNDP LEAP. The UNDP/LEAPs seasoned and**

**established relationship with the EMBs and UNSCOLs ability to call on all political actors “to engage responsibly and constructively in the electoral process” yielded positive results and demonstrated a strategic, collegial and pragmatic approach to delivering the outcomes envisaged in the project document.**

The challenges and constraints impacting on the project have been referred to several times in this report. The severity of the constraints did have the potential to derail the process, but as has been reiterated under all of the sections of this report, the combined efforts of both UNDP LEAP and UNSCOL and the resolve of the international and election community to come together ensured a positive outcome despite the complexities. For more information on the enabling factors please refer to the responses under relevance and efficiency as well as impact.

## 6.5. Sustainability

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**The following section on sustainability will allow the evaluation to determine whether the benefits of LEAP and the UN Electoral engagement will last financially, economically, socially and environmentally.**

**The majority of the data emanates from key interviews with electoral stakeholders especially stakeholders outside of the project. The information was triangulated with information provided from the key beneficiaries and experts on the political and electoral context of the country.**

EQSUS5. The extent to which capacity and know how has been further built over the course of LEAP II of the key institutions and how sustainable is it in the event of disengagement.

The criterion of sustainability is deemed moderately satisfactory, although the overall likelihood of sustainability is a double-edged sword. While one of the key objectives of the second iteration of LEAP was to improve the EMBs capacity, the complexities of the country dictated a different approach, whereby the project was *putting out fires* rather than building sustainable institutions for the future. Commitment to build the election management body institutions has long been the Achilles heel of the government, whereby fewer resources and scant political will has meant that the institutions have been afforded few human resources and in the case of the SCE, has not been afforded truly independent status and thus the role of both the first and second iteration of the project has been to keep the institution afloat. The political complexities were highly exacerbated by the financial crisis whereby fuel prices were extortionate, salaries were reduced almost to nothing, and the devaluation of the local currency meant that prices rocketed and an election spending ceiling of 150 million LBP in 2018 increased to 750 million LBP in 2022. This meant that the average sum for each registered voter rose tenfold from 5,000 LBP in 2018 to 50,000 LBP in 2022. Notwithstanding, the challenges encountered did not mean that ownership is not there, and while a good proportion of the budget was spent on election materials to ensure that the election took place, the efforts of LEAP II promoted the ownership of the process, built systems and consolidated key relationships, which should outlive the trajectory of the LEAP II.

EQSUS5.1 What is the likelihood that the benefits that resulted from the previous and current UNSCOL and UNDP LEAP interventions will continue at national and subnational level through adequate ownership, commitment, willingness displayed by the government and other stakeholders?

**Key Finding Sustainability 1: The overall sustainability of the results of the intervention depends in part on the context. The political climate for having municipal elections is mixed, nonetheless the appreciation of UNDP LEAP and the UN election support was evident by all the local stakeholders and there is a willingness displayed by individual departments and key stakeholders to continue.**

The answer to this question is perhaps tenuous given the current situation. During the project's tenure, the electoral process has been confronted with numerous, almost insurmountable challenges. The political nature of some of these challenges are still ongoing and are completely outside the scope of LEAP and indeed to some extent the remits of the UN's support to the country. The country, indeed, the region, is now facing an existential crisis. On 7 October 2023, Palestinian armed groups in Gaza launched thousands of rockets towards Israel and breached through the perimeter fence of Gaza at multiple locations, entering Israeli towns and killing and capturing Israeli forces and civilians. The Israeli military declared "a state of war alert", and began striking targets in the Gaza Strip. The conflict has ensued and as a result more than 27,000 Palestinians have been killed and more than one million persons resident in Gaza have been displaced.<sup>31</sup> As a result the region is in crisis and some of the spillover effects of the war have already been seen in the South of Lebanon and beyond. The ongoing exchanges of fire between Hizbullah and Israel have the potential to halt the municipal elections due to be held in May 2024 and have devastating effects on the country and the region.

Notwithstanding, the overall benefits from both the previous and current UNSCOL and UNDP LEAP

interventions are deemed moderately likely. While this is perhaps not necessarily ideal, the crisis especially the economic crisis coupled with the current political status quo is the overriding factor that could decrease the likelihood of sustainability. Many of the key personalities are still working in the institutions, many are doing so with a substantial cut in their salaries and are working in an unstable economic environment whereby in the case of the SCE, very few resources are afforded to the institution. Many of the persons who underwent capacity building under LEAP personalities remain in their posts today and enjoy key benefits that may dissuade them from leaving to go into the more lucrative private sector. However, the institutions were unable to pay lower-level staff salaries and to maintain them on such low salaries, and has been seen under effectiveness, many of the staff employed during the elections were on temporary contracts and therefore it is highly likely that new staff may have to be trained in the future. All institutions no matter how stable they are, are prone to staff leaving to go onto other jobs, however the reluctance by the State and Parliament to take the actions necessary to revive the economy and overcome the financial crisis means that the overall conditions to prepare for and organize elections, and promote electoral reforms have declined. While the large human resource deficit is acknowledged, strong and functional state institutions will be pivotal in delivering future services as well as the timely organizations of elections. To this end, the LEAP project will still be needed for the foreseeable future. Macro-economic reforms are necessary to reduce the over dependency on the international community.

**Key finding sustainability 2: While there has been some critique of the UN whereby the electoral institutions have become over reliant on them, the relationships built between the project and the institutions and the additional leverage exercised by the political and technical arm of the UN as well as the project itself is irreplaceable and is/will be an essential component to building consensus among all the concerned stakeholders**

<sup>31</sup> <https://www.un.org/en/situation-in-occupied-palestine-and-israel>

**to ensure a sustainable and democratic electoral process for the future.**

There was consensus amongst the consulted interlocutors that the government and indeed the EMBs themselves are over reliant on the UN system for support. As reiterated under efficiency, there were some concerns that this support somehow takes away the onus on the government to ensure a democratic process. The project provided many of the electoral materials needed for the elections to take place, however, did not pay any public sector employees' salaries despite the repeated requests to avoid touching on sovereign functions. Nonetheless, while in essence the ability of the government to finance the elections was to some extent a genuine issue, the lack of political will was the key reason behind the stalling of the electoral process.

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In the leap approach, the choice is not to rely on LEAP, but the questions are whether we have elections or not, it's of course always better to have elections to ensure the greater good of Lebanon. It's important to push and support the government for elections, it's a difficult task, its not the lack of technical expertise in the government or the CSOs, its because the government employees are leaving, in essence the expertise is there. The political will to advocate for reforms and to ensure elections are conducted to international standards is what was missing.  
**Male local NGO worker.**

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While this be as it may, the undeniable leverage and overwhelming political as well as technical acumen of UNSCOL, UNDP and the LEAP project itself, was proof in the pudding, that elections can take place albeit with international support. While elections were not seen to be perfect, they did meet certain international standards albeit with certain caveats. Many of these caveats were in

relation to shortened timelines, lack of finances, the overt influence of the political patronage on the elections and of course the legal loopholes in the electoral framework. Notwithstanding, there was consensus that if elections had taken place without the support of the project, they would have not met minimum international standards.

Dependence on the project was seen as a genuine concern, and therefore the issue of conditionalities was put on the table by some of the interlocutors. Although the majority agreed that while conditionalities could be useful in theory, in practice they would be very hard to implement. Presenting financial incentives to support the elections (financial support) has proven effective. Nonetheless, the appetite to hold the elections, was arrived at through the push commitment of the UN engagement to promote the holding of elections through the ISG and discreet diplomacy with key political actors when meeting different members of the diplomatic community. Coherent and timely messaging by the international community proved important, and in fact some members of diplomatic community expressed interest in even greater collaboration to ensure a more strategic approach to electoral issues in the country. The intervention enabled the international community to speak as one voice and ensured uniform messaging to gently nudge the government to support a democratic electoral process. Thus, avoiding a political impasse which would have been detrimental to the sustainability of democracy in Lebanon.

It was acknowledged that gentle persuasion and behind the door discussions are preferred, a minority of interlocutors consulted did state that they would like to see LEAP particularly to have more "teeth". The second iteration of the project did not produce the extent of reforms needed, and while many interlocutors were cognizant of the numerous challenges preventing electoral reform to take place, some interlocutors consulted are of the opinion that a carrot and stick approach might be needed to push for reforms in the future.

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**Leap should have more teeth and more conditionality, in forcing the**

government to do things itself. To advance in specific reforms. Several work with security forces, the person received the funds become kidnapped by the government agency, you are failing, who is supposed to perform. In the end it comes down to doing nothing, or what the government wants it to be. I would want leap and UNDP aggressively pushing the government to upgrade itself. (National CSO member)

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To adopt a carrot and stick approach is of course risky, and undermines the good work already done to date, especially with regards to the gender quota which was successful after adopting a longer-term and more varied strategy to inform and generate awareness and eventually transform into a positive change.

The fruits of the efforts to promote adoption of the gender quota are yet to be seen. There is of course the danger that the original gender quota proposal will be diluted to smaller numbers or worst-case scenario, rejected. Nonetheless the support to grassroots organizations to create political pressure is paramount and the project followed the right strategy by reaching out to more than the *usual suspects* amongst civil society to push for an issue which has for a long time been fraught with resistance.

This know how is of course sustainable, coupled with the important knowledge products which have built a good picture of the challenges, opportunities and strategies which could be utilized for future endeavors. The combination of the project to provide not only procurement and technical electoral assistance but to also build and sustain platforms and build areas of expertise in certain areas which can feed into future strategies is significant. This with their technical knowledge and commitment to understanding the Lebanese context which invariably feeds into advisory notes and papers is paramount. This coupled with the very good relations it enjoys with all stakeholders

**provides the project with a technical advantage over more standard election support projects.**

Nonetheless, while human resources may be scarce and the financial commitment to pay for elections limited, much of the technical support afforded by the project consisted in the development of papers, Strategies, protocols, and plans. These products are all sustainable and are in fact important to continue the good work already done. When designing the new project document, many of the key objectives expressed in the second iteration of LEAP are also included in the third iteration of the project. Nonetheless, when looking at the money invested, much of the same equipment can be utilized for the future, and in fact all is almost all prepared for the municipal elections and does not require the procurement of further items (although some of the items were already specifically procured for the eventual taking place of the municipal elections in 2023).

Equipment utilized for media monitoring in 2018 by the SCE was indeed utilized for the 2022 electoral event, therefore much of the equipment utilized is sustainable although in some instances, they do require update and upgrades, but this is part and parcel of utilizing technology which requires software developments to keep it relevant.

Furthermore, when consulting with many of the interlocutors, the overall technical ability of the institutions was not questioned, and in fact an important number of stakeholders believed that the technical ability of the institutions should not come into question. Nonetheless, several institutions did mention that the overall support of the LEAP project and UN electoral engagement enabled the elections to be democratic and enabled the institutions to promote integrity, transparency and participation which are essential ingredients to enable and sustain democracy.

To this end, while the overall likelihood of sustainability is not as high as it could be, this is more to do with the circumstances that Lebanon is currently experiencing, rather than the ability of the project to ensure sustainability. Many of the problems cited in the election observation

reports, are not necessarily about technical capacity but are rather more the mandate afforded to each institution, especially that of the SCE. Recommendations do not require more investment in the technical capacity but more the technical mandate so that for example the SCE can exercise the due diligence required to ensure that elections are indeed transparent and promote integrity. Nevertheless, as has been highlighted under relevance, even electoral reform will not reduce entirely the violations that have been seen to be committed by the political patronage. These need other solutions to ensure that different areas of the electoral process are targeted with support and not only the institutions themselves.

## 6.6. Impact

*Impact is defined as to the extent to which the intervention has generated or is expected to generate significant positive or negative, intended, or unintended, higher-level effects. Impact addresses the ultimate significance and potentially transformative effects of the intervention. It seeks to identify social, environmental, and economic effects of the intervention that are longer term or broader in scope than those already captured under the effectiveness criterion.*

The data collected for this particular criterion emanated from the key informant interviews held with the key beneficiaries, experts on elections and civil society as well as the international community.

The criterion of impact is deemed satisfactory. The criterion of impact was deemed satisfactory given that the intervention had a significant impact in enabling the electoral process to take place, this was no mean feat given the Lebanese context at the time. The holding of elections is a key milestone in the country's history and while significant gaps still exist in the legal framework, and capacity still needs to be strengthened, the political establishment still has a tight stronghold over the political development of the country. Nonetheless, the elections did spark a slight shift in the political dynamics which could have the potential to fuel more electoral reform and the advocacy of more democratic practices in the future. Electoral Reform has progressed under the project, but not to the extent foreseen. This was to be expected given the circumstances. Nonetheless while the expected targets were not achieved, there has most definitely been a shift in progress especially with regards to the gender quota, and such progress needs to be acknowledged.

**EQIM6**To what extent did the UN's interventions (political and technical) contribute to increasing the Government's ability to improve performance of institutions and promote participation and accountability?



**Key finding impact 1:** The intervention had a significant impact in enabling the electoral process to take place, this was no mean feat given the Lebanese context at the time.

Universally, the right to stand and to be elected is recognized by international law. The Universal Declaration of Human Rights (UDHR) 1948 played a significant role in the development of political participation as a universally accepted human right. These rights are linked to several other significant rights such as the right to freedom of expression, right to assembly, right to association and movement. In 1966, the International Covenant on Civil and Political Rights (ICCPR) was signed, this is a binding instrument to which Lebanon made its accession in November 1972.<sup>32</sup>This covenant builds upon the right to political participation, underlining the requirements associated with elections which are clearly a pertinent part of this right. The project supported this right and enabled elections (that were in danger of being postponed or even of not taking place) despite the limitation's concomitant to the economic and financial crisis and the political complexities of Lebanon.

As was highlighted under relevance, the LEAP project aligned its overall goal with that of the

<sup>32</sup>

[https://tbinternet.ohchr.org/\\_layouts/15/TreatyBodyExternal](https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal)

</Treaty.aspx?CountryID=96&Lang=en>



UNSF 2017-2022. Outcome 2.1 (outputs 2.1.1. and 2.16) and Outcome 2.3 (2.3.1. and 2.3.2) are the most relevant. While as will be examined below, electoral reform was only accomplished to a limiting extent, the overall impact of the intervention has been positive, given the complexities of the country and all the challenges that it was facing during the tenure of the project.

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“In the period 2020-2023, there have been many overlapping crisis, Covid 19, the 2019 post crisis, the financial crisis, the devaluation of the currency, the 2020 explosion of the port which razed half of Beirut. Taking all this into account, the biggest achievement of the project was the holding of the elections. It has managed to produce a parliament. The technical assistance afforded by UNDP and the political push by UNSCOL made it happen. Without the 2022 parliamentary elections, you cannot talk about democracy in the country.” **External Election Stakeholder - male**

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UNDP has decades of experience of lending technical assistance to EMBs around the world, while this experience has stood them in good stead to deliver technical elections, political complexities often overshadow the technical results. Cognizant of this, many of the UNDP electoral projects enjoy political support from the UN offices, notwithstanding, the delineation between project and the extent to which the UN office can support such projects has sometimes erred on the side of caution resulting in the perceived failure of electoral support due to the influence of politics on the process. In Lebanon, however the presence of the UN Mission under the guise of the Special Coordinator and its aligned support with UNDP LEAP has been heralded as best practice. While operating as “One UN” is not always easy to navigate, the complementarity between the technical work of the UNDP LEAP and the political acumen of UNSCOL led to an enabling environment for the elections. The mechanisms

(please see under section on coherence) instigated by UNSCOL in cooperation with UNDP to build consensus amongst the key actors, both external and internal promoted the push needed to hold timely elections.

**Key finding impact 2: The holding of elections is a key milestone in the country’s history and while significant gaps still exist in the legal framework, and capacity still needs to be built, the political establishment still has a tight stronghold over the political development of the country. Nonetheless, the elections did spark a slight shift in the political dynamics which could have the potential to fuel more electoral reform and the advocacy of more democratic practices in the future.**

While the great majority of the interlocutors consulted concurred that the key success of the project was that the elections took place, the significance of this event was also recognized by most of the persons consulted. It was not just important for the country, the electorate and indeed for the preservation of democracy that the holding of elections was a key milestone in their democratic history. The country has in parallel witnessed a small shift in the political dynamics. New “change” parties have been able to garner some gains in the parliament, which could potentially challenge the “patronage regime.” Furthermore, while only two more women have been elected in the 2022 parliamentary elections, fifty more women put themselves forward as candidates as compared to 2018. The overall acceptance of women effectively participating in politics is still not accepted by many of the key political parties, however, there is sense of a distinct shift in the dialogue and many political parties now find themselves having to pay visible lip service at least publicly to the concept of having women in parliament. While the political parties are seen to *talk the talk*, there is still a long way to go before they *walk the walk*. Nonetheless, there are glimmers of hope that the idea of inclusiveness is becoming more cemented in the mindsets of different political and electoral actors, and many concurred that the passing of a gender quota is not an “if” but a “when”.

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“There are many challenges in the electoral process, the main

success was to make the election happen, given the political context before elections, it was a great success that they took place. This was the result of advocacy from international partners, from UNDP and the work of the institutions involved in the process to make possible that the elections could happen. The problems all EMBs were facing, the challenges were enormous, without the support of UNDP, human resources, how to implement tools for the SCE, how to help the directorate of political affairs, I think it would have not been possible to respect the timeline. We are cognizant of the fact that challenges are still there, but now we see there was a new role for the opposition, opposition candidate from civil society, and independent candidate, and while the result of having eight women elected is still not enough, it was better than the previous elections.”

**International NGO – male interlocutor**

EQIM6.1 To what extent did the performance of the institutions increase and promote participation?

**Key finding Impact 3: There is some evidence that the overall performance of the project in its support to not only the institutions but the electoral process per se has promoted inclusivity and participation, albeit in a small way. There is a distinct sense of a shift of mindset, and this has the potential to pave the way for more effective participation in the future.**

The assessment of the performance of the institutions by the different election observation missions was overall positive, some of the inherent limitations and weaknesses were recognized to derive from scant available human resources and the limited access to economic resources and the lateness of the delivery of certain aspects of the process due to the crisis in the country and the uncertainty surrounding the

electoral process and *if and when* it would happen. The limited resources afforded to the institutions exacerbated the legal loopholes and their overall impact on the process. The question of independence of the SCE and its limited mandate constituted for many some of the key challenges facing the electoral process on how to ensure an equal playing field between the candidates, especially in the current financial climate and the ever-increasing tendency to utilize social media for campaigning. Three of the six key recommendations issued by the EU EOM report centered around the SCE. LADE’s report focused more on the patronage regime and its impact on the process including misuse of resources, electoral bribes, violence and incitement and unequal media coverage. Many of the recommendations focused on amendments to the law and not on procedures and the performance of the institutions, although there was much critique from the LADE report as to the overall legitimacy of holding the elections to prop up the patronage regime.

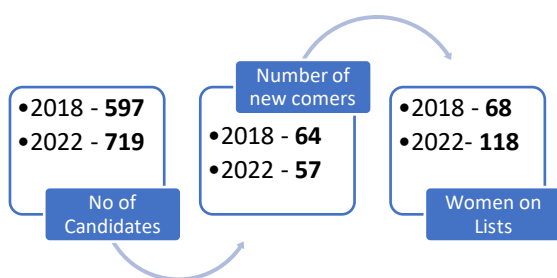
While the EOMs concurred with the lack of training of the polling staff leading to confusion on election day and a recognition that voter education was not timely, the participation of voters was not largely affected if we compare the results with 2018. The context should also be acknowledged, whereby the law dictates that voters must vote from their place of origin rather than their local residence, making it impossible to return due to expensive petrol prices and overall expense and inconvenience of travelling to somewhere outside of their place of residence.

Notwithstanding, when examining the figures of participation in numerical terms, there are definite increases in the number of persons registered and the number of total voters. An additional 221,024 persons were registered in 2022 than in 2018. A further 90,480 additional persons voted in the 2022 elections inside Lebanon and nearly 100,000 (95,242) additional persons voted in the out of country elections. Nonetheless in percentage terms, the percentage of persons turning out to vote almost mirrored that of 2018. When looking at the number of candidates an additional 122 registered to be candidates including 50 more women registered to be candidates as compared to 2018.

Notwithstanding, only 57 nominees were newcomers as compared to 64 in 2018. To this end, while the context was far more complex and key parts of the electoral cycle were either delayed, shortened, or simply not afforded with sufficient support (financial or human), the overall figures did not illustrate a decline in participating in the elections either as a candidate or as a voter.

2018		2022
3,746,483	Registered Voters	3,967,507
1,861,203	Actual Voters	1,951,683
46,799	Non resident actual voters	142,041
49.68%	Voter turnout	49.19%

Box 8: Registration figures comparison 2018/2022



Box 9: Comparison of number of candidates for the parliamentary elections 2018 vs 2022.

The Universal Declaration of Human Rights speaks not only of processes but of outcomes: “The will of the people shall be the basis of the authority of government”. Elections are the mechanism by which this will is to be expressed, and in which citizens’ right to political participation is exercised. The process is not an end in itself. A genuine election is ultimately one in which the outcome reflects the freely expressed choice of the people. But it is not enough that an electoral process produces such an outcome: citizens must have confidence that this outcome indeed reflects their will, in order for it to be accepted. This confidence is in turn determined by factors that go beyond the quality of the electoral process itself, or compliance with international obligations: it is also shaped by the broader political and economic context.

<https://www.ohchr.org/sites/default/files/Documents/Issues/EqualParticipation/DraftGuidelines/UNDepartmentPoliticalAffairsUNElectoralAssistanceDivision.pdf>

While the various election observation missions cited problems with vote buying, violence and unequal campaigns, the results were widely accepted and despite the array of complexities that the country was experiencing, democracy was able to prevail and an additional political crisis was averted.

“While there is an evident reliance on UNDP for the elections, the Lebanese did not have sufficient funding, and as a result used the lack of money as an excuse to postpone the elections and for the government to keep the status quo. To this end, it is far better to have elections, have a new cycle and let the Lebanese citizens choose who they want by going to the polls.” **International development partner.**

To this end, while the electoral process has not necessarily advanced particularly with the much-needed checks and balances to avoid some of the major violations experienced in the 2022

elections, there has also been no real regression in the democratic process, and the holding of the elections has enabled the country to move forward. When looking at the assessment from Freedom House, the shift in the overall scores of political rights and civil liberties has hardly changed. The overall score of political rights stands the same as it was in 2019 and has improved on the years 2021 and 2022 and while civil liberties has declined slightly, the shift is something which can be addressed in the next LEAP and has not dented the overall perception of the idea of democracy in Lebanon.

**Table 8: Freedom House Scores for Lebanon from 2017-2023**

EQIM6.2. To what extent did all intended target groups including the most disadvantaged and vulnerable benefit from the intervention?

**Key Finding Impact 4: The project cannot boast any groundbreaking shift with regards to persons with disabilities and youth, yet there is evidence that the needle has shifted, albeit in a very small way.**

When looking at the overall process and the work afforded to civil society and other actors, there is a distinct recognition that while not necessarily achieving huge shifts in voter turnout or participation of certain groups traditionally marginalized during the electoral process, there is a distinct shift in awareness and recognition of the importance of a wide range of persons participating in the elections. This is not to say that groups such as PWDS or indeed youth are guaranteed inclusiveness in the process, (please see under the section gender and human rights for more information) but a shift has been noted, and the dialogue for these groups to participate more effectively is acknowledged and understood. While women’s rights have been discussed for over ten years, albeit with limited quantitative success, the importance of youth participating both as candidates and voters had been largely ignored and persons with disabilities have struggled to have their voices heard as well.

EQ6..2To what extent has electoral reform progressed under the project?

**Key Finding Impact 5: Electoral Reform has progressed under the project, but not to the extent foreseen. This was to be expected given the circumstances. Nonetheless while the expected targets were not achieved, there has most definitely been a shift in progress especially with regards to the gender quota, and such progress needs to be acknowledged.**

In retrospect, the overall vision of LEAP II in the original ProDoc does not necessarily reflect the emerging situation and the ensuing complexities

	Status	Score	Political Rights	Civil Liberties
2023	Partly free	43/100	14/40	29/60
2022	Partly free	42/100	13/40	29/60
2021	Partly free	43/100	13/40	30/60
2020	Partly free	44/100	14/40	30/60
2019	Partly free	45/100	14/40	31/60
2018	Partly free	43/100	11/40	32/60
2017	Partly free	44/100	14/40	30/60

and challenges for the project and indeed the country that emerged almost since the beginning of the project in 2020. As reiterated above many believed that elections would not happen, and therefore the overall focus of the project was to “get the elections done “and therefore the appetite by all actors for electoral reform fell by the wayside. As can be seen under table 9 the needle on political rights and civil liberties has slightly decreased but this is only to be expected given the current circumstances. Election observation reports highlighted the overwhelming challenges faced by the election management bodies due to a shortage of funds, the consistent

fluctuation of the dollar, the extortionate fuel costs and the economic crisis which impacted heavily on the different institutions' ability to attend work. These problems were further exacerbated by the political patronage which still has a stronghold over political dynamics and was able to exercise its power over voters while engaging in several electoral malfeasances such as vote buying, abuse of state resources and electoral violence. (please see under each output under the section on effectiveness for the overall assessment of the impact of LEAP on individual institutions and their work). Furthermore, the other critique was the lack of the still much needed reform and the fact that none of the recommendations from the 2018 EU EOM report had been implemented. This inaction of course escalated the negative impact that the weak legal framework had on the "rules of the game" especially with regards to campaign finance corruption and the censoring of the media. As a result, as has been outlined under effectiveness, some of the indicators concerning electoral reform were not achieved. The foreseeing of the crisis and the devastation bestowed upon Lebanon because of the many complexities endured during the tenure of the project were of course outside the scope of the project. To this end, many of the desired reforms were not even tackled and the project's protracted role was to sustain and advocate for an electoral and democratic process, rather than build capacity and promote electoral reform.

Notwithstanding, despite these challenges, lower hanging fruit, such as gender equality has been tackled. While the country is still to see a gender quota, the project has made enormous strides around gender equality and has also contributed to advocating for a more inclusive process for youth and persons with disabilities.

The project has provided long term support to several NGOs including 50-50. While countries in the region resulting from the Arab Spring, such as Egypt, Tunisia, and Libya were able to sign into their laws amendments to introduce gender quotas; Lebanon has struggled to introduce a quota. The resistance to the quota has been felt from many quarters, with resistance deriving mainly from the political elite, religious factions and the patriarchal society which is so dominant in

Lebanon. The evaluation revealed that while there is consensus that women's participation is important, and gender equality is something that should be strived for, there are different schools of thought and levels of support for the introduction of a gender quota, particularly at the level of municipal government. Some believe that it will not be implemented, as it will be too difficult to implement while others believe that political parties are simply not ready for such a change.

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"I am not sure if the political landscape is ready for it. There are many cultural barriers, while the main political actors and stakeholders are most definitely discussing it, they may not actually want to support it."  
**(International Consultant for NGO)**

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**Image 2: Photo of the 10 MPs who signed the proposal for gender quota law.**

A gender quota was tabled in the parliament for the parliamentary elections but was rejected. Nonetheless, in December 2023, women groups and women NGOs led by 50-50 were able to gain enough traction for 10 MPS to sign the gender quota law for the municipal councils developed by UNDP and Fifty fifty. The signed draft law was referred to 3 parliamentary committees as follows:

- Women and Child Committee
- Administration and Justice Committee
- Defense, Interior and Municipal Affairs Committee.

Following the debate and approval in the committees, the draft will be discussed in the Joint Parliamentary Committee and finally in the Plenary for ratification. As stated above some of the interlocutors consulted believe that it will fail or it will be very difficult to pass, while lip service is being paid to gender in politics, there is still a lot of opposition. There is still some way to go, and while there is still a possibility that the gender quota might be approved prior to the municipal elections, the very fact that the gender quota has got this far, and that it is very much an alive debate, demonstrates that the project has gained enormous ground, especially given the resistance to a gender quota in the past. The same interlocutors who expressed some concern with regards to the passing of the quota were unanimous in their opinions that there has been a change, and indeed gender, gender equality and women's place in politics is being discussed and is visible. This is a huge step forward and while the overall objective of the project was to pass a quota, and as outlined under relevance section there is more than way to ensure gender equality and women's active and effective participation in the electoral process.

**This section examines gender and human rights. The section will address gender equality and women's empowerment throughout the evaluation scope of the analysis and evaluation criteria. In addition, the overall design of the action and the extent to which it has ensured that the needs of women and PWDs and Youth have been considered will be examined. The section will also examine the implementation of the action and the extent to which it ensured gender sensitivity in its activities and the promotion of gender equality from both the project management and results perspectives.**

The results and the extent to which they were gender sensitive will be further examined by aligning the Gender Outcomes Effectiveness Scale (GRES) with the gender at work framework, as well as the extent to which a gender marker of three was relevant. Finally, the overall change towards GEWE, and human rights to which the project contributed during its duration, and the possible achievements in the medium and long term are also measured.

- Currently women represent only 6.25% of the 128 elected officials in Parliament (8 seats) and 5.4% of the country's municipal councils. In both cases, the results reflect a slight incremental trend in women representation, as compared with previous elections, but progress remains very low;
- The current law proposal is an amendment to the Municipal Act 118/1977 that regulates the election of the municipal councils. The Municipal Act does not regulate only the municipal elections but all the administrative and legal matters concerning municipalities;
- The electoral system in local elections is different than the one used for the parliamentary elections. For the conduct of the municipal elections the electoral system is majoritarian or first-past-the-post while the candidates register individually, as independents (not under party lists).
- The proposed draft law provides for the following:
  - ◆ 50% reserved seats for women: for the municipal councils that comprise 15, 18, 21 or 24 members; and
  - ◆ 30% reserved seats for women: for the rest of the smaller municipal councils that comprise 9 and 12 members.

## Gender and human rights

The data is a combination of both quantitative data from the results and overview of the electoral process and the results from the focus group as well as the key informant interviews with CSOs, political parties, and key electoral stakeholders.

EQGHR7. How well has the action addressed the issues of human rights concerns, gender inclusion, women's equality and empowerment across all aspects of the intervention's design, development, implementation and its management?

**Key Finding Gender and Human Rights 1: The project has made a concerted effort to ensure that gender issues and participation of vulnerable/disadvantaged groups have been further mainstreamed to promote an inclusive and participatory electoral process.**

“The presence of gender discrimination in the Lebanese society, the prevailing patriarchal mindset, as well as governmental laws are the main issues that impede a woman’s path towards success specially in politics.” **Extract from women in politics - Madanyat**

### Participation of Women

The evaluation finds that the gender and human rights criterion are considered satisfactory and that concerted efforts have been made to ensure gender, persons with disabilities and youth were more visible aspects of the project although their overall design of the project could have included more gender sensitive indicators, information could have been disaggregated further and gender and other groups could have been more visibly mainstreamed across the design of the results framework. Notwithstanding, the project has made great strides in ensuring that particularly gender is an integral part of the electoral process and debate on gender equality and gender empowerment in politics is more openly discussed. UNSCOL also played an important role in convening key actors to promote equality and ensured gender sensitive messaging in its calls to the government to promote an inclusive and participatory electoral process.

The historic introduction of the gender quota to the parliament and the commitment of ten MPs from a wide spectrum of parties have proven that the project has a great capacity to advocate for gender. While the gender quota has not yet been approved, the intervention’s trajectory to get to this point needs to be acknowledged and indeed appreciated. While the same achievements have not been seen for youth and persons with disabilities, the issues of these two groups are definitely gaining ground, albeit in a less recognized manner.

The number of women registered to vote in the parliamentary elections slightly exceeds the number of males. In 2018, a total of 1,904,207 (51%) women were registered to vote and a total of 1,842,276 men (49.2%) were registered giving

EQGHR7.1.Extent to which the action has ensured that gender issues and participation of vulnerable/disadvantaged groups are mainstreamed in support of inclusive and participatory electoral process.

an overall total of 3,746,483 persons entitled to vote. In 2022, an additional 221,024 persons were registered to vote giving an overall total of 3,967,507 with 2,022,387 (51%) (49%) women and 1,945.120 men.

The number of persons putting forward their nomination for candidate has certainly increased, with a total of 122 additional candidates being registered as candidates, despite the nomination fee increasing from 8 million LBP (2018) to 30 Million LBP in 2022.

#### 2018 parliamentary elections

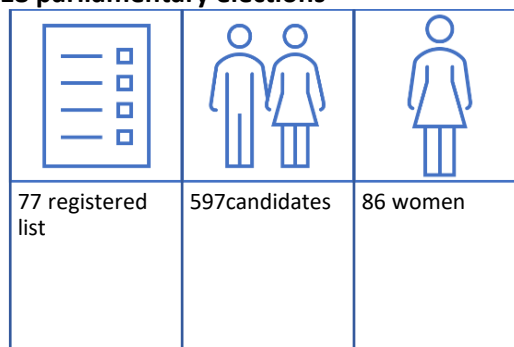


Figure 18: No of female candidates in 2018

#### 2022 Parliamentary elections

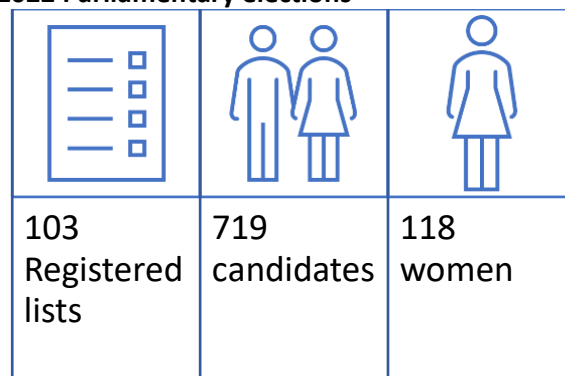
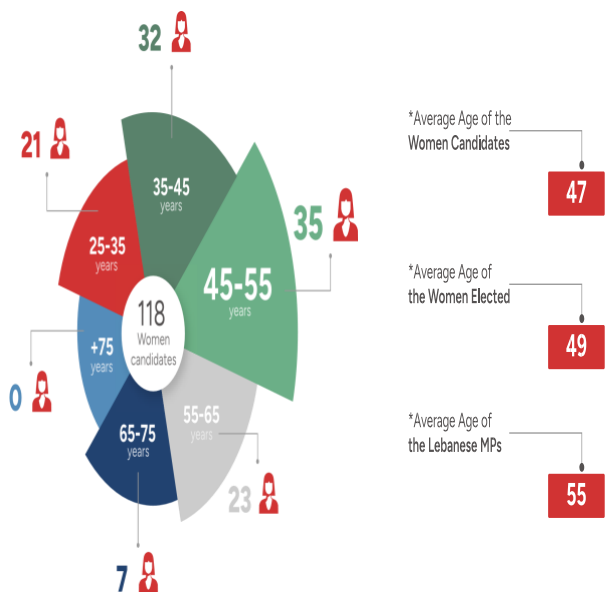


Figure 19: No of female candidates in 2022



**Figure 20; Number of women who were candidates in 2022**

Most women were between the ages of 45-55 with the average age of the women elected being 49, the overall average age of the Lebanese candidates being 55.

Age	2018	2022
25-35	9	21
35-45	22	32
45-55	23	35
55-65	22	23
65-75	8	7
75+	2	0
<b>Total</b>	<b>86</b>	<b>118</b>

**Table 9: Comparison of the number of female candidates in 2018 vs 2022.**

The shift in the number of female candidates has definitely been seen amongst the younger members of society, with substantial increases being noted in the age brackets 25-35, 35-45 and 45-55.

With regards to the women who put themselves forward, 51 were independent candidates and 25 from civil society, the rest represented the different parties, with 8 of them from Lebanese Forces and 6 from Kataeb. This unfortunately demonstrates that women are still finding it difficult to run under party tickets. Only three of the 8 winning candidates belonged to a political party (Inaya Ezzedine (Amal), Nada Boustany (Free Patriotic Movement) and Sethrida Geagea Lebanese

Forces (LF); the rest were all independent candidates.

Out of the 118 female candidates who ran in the 2022 elections, 24 of them were the same female candidates. When looking at the number of votes that they won, five of them had less votes in 2022 than in 2018. The rest all increased their votes, although of course not all of them became MPs. The highest scoring candidate with 15,266 votes was Inaya Mohamad Ezzedine, although she received 3000 votes less than in 2018.



**Figure 21: Photos of the eight women elected to the Lebanese parliament – (source: <https://today.lorientlejour.com/article/1300011/-25.html>)**

Given the electoral systems in Lebanon which is based on preferential lists, which of course puts women at a distinct disadvantage, only 7% of the preferential votes cast went to women.

To this end, while much has been done with regards to increasing women’s participation, and this is evident in the figures for the number of candidates putting their names forward; many of the obstacles facing women in the political process are indeed political whereby to date there is no gender quota, there is little support by political parties to support women and the overall system does not encourage a fair and proportionate system which could advance women’s political rights.

With regards to participation of women in the actual elections, as well as having more women registered, women tend to turnout to vote more than men. In 2018 more men turned to vote out in South 1 – Jezzine- Saida and in 2022 men in Beirut turned out to vote more than women. In all the other districts, women turned out to vote



more than men, yet many still of course vote for men.

### Participation of Youth



Unfortunately, in comparative terms, it is a little difficult for the evaluation to come to some key conclusions. The very useful booklets produced by the LEAP projects differ in the type of data extracted, which makes the overall comparison of figures a little difficult.

According to the statistics from 2018, a total of 1,114,994 from the ages 21-35 registered to vote, however the figures from 2022 do not provide the same ages groups. Instead, we see that a total of 1,442,082 persons between the ages of 21-39 are registered to vote. While this is of course an increase since 2018, it's impossible to know how many 36-39 years old are amongst these figures.

With regards to candidates, there is a definite shift in the number of youths being nominated for candidature. The minimum age of candidacy is 25, and in 2018, 28, candidates (4.7%) of the candidates belonged to this age bracket. In 2022, a total of 77 youth aged between 25-35 were registered as candidates. While this in percentage terms only represented an increase of 6% which is quite substantial, in numbers there are 51 more persons between 25-35 who registered as candidates.

2018		2022	
Age	MPs	Age	MPs
25-35	3	25-35	3
35-45	12	35-45	17

<sup>33</sup> <https://www.undp.org/lebanon/building-lebanon-forward-inclusive-and-accessible#:~:text=Persons%20with%20disabilities%20in%20Lebano>

45-55	34	45-55	34
55-65	38	55-65	46
65-75	31	65-75	23
75+	10	75+	5

In terms of persons voted into parliament, the youngest parliamentarian was 29 in 2018 legislature (Sami Fatfat) and now in 2022, the youngest MP is 27 years old (Michel El Murr Jr.). In terms of the number of youth in Parliament, this has not increased, although the number of persons from 35-45 has increased by 5 in comparison to 2018. Another age group which has increased is that of the 55-65 age group and those above 65 have seen a definitive decrease.

### Persons with Disabilities

EQGHR7.3. Extent to which women's political trajectory has improved over the course of the project?



In March 2022, the parliament authorized the government to ratify the Convention on the Rights of Persons with Disabilities and its Optional Protocol. According to some sources, there are approximately 10-15% of persons living with a disability in Lebanon, which is an important percentage of the population.<sup>33</sup>

As in many countries around the world, persons with disabilities are excluded and marginalized from participating in society. Their participation in political life has long been a struggle, and while some glimmers of hope have been seen, the journey is still a long one. The project did produce voter education material to encourage the visually impaired and the hard of hearing to vote.

n%20represent%20between%2010%20and%2015,totaling%20approximately%20to%20around%20910%2C000.

The evaluation was unable to conduct a focus group with persons with disabilities however in individual interviews, there was the acknowledgement that while more could be done, the issue is starting to gain some ground. The inclusion of the decision to hold polling on the ground floor, although by some this effort was seen as tokenism and did not address the whole issues of assess of PWDS to the electoral process, was an important start. Nonetheless the importance of this gesture for some should not be understated. Many pwds, the elderly are discouraged from voting as they simply cannot assess the other floors without any support from others to climb or get up the stairs.

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I felt that I had my dignity renewed when I could vote on the ground floor and did not have to be carried up the stairs by other persons in order to vote. **Female PWD**

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**Key finding Gender and Human Rights 2. Women political trajectory is on a positive path, and the project has contributed to solidifying the gains under the former project. Nevertheless, there are still important issues to address, while some of these are systemic, with regards the law and type of electoral system others are embedded in the social norms and deep structures which mutually reinforce patriarchal views and resistance to women’s empowerment and gender equality.**

### **On a positive path**

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“Political parties recognize they have to give lip service to women, to show up to panels, they are going to have show face, describe what they are doing with regards to women.” **Female NGO worker**

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There is a consensus by the interlocutors that women’s rights, particularly political rights are on a positive trajectory. The 2019 revolution paved the way for a new role for women and youth, and the spillover effect on the politics of today is palpable. While there is still a long way to go, many of the more resistant political parties are paying lip service to women’s rights and are at least in public positing their support for women to progress in politics.

The findings of the quantitative study revealed that 80% of respondents acknowledge having experienced VAWP, demonstrating that it is a widespread phenomenon in Lebanon. However, according to those findings, only 39% of cases of VAWP experienced by participants or one of their colleagues have been reported. This could be linked to the absence of a complaint mechanism as 60% of participants estimated that no means or methods were available to report the complaint. Furthermore, findings showed the prevalence of online violence against women in politics on social media- **Extract from the VAWP survey by Madanyat & Maharat.**

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“There is more awareness on these issues, small cadre that is bringing a gender lens to the legislature. Many of the political parties have maintained their grip on power. However, in the aftermath of protests, there appears to be a small degree of change of pollical make up of parliament. It’s kind of glimmer of hope that Lebanon maybe on a slower path to change - the new blood it has brought into that mix. Everyone is veery aware and energized, time will tell whether the overarching problem finds itself into the political bargain and whether gender gets mixed in that mix, by trading it. To this end, support for gender equality is less of an “if” but more a “when”.

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To this end, the project has had a positive impact on the overall dynamics with regards to gender, and as will be seen below, many more women are

embracing politics and are interested in competing, although there are of course many obstacles to their participation.

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“Its much better than before gender inclusivity, women are becoming bolder in their approach they are no longer shying away from it, the traditional resistance is there but more and more women are being trained, and they are eager even those from the marginalized areas – nowadays there is more accessibility, and this means more women will make it in the municipal elections. The elections just need to take place “– **Female – Local NGO**

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The challenges are not only in attitudes towards women by a plethora of actors but often while women are deemed as accepted in the parliament, the media, and even colleagues sometimes talk to women as second-class citizens, asking them to keep their opinions to themselves. This inevitably leads to more discrimination and an accepted discourse that women’s rights do not matter.

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“we need to change the narrative and the way we speak, to be more gender sensitive in the narrative, inside the parliament.” **Female CSO member**

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Violence is apparent in several guises, and this was apparent in the campaign and was of course mentioned in the EOMs. While for example the SCE’s mandate needs to be strengthened, more needs to be done to prevent violence and educate different entities and the public about the devastating impact political violence can have on candidates especially women. Violence against women in politics is a widespread phenomenon, and the strengthened mandate of the SCE will only

be able to address those who commit it, but other types of strategies need to be adopted to prevent, reduce and ensure that it is reported.

In addition, some female candidates faced vicious attacks and hashtags over their kids’ disability and sexual orientation, two characteristics protected against hate speech. The absence of public condemnation of such instances and the lack accountability mechanisms entrenched impunity. **(EU EOM Report)**

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“its still hard for women to have their space. We monitored the presence online, during elections, most of the candidates, they are new to the online space, or if they were target to harassment, they withdraw from the online space....

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EQGHR7.4. Extent to which the assigned gender marker represents the reality of the project

### 6.1.1. Gender Marker

**Gender and Human Rights Key Finding 3: The gender marker was adequate for the project. It is acknowledged the implementation and overall oversight of the project is gender sensitive, nevertheless there are of course more actions to promote further gender sensitivity to ensure greater adherence to SDG5 and the overall objective of the project to improve on participation and inclusiveness.**

As reiterated under relevance, the project had an assigned gender marker of three, and this was warranted due to the specific output four although gender could have been better mainstreamed across the outputs to place more emphasis on the importance of inclusiveness across the whole of the election management institutions to fully strengthen the overall gender

transformative changes desired. To go a little deeper into the overall gender transformation of the project, the following section examines the Gender at Work framework. Gender at Work Framework can be utilized to examine what are the key drivers of change. The framework looks at the interlinkages between individual/systemic changes and informal/formal changes. The framework is said to “highlight the interrelationship between equality, organizational change and institutions or “rules of the game” held in place by power dynamics within communities.<sup>34</sup> It helps to “identify and connect internal process to understand and strategize for change across organizational dynamics and broader systems.”<sup>35</sup>

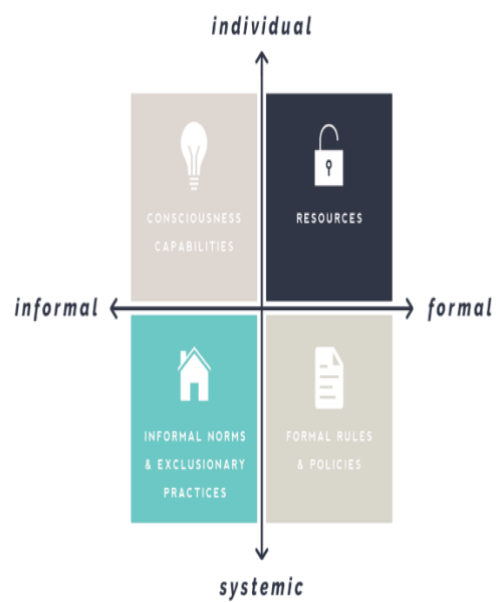


Figure 22: Gender at work framework

The Gender at Work framework in Figure 18 outlines the key framework that organizations/projects and agencies can follow to promote gender responsiveness at the strategy/project outcomes level. The project strove to cover all four aspects, however, there was a stronger focus on rules and policies, at least at indicator level. The project also covered very well consciousness and capacities, particularly with the different knowledge products produced and the support they afforded to women MPs and NGOs supported by LEAP through a wide range of civil society organizations.

To address some of the challenges and bottlenecks women face, it is essential to understand the context of the country. The project does this very well and was able to build upon the knowledge they built during the first iteration of LEAP. It is perhaps due to this, that the project was able to garner the support to obtain the signature of 10 political parties across the spectrum of political parties to sign the gender quota law proposal for municipal elections. As stated above the signed law proposal will be

introduced to the agenda of the relevant parliamentary committees for further discussion and approval. Time will tell to see if such discussions will take place and whether this will happen prior to the municipal elections. Notwithstanding the project captured many aspects of the gender at work framework.

While there was a wide spectrum of political parties signing the quota, there is still some resistance from political parties. The evaluation was unable to consult with a wide range of political parties due to their noninterest/non availability, however during consultations with civil society, there was still the sense that the quota still has a way to go in its journey and it is not yet *fait accompli*. To this end the evaluation reiterates the key finding gender and human rights above which suggests that a broader range of stakeholders need to be consulted to cement some of the key results under this iteration of LEAP. Otherwise, Lebanon will continue to hold the least number of seats for women in the region, despite all the hard work and efforts to date.

<sup>34</sup> Gender at Work, <https://genderatwork.org/analytical-framework/>.

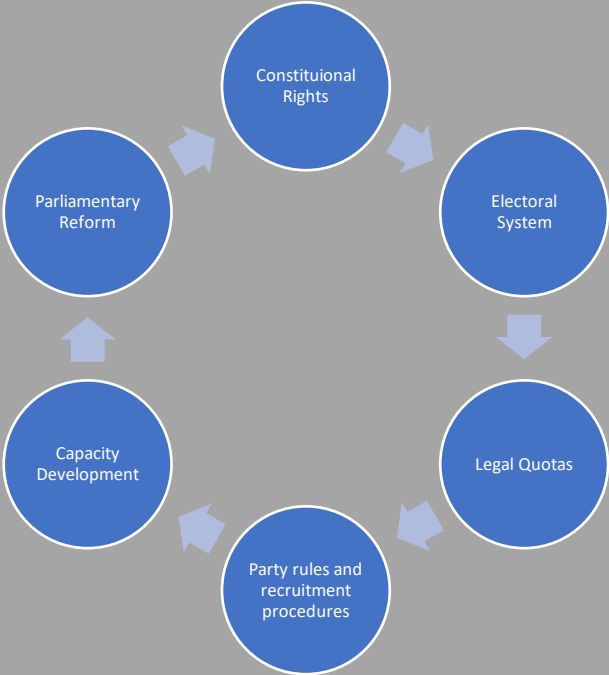
<sup>35</sup> Aruna Rao and others, Gender at Work: Theory and

Practice for 21<sup>st</sup> Century Organizations (Oxon and New York, Routledge, 2016).

Country	Year	No of Women in Parliament	No of total Seats	% of women in parliament
<b>Lebanon</b>				
	2022	8	128	6%
	2018	6	128	4.9%
	2009	4	128	3.13%
<b>Syria</b>				
	2020	28	250	10%
	2016	33	250	13%
<b>Israel</b>				
	2022	29	120	24%
	2021	29	120	24%
	2020	30	120	25%
	2019	28	120	23%
	2015	29	120	24%
<b>State of Palestine</b>				
	2006	17	132	13%
<b>Jordan</b>				
	2020	16	130	12%
	2016	20	130	15.38%

**Table 10: Number of Women in the parliaments in the region**

The OSCE and several other key actors working on democracy have suggested a six-step action plan.<sup>1</sup> The plan outlines the importance of ensuring equal opportunity for the participation of women in political and public life, building national mechanisms for the advancement of women and providing legislative assistance to support efforts in enhancing gender equality and combatting electoral violence and discriminatory practices. The six-step action is summarized below. As can be seen from the six-step action plan, only two of the steps have been addressed by the project, the legal quotes and capacity development. It is of course not easy to tackle all six steps, but in essence these are the six steps which need to be fulfilled to ensure gender equality in political life. While that be as it may, projects can also look at lower hanging fruit or where work has already been done. It is of course hoped that the gender quota is passed, but if it is not, there needs to be an alternative to start ensuring more effective participation in political parties. While UNDP does not ordinarily work with political parties, civil society can do this, and different political factions can be brought together with the support of UNSCOL and UN Women. There are already some political parties which are leading in promoting females in the political parties, therefore as gatekeepers to women’s effective participation, it is essential that discussions and capacity is afforded to the very entities that need to promote women’s political participation especially under the current electoral system.



Box 10: Elements of the six stage plan

## 7. Lessons Learned

**Electoral reform:** Electoral reform requires a high level of political will and is often a protracted and complex process. Strategies need to be built in taking in the overall context, identifying resistance to the reform and who are the key decision makers through research, studies and surveys. A multifaceted approach is a must, and grass roots organizations need to be at the heart of any change to ensure a bottom-up approach. The engagement of political parties and parliament are key for pushing reforms.

**Performance of the project:** While personalities should not dictate the overall performance of a project, UNDP LEAPs team's longstanding experience, commitment, enthusiasm, and ability to adapt when needed has been exemplary. Its continued efforts to combine research, technical papers, as well as dialogues with key stakeholders has proven successful and innovative and provides it with a key advantage over a standard election support project. The combination of the provision of standard technical assistance with its understanding of the political context and the excellent relations it has built with the key institutions and other election stakeholders has been paramount to its success. This inevitably lays the way for the further development of the project using its key human resources to provide innovative and research-based solutions to strengthen the institutions and to promote more integrity and transparency of the overall process.

**Effectiveness of the electoral engagement in Lebanon:** Elections are technical in substance but are political by nature. To this end a technical project especially in a complex political environment needs to work in harmony with the political arm of the UN to ensure a strategic approach towards engaging key stakeholders in the electoral process. The experience of LEAP and the political leverage of UNSCOL allowed for a harmonious and strategic approach in engaging all stakeholders to be on the same page and enabled the elections to happen in a relatively peaceful and democratic environment. Such collaborations should continue and be strengthened in order to push ahead for electoral reform where a nuanced approach and strategy involving political actors as well as grass roots and CSOs will be essential and

the UN Electoral Support Team has an important role to play.

**Internal Working Groups:** Holding regular meetings between UNDP/LEAP and UNSCOL has proven imperative. Both entities had the impression of being well informed of what the others were doing, and an exchange of ideas was essential to promote key messaging which inevitably resulted in the elections taking place.

**Election Working Group:** The election working group was paramount in ensuring that all interlocutors were informed, guided and kept apprised of the situation. The EWG was a key medium for building relationships while building consensus around key messages. It also served as a forum where information was shared to inform, avoid duplication and to provide a forum whereby new ideas and opportunities to work on different areas of the election emerged. The participation of CSOs and other key electoral stakeholders in this forum was pivotal and their future participation in a similar forum should be guaranteed in the future.

**UNDP Technical acumen:** UNDP is well positioned as an institution to use its offices to mitigate conflicts and promote transparency in the electoral process due to its neutral position in the international community, as well as its very good reputation among the Lebanese government and institutions. UNDP's mandate on electoral technical assistance and its global and particularly regional experience are exemplary. Furthermore, UNDP, which is arguably the largest contributor to electoral technical assistance worldwide and is supported by the EC-UNDP Electoral Task Force in Brussels and the electoral affairs division (EAD) in New York, is a further testimony to its reach and the influence it enjoys in support to electoral processes.

**Transformative Change:** To instigate change, it is essential to involve all actors and to ensure a multi-faceted approach to promote women and other groups participation in the electoral process. A long-term strategy combining research, technical support, capacity building as well as platform building prove key in promoting the gender quota.

## 8. Conclusions

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### Relevance

**Conclusion 1:** The intervention responded well to the needs of the beneficiaries and despite the numerous challenges facing the implementation of the project, the UN's effective engagement and support enabled the elections to take place. The intervention assured that a wide range of stakeholders were engaged with both the project, and UNSCOL ensuring that the three main electoral institutions had sufficient capacity to undertake the elections. The inclusion of groups outside of gender including youth and persons with disabilities were well acknowledged, as was the importance of reaching out to a wider range of civil society organizations rather than the usual suspects.

**Conclusion 2:** The overall relevance of the project in line with UN strategic priorities and SDGs was also well recognized, and the UN Electoral Support was well placed to promote the goals of the UN as well as the SDGs. While some of the targets of the different UN strategies have not been achieved in their entirety, there is no doubt that the support provided by the UN has contributed to the overall results. The intervention has provided key lessons learned to ensure greater adherence to the goals especially with regards to gender equality, and how to embark on an inclusive strategy to promote and advocate for the much-needed electoral reform as well as the promotion of other gender discriminatory laws.

**Conclusion 3:** The Theory of Change while relevant to the institutions was over-reliant on electoral reform to produce the chain of results expected. It is also important to note that the project due to the numerous challenges and crisis was unable to work under normal circumstances and had to adapt to a new working environment whereby the key goal was to ensure the taking place of elections. The overall political and technical acumen displayed by UNDP and UNSCOL were critical to promote the democratic process of holding elections and has stood the UN in good ground for continuing their important work in working with the key institutions and civil society for the future.

**Conclusion 4:** Given the good standing of the UN developmental and political arms, it is also

important to note that while a focus on the electoral institutions is critical to ensure transparency and strengthened capacity, the transparency, integrity and inclusiveness of an electoral process is not solely reliant on the overall performance of the election management bodies. Electoral reform while necessary, should not be the panacea to cure all ills, and a strategic focus on key aspects of the process such as campaign finance, vote buying, electoral violence and the unequal playing field which hindered the overall quality of the electoral process were largely absent. Different strategies to address these violations need to be examined and mapped especially taking into consideration that electoral reform may not always be possible according to the extent desired. Notwithstanding, it is also understood that one project cannot address all the weaknesses in an electoral process, but the cognizance that these weaknesses exist and how the greater electoral community can address these should at least be acknowledged.

### Coherence

**Conclusion 5:** the overall coherence of the Project is deemed to be highly satisfactory. The collaboration and cooperation between the UN entities and LEAP were essential in ensuring the successful performance of the project and the overall intervention. While some of the results of the project may have not been achieved due to the numerous challenges the project faced during its tenure, the involvement of both UNSCOL and UNDP ensured that despite the challenges encountered, elections took place. The combination of the two entities working towards the same goal were vital in pushing for elections and played an important part in assuring that the international community, development partners and electoral stakeholders were on the same page and exerted sufficient pressure to ensure that democratic elections could take place.

### Efficiency

**Conclusion 5:** The overall efficiency of the project was considered highly satisfactory, and, in fact, it has several good practices that can be replicated in similar contexts. The overall coordination and administration of the project was exemplary and the participation of both the political and development arm of the UN were key to its



success. The overall communication and management collaboration flow between UNDP LEAP and the institutions and civil society and communication flow between UNDP and UNSCOL was of a high level and promoted a strong and collegial approach to all activities and common objectives of the UN in Lebanon. Overall flexibility, professionalism and promotion of the Paris principles for aid effectiveness were evident and all these elements contributed to a successful project under the complex environment.

**Conclusion 6:** Project reports were produced quarterly with an annual report summarizing the results of the reports. In general, there was adequate monitoring of the activities and general management of the project. The quality of the reports was good; however, they lacked a more nuanced approach that could show the actual results in a more illustrative way. More efforts could have been made to at least link the indicators to the text to allow the reader to understand how, why, and what impact the scope of each indicator had. Overall project monitoring was good, especially with regular meetings held that served as an additional layer of oversight. A conscious effort to monitor for risks and new approaches was evident.

Conclusion 7: Collaboration between UNDP, UNSCOL and EAD New York as well as DPA were considered pivotal in ensuring that information was transferred promptly and effectively. Reporting and writing of code cables was efficient and enabled information to be shared and acted upon in a timely manner. The level of cooperation, and collaboration at the country level was considered a best practice and enabled the political and technical arm to work together harmoniously.

### **Effectiveness**

**Conclusion 8:** The overall effectiveness of the Project is deemed satisfactory. Out of a total of 89 activity indicators a total of 61 were achieved, 9 were partially achieved, 17 were not achieved and two were cancelled. Given the circumstances this is a huge achievement. While electoral reform and some training was not implemented, the project was able to afford sufficient support to the election management institutions to allow the elections to take place. This was no mean feat.

While the effectiveness of the project is deemed satisfactory and the problems encountered by the election observation missions with regards to the institutions were mainly due to the lack of finances or the lack of implementation of certain electoral reforms, the electoral process is still riddled with problems. Many of these are outside the scope of LEAP II, notwithstanding they overwhelmed the process's ability to ensure a high degree of inclusivity and transparency in the process.

### **Sustainability**

**Conclusion 9:** sustainability is considered satisfactory. While the project has helped cement several protocols and mechanisms, lack of funding and the sometimes-lackluster commitment to have democratic elections could prevent some of the results from being fully sustainable. Nonetheless, the issue of sustainability is a double-edged sword and while the overall future of democratic processes in Lebanon will of course be dictated by several factors, there are a number of strong reasons for continuing the project to ensure that the results obtained to date persist and can be built upon. One of key successes of the project is indeed the combined efforts of both UNDP and the project as well as UNSCOL to leverage the government, while recognizing that support to the electoral process does come with its complexities. The entities are in an excellent position to continue the work and obtain positive results for the future.

### **Impact**

**Conclusion 10:** the overall impact of the project is seen to be positive and given the challenges and complexities of the political and socio-economic climate of the country, the holding of elections was no mean feat. The contribution of the project to provide technical assistance and support to process is acknowledged by all as is the collaboration and cooperation between the UN entities, particularly between UNSCOL and UNDP. UNSCOL was the driving force which guided the diplomatic community to speak as one voice and ensure that elections were held. Furthermore, while turnout was slightly less than in 2018, there were positive aspects to having the elections, and there is a shift in the political dynamics as well as solidifying the resolve of civil society to positively contribute to the electoral process and advocate

for more effective participation and inclusiveness of women, pwds and youth.

### **Gender and Human Rights**

**Conclusion 11:** Gender and human rights are an important component of the project, and it was ensured that a wide range of groups were represented in the project. The gender marker of three was justified as it had a specific target aimed at women, although this was just under one objective/output. The project had a significant impact on the beneficiaries, and it was very clear that the activities developed the confidence and knowledge particularly of civil society to conduct strategic actions to promote further inclusion of gender and other groups. Furthermore, the research, and different knowledge products produced and supported by the project are key to developing more nuanced strategies to push for reform and more inclusiveness in the future. Ensuring that the project is seen from a feminist perspective would most definitely contribute to a

more strategic approach. Nonetheless the reaching out to other stakeholders and understanding the role of each stakeholder is essential.

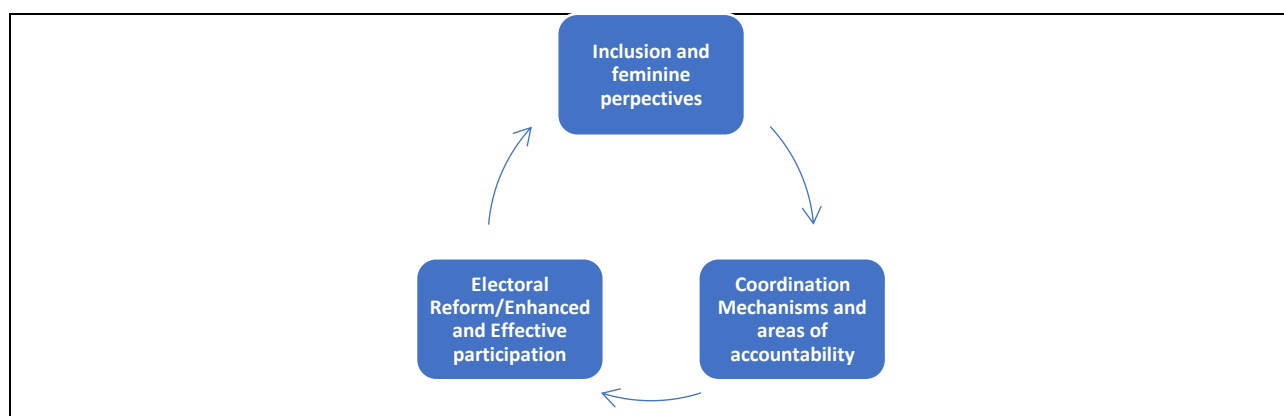
To this end, while the impact of vulnerable groups within the project is evident, the overall theory of change on how the activities might influence norms and practices which are traditionally discriminatory towards gender and other groups, especially among political parties and the public, was missing. It should be noted that political parties are the main guardians of the political space and are the gatekeepers of women's and other groups effective participation. It is acknowledged that women still have several obstacles to overcome to participate in equal conditions with their male counterparts.

## 9.- Recommendations

The following section describes the general recommendations derived from the report's findings and conclusions. The evaluation has strived to present tangible and actionable recommendations that reflect the capacity and experience of the entities involved in the intervention. The evidence presented in the report aims to address the intervention's ability to fully translate outputs into results.

Recommendations will be presented to the evaluation reference group and a presentation will be made with senior management and directors to discuss the overall conclusions and recommendations of the evaluation. Since the project has already ended, the recommendations

will serve as good practices and/or recommendations that could be implemented in future projects. The recommendations could also be used for some ongoing projects linked to the same topics or included as possible proposals for similar intervention. An audit trail of all comments provided will be sent to the evaluation reference group, describing how all recommendations and suggestions were addressed in the report. The recommendations revolve around three key themes and aim to improve the design, future implementation of project outcomes and products, as well as recommendations on how to manage a joint intervention in supporting electoral processes. The recommendations also focus on the monitoring of a similar project in the future, as well as possible actions to be taken by individual entities or in collaboration to ensure effective results.



Recommendation/Sub recommendation	Associated Criteria	Responsible Entity	Priority
<b>Coordination mechanisms and areas of accountability</b>			
<b>1. Promote effective coordination mechanisms to promote inclusiveness and electoral reform</b>			
<b>1a. Replicate UNDP /UNSCOL coordination mechanisms in future projects, ensuring collaborative and collegial coordination of the political with the developmental arm of the UN</b>	Relevance/Efficiency and coherence	UNDP and UNSCOL and equivalent UNDP Projects	High
<b>Rationale: The coordination between the two entities UNDP and UNSCOL has been seen as a best practice in support to electoral processes and should be extended to other similar contextual projects.</b>			
<b>1b. UNSCOL supported by UNDP/LEAP should instigate a series of dialogues with different actors.</b>	Relevance, impact and gender and human rights	UNSCOL and UNDP/LEAP	High
<p>Several interlocutors would like to see an even more strengthened role of UNSCOL to promote electoral reform and dissuade political impasses. While UNSCOL uses its good offices and regular meetings with key representatives of a high level, it would also be beneficial to launch a series of workshops with different actors to discuss electoral reform around the country. These will have to be carefully choreographed taking into account the political sensitivities involved, and UNSCOL would be best placed to lead such an initiative as appropriate. This should principally comprise political parties, however it would be good to involve other parties such as the EMBS, Parliament and of course the grass roots CSOs. A municipal approach could be utilized, given that different areas are more conversative than others. UNSCOL with the support of UNDP could launch a series of workshops to gauge</p>			

the mood and to start the debate on electoral reform. These controlled dialogues have proven useful in other UNDP projects in Latin America where the political climate was fraught with tension and should be contextualized to Lebanon ensuring workshops are at first facilitated to promote buy in and acceptance of different areas of electoral reform.

1c. Continuation and Promotion of more technical and political information to inform the diplomatic community	Efficiency and Effectiveness	UNSCOL and UNDP	High
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Rationale: The sharing of technical and political information and common messaging is key to keeping the development partners on board. Some of the embassies do not have the expertise in electoral matters and are not always apprised of the key issues affecting the democratic process. To have such information and/or access to key messages which could be used by embassies in bilateral conversations with the government and (electoral) institutions as well as being utilized to convince their respective capitals of certain positions.

1.d. Use a broader range of monitoring tools to capture the most significant changes through stories, pre- and post-testing, and post-event tracking.	Efficiency	UNDP LEAP	Medium
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Justification: project monitoring was satisfactory; However, a good assessment of the relevance of each indicator is essential to ensure the availability of statistics and that monitoring of any of the indicators can be carried out periodically to alert the project about an output/result if it is not on track. Furthermore, monitoring methods, especially qualitative methods to track change, before, after and six months after, are essential to actually track changes taking place. The project promoted a significant change in mindset with regards to gender, however much of this work was not captured in the indicators, so it would be important to capture these types of changes through more qualitative methods, such as the most significant change stories or the use of outcome mapping. Where possible, even internally, each individual outputs should also have a mix of qualitative /quantitative indicators to capture the overall achievement of each output. The use of surveys could also continue to measure the out reach and impact of awareness campaigns and to highlight what mediums could work in the future for similar activities.

Recommendation/Sub recommendation	Associated Criteria	Responsible Entity	Priority
<b>Inclusion and feminine perspectives</b>			
2.The design and writing of similar projects should adopt a rights-based approach to their development and be based on a feminist perspective to ensure greater and more effective inclusion.			
2a. Ensure a solid theory of change founded on a feminist perspective.	Relevance/Effectiveness and Gender and Human Rights	UNDP LEAP and UN Women	High
Rationale: As noted in the sections on relevance and gender and human rights, the overall design of UNDP LEAP, although strong, in the second part of the theory of change advocated for greater inclusion, which required a much more strategic approach that it not only targeted women, vulnerable groups etc., but also required changes in norms and mentalities to reduce and eliminate gender and human rights discrimination. To this end, it is important to include a gender/human rights analysis before designing any project that aims to increase inclusion. Conducting a gender/human rights analysis would also facilitate the design of the results framework. Much of this work has already been done in the knowledge products collected under leap II, - findings from these key products could go a long way to inform a gender and human rights strategy for the next project.			
2b. Conduct a gender mapping as well as situational status of youth and PWDs	Effectiveness and gender and Human Rights	UNDP LEAP and UN Women	High
Rationale: It is important to understand what civil society and other electoral institutions are doing with these three groups, in order to identify the gaps and the possible strategies that are needed to be adopted to promote their participation in the next round of elections. UNDP LEAP would be in a good position to lead this mapping exercise.			
2c. Ensure that all objectives are SMART and indicators are RACER and that results focus, where possible, on gender-transformative results and not only	Relevance/Gender and Human rights	UNDP / LEAP and UN women	Medium

gender-targeted results (qualitative results and not only quantitative results) through the use of more qualitative measurable indicators. .			
<p>Rationale: While many of the indicators were considered to have been met some of the indicators were not entirely relevant to the achievement of the outcome and, in some ways, did not necessarily represent the full success of the outcome. A combination of qualitative and quantitative indicators is important at the results level; However, some of the indicators were better placed at the overall impact level than at the results level (such as electoral reform). Furthermore, many of the indicators, although sometimes disaggregated by gender and other groups, were not particularly gender sensitive and, in some cases, especially in results 1 from 3, were almost invisible. Gender disaggregated data should be the norm. It is further recommended to ensure all information is disaggregated and that indicators especially at the results level are gender-sensitive or gender-transformative. Reducing the number of indicators could also be considered for efficiency purposes.</p>			
2d. Alignment with the gender framework at work to promote a more gender/human rights environment that ensures no one is left behind.	Relevance/Effectiveness and Gender and Human Rights	UNDP and other Agencies	High
<p>Rationale: Embarking on a gender/Human rights analysis will ensure that all aspects including the root causes of resistance are looked at. Much of the strategy that was applied to pushing for the gender quota should be applied to other groups such as Persons with Disabilities and Youth. Furthermore, the focus for example on women, should also be according to the municipal context and even age, given that the perception survey revealed different opinions depending on the age and the different confessions.</p>			

Recommendation/Sub recommendation	Associated criterion	Responsible Entity	Priority
<b>Electoral Reform/enhanced and effective participation</b>			
3a. Electoral reform strategies should include a multisectoral approach, ensuring that parliament, political parties and grass root organizations are involved.	Effectiveness and Impact	UNDP LEAP, UNSCOL and UN Women	High
<p>Rationale: While electoral reform for example with regards to mega centers and the strengthening of the mandate of the SCE will most likely be output activities, and indeed were under LEAP II) it is important to note that the passing of electoral reform will have an impact on the integrity of the elections, therefore a proper strategy or even a <b>separate pillar</b> should be dedicated to electoral reform in a new project. Under LEAP II, the electoral reform was embedded under each institution, while this was of course pertinent, a multifaceted approach towards electoral reform needs to be taken for it to have any chance of it being successful. Such an approach can be combined with the support to the parliament and done in collaboration with recommendation 1b. <b>The approach towards electoral reform or any type of transformative change can mirror some of the activities undertaken in output four. Combining research, advisory papers, capacity building and strategy building to encourage discussion on electoral reform. Electoral reform should focus on one to three key items in order to allow a successful strategy and a higher chance of achievement.</b></p>			
3b. While ensuring that electoral reform is part of a new project, it would also be important to look at other low hanging fruit, which would not necessarily need legal reform but could be imparted through support, capacity building and information and education.	Effectiveness and impact and gender and human rights	UNDP with other grass root organizations	High
<p>Rationale: Two such areas are of course electoral violence and the media. These two issues are interrelated as much of the violence and discriminatory practices especially against women took place in the media and online. More capacity building for women running their campaigns, as well as mechanisms to pinpoint and track violence especially online violence (DRI and UN Women have both undertaken tracking and developed mechanisms to discourage violence and track incidences in electoral processes throughout the globe). With regards to the media, working with the media on codes of conducts, workshops and capacity on how to ensure gender and human rights sensitive reporting would be a good start, as well as combining key messaging with UNSCOL's diplomatic offices.</p>			

<b>3c. Measuring of electoral reform should be done through outcome mapping to ensure that progress is mapped across the whole journey towards electoral reform and to ensure that the strategy can be adapted if needed</b>	<b>Effectiveness and impact</b>	<b>UNDP LEAP and UNSCOL with grass root organizations and other stakeholders</b>	<b>Medium</b>
<p>Rationale: outcome mapping allows the project to have several scenarios whereby electoral reform is mapped across the whole spectrum. The ideal and most desired impact would be the passing of a law, but in order to track if the project is on course it is impossible to map out the journey, i.e. dialogues to inform, development of technical papers to better understand the electoral reform, meetings of decision making bodies, etc</p>			
<b>3d. Consultation with other electoral actors to understand best practices in electoral reform</b>	<b>Effectiveness and impact</b>	<b>UNDP with support from/in consultations with UNSCOL</b>	<b>Medium</b>
<p>Rationale: The EU has written a book on how to advocate on electoral reform (Holly Ruthrauf) and OSCE/ODIHR currently has a project in the Balkans which looks at how to implement EOM recommendations. Both are good starting points for looking at what works in certain areas and what does not. Electoral reform in any context is difficult and relies on political will. Given the political climate in Lebanon, electoral reform will need to be strategic. An informal focus groups with key actors from the EU, OSCE/ODIHR, IDEA, DRI and IFES would be start to see what has been done in similar contexts and what could possibly be applied to Lebanon. Best practices emanating from other UN Projects will also be needed and welcomed - It is important to note that both technical and political inputs will be needed to push for electoral reform, UNDP LEAP has the technical know-how and knowledge of potential challenges, risks from a technical point of view and where needed UNSCOL can provide the technical process politically. One without the other will make electoral reform very difficult to achieve.</p>			

## Elections Assistance Project (LEAP)

**4. 1. Background**

On 15 May 2022, Lebanon conducted parliamentary elections within the constitutional and legal timeframe. Amid Lebanon's pressing socioeconomic, security and humanitarian challenges, the preparation and organization of the polls required concerted efforts and cooperation between national stakeholders, the international community, civil society and United Nations (UN) agencies. The Office of the United Nations Special Coordinator for Lebanon (UNSCOL) and the United Nations Development Programme (UNDP) worked in close cooperation and coordination to support timely elections and ensured that technical and operational preparations were completed before the start of the voting process. Sustained collaboration between the two entities led to coherent electoral and technical preparations, helped identify challenges, and contributed to synchronization of interventions to mitigate risks. Under the political leadership of UNSCOL, UNDP provided substantive support to electoral management bodies, Civil Society Organizations (CSO) and other electoral stakeholders in the implementation of key electoral processes and procedures, by this ensuring technical preparedness and operational readiness.

The United Nations Special Coordinator for Lebanon is responsible for the implementation of Security Council resolution [1701 \(2006\)](#) and is the representative of the Secretary-General to the Government of Lebanon, political parties and the diplomatic community based in Lebanon. The Special Coordinator provides political guidance and promotes coherence across the Organization's activities. In line with the priorities adopted by the International Support Group for Lebanon and the Secretary-General's vision on prevention, the Office structures its engagement on the basis of three strategic pillars of intervention: (a) peace and security; (b) stability; and (c) stabilization and development support.

UNDP Lebanese Electoral Assistance Project (LEAP) has the main objective to strengthen the capacity of stakeholders for the conduct of transparent and inclusive elections in Lebanon. Through a multi-component approach, the project has the intended outcomes of providing technical assistance and support in the following key electoral areas: (1) management and administration of elections (2) supervisory commission for elections (3) provision of voter education initiatives (4) resolution of electoral disputes, and (5) initiatives to improve political participation and elections opportunities for women, youth and persons with disabilities. From 2019 till 2023, the budget of the project was around 10.5 million USD.

***Context of the required services***

One of UNSCOL's key priorities has been to support the conduct of timely, free, fair, transparent and inclusive parliamentary elections in line with Lebanon's Constitution. The Special Coordinator has undertaken a range of activities to achieve this objective including: i) the use of good offices such as – (a) advocating with the national authorities and domestic political actors to take the requisite steps to enable the elections; and – (b) convening the "Elections Forum" to facilitate dialogue between the national authorities, civil society and the diplomatic community; ii) coordinate international efforts and sustain international attention on the parliamentary elections, including via regular briefings to the Security Council and mobilizing the International Support Group for Lebanon; iii) provide strategic guidance and political support on elections including via (a) overall coordination, collaboration, information sharing and analysis with UN agencies, funds and programmes to ensure a joined-up approach in Lebanon; and (b) producing timely information, political and risk analysis and recommendations to the United Nations Headquarters; iv) promote women's increased access to political life, including as candidates and voters; and v) lastly, bolster the UN's interventions via public outreach activities.

Also, since 2009, UNDP is supporting the Government of Lebanon, the Ministry of Interior and Municipalities (MoIM) – the Electoral Management Body – in the organization and conduct of local and parliamentary elections and in the implementation of all the required electoral processes. In this regard, UNDP through dedicated electoral assistance projects supported the 2009 parliamentary elections, 2016 municipal elections, 2018 legislative elections and most recently the 2022 parliamentary elections which were conducted based on a new electoral framework endorsed in 2017. Since 2013, UNDP Lebanese Elections Assistance Project (LEAP) provides technical assistance and advisory

support to national stakeholders with the main objective of organizing and conducting electoral processes timely, efficiently, and according to the international standards. Most recently, the project provided support for the preparation, organization and conduct of the 2022 legislative elections. In this context, holding the 2022 parliamentary elections on time was essential for the periodicity of democratic legislative elections and the continuation of the country's democratic values and past. Nonetheless, the context and overall political and electoral environment were severely affected by the multiple crises faced by the country since 2019. It is fair to say that, from this perspective, Lebanon was facing important objective challenges including a severe economic and financial crisis, the effects of the COVID 19 pandemic and the devastating effects of the 2020 port explosion. In addition, the country was going through one of the worst political and social crises with no end in sight. Due to these serious challenges and continuous political deadlock, many electoral reforms failed to be implemented during the 2022 parliamentary elections such as the endorsement of gender quota in the parliament and the implementation of megacenters. However, UNDP supported technical improvements and innovations in the electoral process related to the processes of voter registration, candidates' registration, results management system and polling locator. Also, some measures have been taken by the MoIM to facilitate access to polling stations for persons with disabilities (i.e.: some polling stations were equipped with ramps and tents at the ground floor level). Nevertheless, the advocacy for electoral reforms for future elections should continue in order to safeguard the integrity, fairness and inclusiveness of the electoral process in Lebanon. In addition, UNDP is preparing the conduct of a perception survey that will be focused on topics related to the perception of the 2022 parliamentary elections, trust in electoral processes and institutions, awareness of electoral related information, expectations for future electoral processes.

Overall, the organization and conduct of the 2022 parliamentary elections required continuous work and collaboration between UNSCOL and UNDP in the areas of coordination, analysis, risk mitigation and substantive technical and operational assistance and advisory support. In this situation, UNSCOL and UNDP cooperation proved to be efficient, agile and timely in the attempt to help overcome the obstacles and challenges of organizing parliamentary elections in an uncertain and crisis prone context.

In the context presented above, UNSCOL and UNDP are conducting a final evaluation of the support and assistance provided in the electoral cycle 2020-2023, with an aim to unearth achievements, challenges and areas that need further attention.

### ***UNDP Lebanese Elections Assistance Project (LEAP) – additional information***

#### ***Project Outcome:***

Government's ability to improve the performance of institutions and promote participation and accountability increased.

#### ***Project Outputs:***

Output 1: Enhanced efficiency, transparency and inclusiveness of the electoral management and administration through improved institutional capacity and legislative reforms.

Output 2: Strengthened institutional capacity of the Supervisory Commission for Elections (SCE) to perform its mandate and attributions in a sustainable and independent manner.

Output 3: Effectiveness and transparency of the EDR mechanism enhanced through technical assistance to the Constitutional Council.

Output 4: Inclusiveness and participation of vulnerable and marginalized groups in the electoral processes enhanced.

#### ***Project results:***

- Successful provision of technical assistance and advisory support to the 2022 parliamentary elections.
- Improved supervision and monitoring of the 2022 parliamentary elections through comprehensive advisory support, technical assistance, and operational support to the Supervisory Commission for Elections (SCE).
- Efficient design, development and dissemination of voter education and information in preparation for the 2022 parliamentary elections leading to enhanced knowledge and understanding of the voters of the electoral process and their rights and responsibilities.
- Enhanced efficiency of the Electoral Dispute Resolution process through technical and operational support to the Constitutional Council.



- Enhanced awareness and understanding on the women participation and representation aspects of the electoral process as well as sustained advocacy for temporary special measures aiming at increased number of women running for elections and getting elected.

Basic project information:

PROJECT/OUTCOME INFORMATION		
Project/outcome title	Lebanese Elections Assistance Project (LEAP)	
Atlas ID	001191914	
Corporate outcome and output		
Country	Lebanon	
Region		
Date project document signed	30 December 2019	
Project dates	Start	Planned end
	January 2020	December 2023
Project budget	10.5 million USD	
Project expenditure at the time of evaluation@	7.5 million USD	
Funding source	EU/USAID/OIF/Germany	
Implementing party <sup>36</sup>	UNDP	

## 5. 2. Evaluation purpose, scope and objectives

### ***Evaluation Purpose***

The purpose is to conduct a final joint evaluation of the support and assistance provided in the period 2020-2023 by UNSCOL and UNDP LEAP.

The specific purposes are:

- An independent, external review of the Special Coordinator's engagement on the 2022 parliamentary elections is in line with UNSCOL's evaluation policy (November 2022) and helps promote accountability and learning in the Mission. An evaluation of the relevance, effectiveness and impact of UNSCOL's electoral interventions should provide the Mission with an evidence-based performance benchmark. A final report with findings, conclusions and recommendations should strengthen decision-making of the Mission's senior leadership in the implementation of its mandate and the advancement of strategic pillars, especially in the run-up to the twice postponed municipal elections (2024) and the next parliamentary elections (2026).
- In accordance with applicable policies, UNDP should carry out project evaluations so that critical information is available before higher level analysis takes place (for example, outcome level evaluations). Moreover, the evaluation is necessary considering the changes in the country context, notably the recent parliamentary elections, as well as the changes in the UN/UNDP programming cycle approach and the approval of the United

<sup>36</sup> This is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan.

Nations Strategic Framework (UNSF 2017-2022) and United Nations Sustainable Development Cooperation Framework (UNSDCF 2023-2025) and Country Programme Document (CPD 2017-2022 and CPD 2023-2025) and the UNDP Strategic Plan, (SP 2018-2021 and 2022-2025), that describes how to support countries to achieve the 2030 SDG Agenda. Consequently, the purpose of this evaluation is to inform UNDP as well as key stakeholders on the performance and achievements of the project as well as the challenges faced during implementation. The project evaluation should enable UNDP's management and national counterparts to benefit from a data-based analysis, assess the project's competitive advantage, and decide on a future specialized, sustainable, and efficient course of action for the period beyond 2023, focused on the support of national stakeholders in the area of elections and democratic consolidation and electoral reforms.

### **Scope and Objectives**

The scope and objectives of the joint evaluation are expected to cover the following:

The assessment of the Special Coordinator's intervention during the electoral cycle will cover i) the country context, focusing on key obstacles, *inter alia* political, security, socioeconomic, financial, and technical aspects, in the run-up to and during the parliamentary elections of May 2022; ii) progress in implementing the intervention modalities (see above) and identification of the challenges the Mission faced; iii) the relevance, effectiveness, sustainability, impact and prioritization of UNSCOL's interventions within the Mission's overall capacities.

The evaluation should be able to: (i) assess the level of progress made towards achieving the outcomes and outputs of the project; (ii) capture lessons learned and best practices from the implementation of the project; (iii) provide concrete and actionable recommendations (strategic and operational), taking into consideration the 2018 LEAP Evaluation and other lessons learnt. (iv) provide a comprehensive roadmap for the project, based on evaluation findings, conclusions, and recommendations. The roadmap should delineate how in its next phase the project could improve, *inter alia*, its relevance, delivery of results and engagement with stakeholders, including Lebanese authorities and donors.

The UNDP LEAP evaluation is expected to assess the level of progress made towards achieving project outputs since 2020 up to date. The evaluation will cover geographically the entire country (national coverage) and the whole population of Lebanon including voters and citizens at large, women, youth and persons with disabilities. Also, the evaluation will cover all the components of the project. The evaluation should provide evidence-based information that is credible, reliable, and useful. The evaluation is expected to follow a participatory and consultative approach ensuring close engagement with relevant national counterparts. The evaluation process needs to assess to what extent the project managed to mainstream gender and to strengthen the application of rights-based approaches in its interventions. In order to make disadvantaged groups visible, to the extent possible, data should be disaggregated by gender, age, disability, ethnicity, wealth and other relevant differences where possible. The evaluation should result in concrete and actionable recommendations for the proposed future programming for the next electoral cycle 2024-2027. It is worth noting that the municipal elections are scheduled for 2024 and in 2026 will be organized and conducted the parliamentary elections.

Main proposed users:

- UNSCOL and the Department for Political and Peacebuilding Affairs (DPPA)
- UNDP
- Donor countries
- Key stakeholders and partners.

Key stakeholders and partners:

- Ministry of Interior and Municipalities (MoIM)
- Ministry of Foreign Affairs and Emigrants (MoFA)
- Supervisory Commission for Elections (SCE)
- Constitutional Council
- Civil Society Organizations (LADE, FiftyFifty, Maharat Foundation, LUPD, Madanyat, Adyan, Seeds, etc.)
- International Organizations (NDI, IRI, DRI)
- International community and donors (EU Delegation, USAID, Germany, OIF).

The evaluation uses the OECD/DAC evaluation criteria of relevance, coherence, effectiveness, efficiency, sustainability, and impact<sup>37</sup>. The final report should comply with the UNEG Quality Checklist for Evaluation Reports<sup>38</sup> and the UNDP Evaluation Guidelines.<sup>39</sup>

## 6. 3. Evaluation criteria and key guiding questions

To define the information that the evaluation intends to generate, the potential evaluation questions have been developed (the questions are provided below under a relevant evaluation criterion). The questions may be amended at a later stage and upon consultation with the relevant stakeholders. The questions are:

**Relevance/Coherence:** The evaluator will assess the degree to which the project considers the local context and problems as well as the compatibility of the intervention with other interventions in a country, sector or institution. The evaluator will assess the extent to which the objectives of LEAP are consistent with beneficiary requirements and needs (including connections to SDGs, government strategies and activities of other organizations). The evaluator will assess whether the Special Coordinator's interventions were consistent with internal (political) assessments, and appropriate to mitigate the perceived risks. Under this evaluation criterion the evaluator should, inter alia, answer the following questions:

- Are the LEAP methodologies and outputs relevant in the context of the organization and conduct of local and national elections?
- How well has LEAP addressed the issues of gender inclusion, women's equality, and empowerment? How well gender perspectives have been mainstreamed into the design and implementation of the project?
- How well have results achieved by LEAP addressed the interests and rights of marginalized and vulnerable groups, particularly women, youth and Persons with disabilities (PWD) in the society?
- What has been the ability of LEAP to contribute to higher-level results, including the results of the UNDP strategic plan and relevant SDGs?
- What has been the ability of UNSCOL to contribute to higher-level results, including implementation of its strategic pillars?
- What has been the capacity of LEAP and UNSCOL in identifying priorities and challenges and developing alternative options and/or contingency plans?
- How well have the mechanism(s) to coordinate with main UN and non-UN stakeholders as well as members of the international community worked?
- How did the cooperation between UNSCOL and UNDP result in a coherent approach to electoral coordination and technical assistance?
- Which are the main measures implemented in enhancing the accessibility of PWDs to electoral processes, relevant to the electoral assistance provided by the UN?

**Effectiveness:** The evaluator will assess the extent to which UNDP LEAP and UNSCOL objectives have been achieved. In evaluating effectiveness, it is useful to consider: 1) if the planning activities are coherent with the overall objectives and project purpose or implementation of its strategic pillars. 2) the analysis of principal factors influencing the achievement or non-achievement of the objectives. Under this evaluation criterion the evaluator should, inter alia, answer the following questions:

- To what extent were results (outputs and outcomes) achieved? To what extent has the M&E system contributed to measuring outputs and outcomes?
- What have been the main challenges faced? What have been the constraining factors? How UNDP LEAP and UNSCOL sought to overcome them?

<sup>37</sup> <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

<sup>38</sup> <http://www.unevaluation.org/document/detail/607>

<sup>39</sup> UNDP Evaluation Guidelines

- What unforeseen and foreseen factors have contributed to achieving (or not achieving) the intended outputs and objectives?
- To what extent have UNDP LEAP and UNSCOL managed the risks identified in their respective risk analyses effectively?
- To what extent have UNDP LEAP and UNSCOL contributed to gender equality, the empowerment of women and the realization of human rights?

**Efficiency:** measures how economically resources or inputs are converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Under this evaluation criterion the evaluator should, inter alia:

- Assess the project efficiency in terms of technical assistance and advisory support provided to key electoral stakeholders, during the implementation of the project.
- What was the role of the governance structure in the project implementation and achievement of strategic goals? The review of the governance structure should be done in terms of donors' engagement, partners, decisions making, tasks/plans, concentration of support and the role of the government.
- Has the project been able to establish and maintain sustainable and efficient partnerships and cooperation, in the implementation period? The evaluator should appraise UNDP LEAP relations with relevant key national stakeholders and their views on the support and assistance provided.
- To what extent did project monitoring system provide data that allowed the project to learn and adjust implementation accordingly?
- To what extent were resources used to address inequalities in general, and gender issues in particular?

**Sustainability:** The evaluator will assess the relevant UNSCOL Mission and UNDP LEAP capacity to produce and to reproduce benefits over time. In evaluating sustainability, it is useful to consider to what extent intervention benefits will continue even after the project is concluded and the principal factors influencing the achievement or nonachievement of the project sustainability.

- What is the likelihood that the benefits that resulted from the previous and current UNSCOL and UNDP LEAP interventions will continue at national and subnational level through adequate ownership, commitment, willingness displayed by the government and other stakeholders?
- To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on gender equality, and the empowerment of women?

**Impact:** The evaluator will provide credible observations regarding the impact. The assessment of the impact of UNSCOL and UNDP LEAP's interventions should take into consideration existing and relevant studies. Under this evaluation criterion the evaluator should, inter alia, answer:

- What have been direct or indirect, intended, or unintended changes that can be attributed to UNDP LEAP's support and UNSCOL's interventions relevant to elections?
- What are the benefits to [beneficiaries] that can be directly attributed to UNDP LEAP? What are the benefits to the electoral process that can be directly attributed to UNSCOL? To what extent were the timelines for free, fair, transparent and inclusive parliamentary elections adhered to?
- To what extent did all intended target groups, including the most disadvantaged and vulnerable, benefit from the intervention?
- To what extent did UN-internal coordination and information sharing contribute to a joined-up approach. To what extent did external coordination, especially with members of the international community, provide an enabling environment for the timely conduct of the parliamentary elections?
- How has the M&E system contributed or not contributed to measuring impacts?

## 7. 4. Methodology

The methodology described in this section is UNDP's and UNSCOL's suggestion that will likely yield the most reliable and valid answers to the evaluation questions. A combination of qualitative and quantitative evaluation methods and instruments should be used. The evaluator is expected to follow a participatory and consultative approach that ensures close engagement with the different groups of stakeholders. However, final decisions about the specific design and methods for evaluation should emerge from consultations among UNDP, UNSCOL, the evaluator, and key stakeholders. The independent evaluation is expected to rely on:

1. Document review of all relevant documentation. This would include a review of:

- Legal framework
- Project document
- Project and donor's reports
- UNSCOL's political reports, papers, meeting notes and other relevant documents
- Monitoring and evaluation documents ☒ Other external evaluation reports ☒ Electoral Observation Reports.

2. Interviews (around 10 interviews) with key electoral stakeholders (men and women) including:

- Ministry of Interior and Municipalities (MoIM)
- Ministry of Foreign Affairs and Emigrants (MoFa)
- Supervisory Commission for Elections (SCE)
- Constitutional Council (CC)
- CSOs: Lebanese Association for Democratic Elections (LADE), Fifty Fifty, LUPD, LTA etc.
- International Organizations - National Democratic Institute (NDI); OIF
- Members of the international community (EU, USA, Germany, and other relevant Member States) ☒ UNDP (RR, CTA and Programme Manager).
- UNSCOL (SCL, CoS, Head of PU; Head of CU; Head of PIO) ☒ DPPA (Lebanon Team; Electoral Assistance Division).

UNDP and UNSCOL will facilitate the organization of the interviews. This method includes, inter alia:

- Semi-structured interviews, based on evaluation questions covering the criteria relevance, coherence, effectiveness, efficiency, sustainability, and impact and designed for different stakeholders to be interviewed.
- Key informant and focus group discussions with beneficiaries and stakeholders.

All interviews should be undertaken in full confidence and anonymity. The final evaluation report should not assign specific comments to individuals. The evaluator will ensure triangulation of the various data sources.

3. Field visits and on-site validation of key tangible outputs and interventions. It is intended to organize five field visits, one in each Governorate of the country. The visits will include meetings with relevant stakeholders such as: Muhafaz, Qaemaqams, members of the municipal councils.

Final methodological approach including interview schedule, field visits and data to be used in the evaluation should be clearly outlined in the inception report of the evaluation and be fully discussed and agreed between UNDP, UNSCOL, other stakeholders, and the evaluators.

### **Gender and Human Rights-based Approach**

As part of the requirement, the evaluation must include an assessment of the extent to which the design, implementation, and results of the project have incorporated gender equality perspective and rights-based approach. The evaluators are requested to review UNEG's Guidance in Integrating Human Rights and Gender Equality in Evaluation during the inception phase. In addition, the evaluation must focus on expected and achieved gender accomplishments, critically examining the presumed causal chains, processes, and attainment of results, as well as the contextual factors that enhanced or impeded the achievement of results. In addition, the methodology used in the evaluation, including data collection and analysis methods should be human rights and gender-sensitive to the greatest extent possible, with evaluation data and findings disaggregated by sex, ethnicity, age, etc. Detailed

analysis on disaggregated data will be undertaken as part of final evaluation from which findings are consolidated to make recommendations and identify lessons learned for enhanced gender-responsive and rights-based approach of the project.

## 8. 5. Evaluation products (deliverables)

- **Evaluation inception report** (10- max. 15 pages): The inception report should be carried out following and based on preliminary discussions with UNDP, UNSCOL and following the desk review and should be produced before the evaluation starts. The inception report:
  - a. Details the evaluators' understanding of what is being evaluated and why;
  - b. Includes detailed evaluation questions, who these will be targeted at (UNDP, UNSCOL, , Government Stakeholders, other stakeholders, beneficiaries etc.) and how these will be answered (the evaluation matrix can be used for this);
  - c. Details proposed methodology; sources of data; and data collection procedures;
  - d. Lists stakeholders and beneficiaries to be interviewed;
  - e. Proposes list of field validation visits;
  - f. Schedules tasks, activities, and deliverables with agreed completion dates;
  - g. Designates assignment of tasks and responsibilities across the evaluation team (where relevant);
  - h. Agrees on the process for the drafting evaluation report review and finalization including UNDP and UNSCOL. commitment to delivery of comments, format of comments and audit trail on the evaluator's response to draft evaluation comments;
  - i. Provides the programme unit and the evaluators with an opportunity to verify a shared understanding of the evaluation and clarify any misunderstanding at the outset.
- Implementation of the evaluation: data collection and analysis: the data collection phase will be initiated once all stakeholders agree on the inception report. The evaluators are expected to conduct the data collection and analysis process with all identified stakeholders and beneficiaries through in-person meetings and discussions or pre-approved virtual meetings. UNDP and UNSCOL will provide all required data and facilitate the evaluation process.
- **Evaluation debriefing:** immediately following an evaluation mission, will include a presentation of key findings and recommendations to UNDP, UNSCOL, other stakeholders, and donors (power point presentation required).
- **Draft evaluation report (max 25 pages plus annexes):** with an executive summary of max. 5 pages describing key findings and recommendations. The programme unit and key stakeholders in the evaluation should review the draft evaluation report and provide an amalgamated set of comments to the evaluator within an agreed period of time, that addresses content requires (as agreed in the terms of reference and inception report) and quality criteria as outlined in these guidelines.
- **Evaluation report audit trail:** Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to show how they have addressed comments.
- **Final evaluation report** A final evaluation report with a length of 40 to max 60 pages including executive summary (of max. 5 pages describing key findings and recommendations) and excluding annexes should be delivered addressing the content required (in the standard evaluation report template and as agreed in the inception report) and quality criteria as outlined in the UNDP evaluation guidelines. Final presentation to stakeholders detailing methodology, findings, and recommendations.

## 6. Duration of the Assignment and Duty Station:

The duration of the assignment is 40 working days (30 days home-based and 10 days in Country) spread over 8 weeks.

## 9. i. Evaluation team composition and required competencies

The evaluation will be undertaken by one evaluator with the following:

**Education:** Graduate Degree (Masters or equivalent) in Public Administration, Political Science, Management or related Social Science fields.

**Experience:**

- At least seven (7) years of professional experience in Projects' M&E, preferably in governance related projects.
  - ☐ Previous experience in evaluating projects of similar nature for Lebanese and/or International Organizations.
- Knowledge of the Lebanese public administration framework and political system and context and the UN system is an advantage.
- Ability to collect, analyse and synthesize information from various sources.
- Demonstrated experience in gender-sensitive evaluation and analysis.
- Demonstrated understanding of issues related to gender and other cross-cutting areas such gender equality, disability issues, rights-based approach, and capacity development.

**Competencies:**

- Proficiency in English. Knowledge of French and/or Arabic is a plus.
- Outstanding written skills demonstrated through previous publications.
- Previous experience in developing work plans and strategies.
- Proven experience in conducting evaluations

**10. ii. Evaluation ethics**

The evaluation shall be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP, UNSCOL and partners."

**11. iii. Implementation arrangements**

- The consultant will work in close coordination with the UNDP Governance portfolio, Lebanese Elections Assistance Project (LEAP), and UNSCOL and main electoral stakeholders and report to the UNDP Governance Programme Manager (evaluation manager), LEAP CTA and UNSCOL Head of PU. The UNDP focal point for the assignment will be the LEAP CTA, supported by the Country Office M&E focal point, UNSCOL focal point for the assignment will be Head of PU.
- UNDP LEAP and UNSCOL will provide support in the scheduling of meetings, agenda management and stakeholders contact information.
- UNDP LEAP will provide logistic support in terms of transportation to and from the meetings and interviews. The evaluator will take responsibility for conducting the meetings, subject to advanced approval of the methodology submitted in the inception report. The project team will refrain from participating in the meetings between the evaluator and the evaluation participants.
- UNDP LEAP will provide a working station, stationery and office materials as required.
- UNDP LEAP and UNSCOL will provide soft/hard copies of required documents, as requested.
- UNDP and UNSCOL will provide feedback on the deliverables of the evaluation (inception report, draft evaluation report, final evaluation report). Detailed comments will be provided to the lead evaluator in an audit trail within the agreed timeframe. Comments and changes by the evaluators in response to the draft evaluation report should be retained by the evaluators to show how they have addressed comments.

**12. iv. Time frame for the evaluation process**

The evaluation is expected to be mostly homebased, with a mission for approximately 10 days or two weeks. Overall, s/he is expected to take 40 working days over a period of two months starting 1 September 2023. The consultant is expected to provide a time-table covering the tasks described in this TOR. **Working days allocation and schedule for the evaluation**

ACTIVITY	EST. # OF DAYS	DATE OF COMPLETION	PLACE	RESPONSIBLE PARTY
<b>Phase One: Desk review and inception report</b>				
Meeting briefing with UNDP and UNSCOL (senior management, programme managers and project staff as needed)	2 weeks (10 working days)	At the time of contract signing	UNDP or remote	Evaluator and UNDP
Sharing of the relevant documentation with the evaluation team		At the time of contract signing	Via email	Evaluator and UNDP
Desk review, evaluation design, methodology and updated workplan including the list of stakeholders to be interviewed		Within two weeks of contract signing	Home-based	Evaluator and UNDP
Submission of the inception report (15 pages maximum)		Within two weeks of contract signing		Evaluator
Comments and approval of inception report (IR)		Within one week of submission of the IR	UNDP	UNDP
<b>Phase Two: Data-collection mission</b>				
Interviews, focus groups and field visits	2 weeks (10 working days)	Within four weeks of contract signing	In country  With field visits	UNDP to organize with local project partners, project staff, local authorities, NGOs, etc.
Debriefing to UNDP and UNSCOL and key stakeholders			In country	Evaluator
<b>Phase Three: Evaluation report writing</b>				
Preparation of draft evaluation report (50 pages maximum excluding annexes), executive summary (4-5 pages)	3 weeks (15)	Within three weeks of the completion of the field mission	Home-based	Evaluator
Draft report submission				



Consolidated UNDP, UNSCOL and stakeholder comments to the draft report	working days)	Within two weeks of submission of the draft evaluation report	UNDP	UNDP and evaluator
Debriefing with UNDP and UNSCOL		Within one week of receipt of comments	Remotely UNDP	UNDP and evaluator
Finalization of the evaluation report incorporating additions and comments provided by project staff, UNDP country office, and UNSCOL	1 week (5 working days)	Within one week of final debriefing	Home-based	Evaluator
Submission of the final evaluation report to UNDP country office and UNSCOL (50 pages maximum excluding executive summary and annexes) Comprehensive presentation of findings and recommendations delivered to relevant UNDP and UNSCOL staff – local authorities and government stakeholders, as required.		Within one week of final debriefing	Home-based	
Total	40 working days			

13.

**v. Application submission process and criteria for selection**

As required by the programme unit.

***Criteria for selection of the best offers***

Combined Scoring method – where the qualifications and methodology will be weighted a 70%, and combined with the price offer which will be weighted a max of 30%, using the following specific criteria:

<b><i>Criteria</i></b>	<b><i>Weight</i></b>	<b><i>Max. Point</i></b>
<b><i><u>Technical Competence</u></i></b>	<b><i>70%</i></b>	<b><i>100</i></b>
ⓘ <b><i>Criteria A: Education and Background</i></b> 15 points being assigned to candidates with Graduate Degree (Masters or equivalent) 25 points being assigned to candidates with PHD	<b><i>25%</i></b>	<b><i>(25)</i></b>
ⓘ <b><i>Criteria B: Experience</i></b> 25 points being assigned to candidates with 7 years of relevant experience. 30 points being assigned to candidates with 9 to 10 years of relevant experience; and 35 points being assigned to candidates with more than 10 years of relevant experience.	<b><i>35%</i></b>	<b><i>(35)</i></b>

<p>☐ <i>Criteria C: Evaluations Conducted</i>  20 points being assigned to candidates with some experience in conducting electoral evaluations (2-5 evaluation reports referred to);  25 points being assigned to candidate's significant experience in conducting electoral evaluations (more than 5 reports referred to); and  30 points being assigned to candidates with solid experience in conducting electoral evaluations (more than 5 reports referred to) and having specific experience in evaluating projects implemented with the Lebanese Public Sector.</p>	30%	(30)
<p>☐ <i>Criteria D: Competencies</i></p>	10 %	(10)
<p><i>Financial (Lower Offer/Offer*100)</i></p>	<u>30%</u>	100
<p><b><u>Total Score</u></b></p>	<b>Technical Score * 0.7 + Financial Score * 0.3</b>	

14.

## vi. Expected deliverables and schedule of payments

The independent evaluator is expected to:

Deliverables	Indicative duration/No. of Working days	Place
<p><b><u>Deliverable 1</u></b>  <b>Desk Review and Inception Report</b></p> <ul style="list-style-type: none"> <li>• Review all documentation related to the project, including the existing literature, project document, progress reports, agreements, concept notes, previous assessments/evaluations, preliminary remote interviews.</li> <li>• Draft an inception report.</li> </ul>	<p>2 weeks from contract signature  (10 working days)</p>	<p>Home-based</p>
<p><b>Data-collection phase</b></p> <ul style="list-style-type: none"> <li>☑ Conduct around 10-15 interviews with the key actors and stakeholders, including UNDP, relevant government institutions, members of the international community, and UN entities and CSOs (UNDP will facilitate the organization of the interviews).</li> </ul>	<p>4 weeks from contract signature  (10 working days)</p>	<p>In-country (Lebanon)</p>
<p><b><u>Deliverable 2</u></b>  <b>Analysis, evaluation, drafting and dissemination of the final report</b></p> <ul style="list-style-type: none"> <li>• Draft a comprehensive evaluation report (in English, with a focus on the evaluation criteria of relevance, coherence, efficiency, effectiveness, sustainability and impact)</li> <li>• Discussion of the draft evaluation report</li> <li>• Finalization of the final evaluation report.</li> <li>• Dissemination of results.</li> </ul>	<p>8 weeks from contract signature  (20 working days)</p>	<p>Home-based</p>

**Scope of Price Proposal and Schedule of Payments**

The price proposal should be all-inclusive.

The payments will be made upon receipt of deliverables as follows:

- Payment 1: 50% to be disbursed of the total fee upon completion of Deliverable 1 -
- Payment 2: 50% to be disbursed of the total fee upon completion of Deliverable 2.

**Other important Information:**

Proposed evaluation panel:

Name	Title
1. Dan Radulescu	CTA/Project Manager
2. Gaelle Kibranian	Head of Governance Portfolio OIC
3. Muriel Rodriguez	Head of UNSCOL Political Unit

**Recommended Presentation of Offer**

- a) Duly accomplished **Letter of Confirmation of Interest and Availability** using the template provided by UNDP;
- b) **Personal CV or P11**, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references;
- c) **Financial Proposal** that indicates the all-inclusive total price

**Approval**

**This TOR is developed by:**

Name and Designation

Dan Radulescu, CTA - UNDP LEAP

DocuSigned by:  
  
 A97C3B0B751C415...

Lars De Gier, Political Affairs Officer, UNSCOL

DocuSigned by:  
*Lars De Gier*  
D0C1E4828E1847D...

10-Aug-2023

Date of Signing \_\_\_\_\_

**This TOR is approved by:**

Name and Designation Governance Programme Manager Gaëlle Kibranian

DocuSigned by:  
*Gaëlle Kibranian*  
83E71810343B468...

09-Aug-2023

Date of Signing \_\_\_\_\_

Annexes:

Annex 1: Preliminary List of Documentation

1. LEAP Project document phase 2020-2023
2. 2022 UNDP Internal Lessons Learned Report on the 2022 Parliamentary Elections
3. [2022 Parliamentary Elections Key Results](#)
4. [2022 Lebanese Parliamentary Elections - Milestones and Lessons Learned](#)
5. [2022 Parliamentary Elections Gender Monitoring Report](#)
6. [Breaking the Silence of Violence Against Women in Politics](#)
8. UNDP Lebanon CPD (Country Project Document) 2017-2020
11. [Women in Politics Perception Survey](#)
12. [Media Trends in Time of Change](#)

Annex 2: UNDP Evaluation Guidelines

1. UNDP Evaluation Guidelines
  - a. Inception report template (section 4)
  - b. Evaluation report template and expected content (Section 4)
  - c. Quality Assessment Process (Section 6)
  - d. Pledge of ethical conduct forms

### Annex 3: Theory of Change

In the design and development of the project strategy it was utilized the theory of change as the method that explains how a given program or activities are expected to lead to a specific development change, drawing on a causal analysis based on available evidence.

The project was developed based on the key assumptions of the theory of change:

i) It was developed consultatively in order to reflect the understanding of all relevant stakeholders - The current program was developed throughout a period of nine months which included an electoral needs assessment mission and extensive consultations with key stakeholders including ministries, governmental agencies, civil society organizations and NGOs, academic institutions and UNDP programs and projects. The wealth of inputs is reflected in the multi-component project design and the comprehensive approach of its program

ii) It was grounded in and based on robust evidence and comparative data – The development of the project document was conducted based on extended data collected and analysed in the previous phase of the project. The data and analysis are available in dedicated websites: UNDP and EC-UNDP Joint Task Force or in the archives maintained by the project, and

iii) It should support continuous learning and improvement from programme design to closure - One of the main principles of this intervention is continuous learning and professionalization of the relevant counterparts. From this point of view, in the previous phase there is significant progress reported in the area of management and administration of elections while the supervision and monitoring would require additional resources, focus and commitment from the Lebanese Government, international community and implementing partners.

The relevance of the theory of change for the design and implementation of this program is highlighted in the diagram below which presents in a synthesis the main stages of the ToC starting from the identification of purpose, vision, areas and priorities until the development of pathways of change. Similar to the electoral and training cycles, the ToC cycle ends in a review and lessons learned process that will identify the needs and priorities of the next ToC cycle (diagram 9).

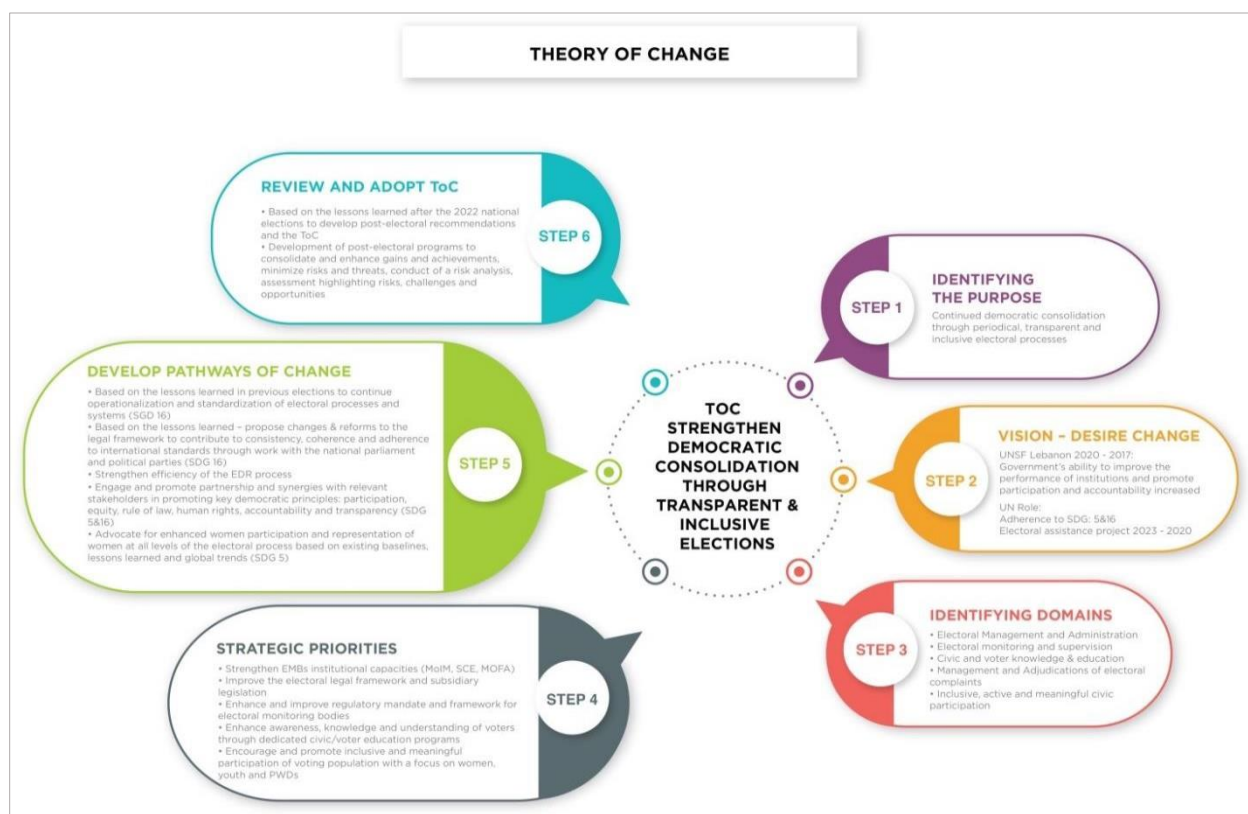


Diagram 9 Theory of change cycle

#### Annex 4: Lessons Learned from previous Evaluations.

Based on the 2018 Evaluation Report, the conclusions are listed below:

**Conclusion 1:** the project is considered very relevant. The project which started of its lifetime as an election support project has become an integral part of the support to the electoral process.

**Conclusion 2:** The main stakeholder (DGPARG) considers that the project support is essential and a must for holding fair, transparent and comprehensive elections.

**Conclusion 3:** gender inclusion and women's equality and empowerment were considered in the project and yielded very positive results, albeit not resulting in a gender quota. The project has contributed to a momentum in advocating for more women's participation in the electoral process. Nonetheless, the project needs to take lessons learned and ensure that gender forms an integral part of any future project.



Conclusion 4: The project did pay attention and take into account sensitiveness to the interests and rights of marginalized groups, particularly women. As reiterated above, a strategic approach towards women's participation and on how to promote it will need to be developed for the future. Youth did feature in the voter education campaign towards the latter part of the project, but like gender will need to be an integral part of any future project.

Conclusion 5: persons with disabilities were also targeted during the project, but the efforts did not yet yield the desired results. More commitment on the side of the key stakeholders needs to evolve and baseline information already collected as well as the laying of the foundation for advocacy around this issue has already been done. A new consistent strategy must now be put in place in order to reap any benefits from the efforts already made.

Conclusion 6: the UNDAF expired in 2016, but due to the complexity of the process and the subsequent delay in the electoral process, the UNDAF outcome has only been partially achieved.

Conclusion 7: the SDGs are key to the success of the project and indeed the electoral process, a project centred around key SDGs in the future should lay the ground for some of the higher results of the project being achieved.

Conclusion 8: the effectiveness of the project is considered to be satisfactory. Out of 20 indicators, fourteen are deemed to be achieved, one not achieved and the rest partially achieved. The indicators which are only partially achieved are in the main out of the scope of the project and wholly reliant on the cultural and political context of the country.

Conclusion 9: The project faced a number of key challenges during its lifetime, many of these were connected to the political impasse and the subsequent delay in elections as well as the perceived security threats. The project used this time efficiently and were able to ensure a more rounded approach towards the support which enabled some capacity to be built rather than an electoral process merely supported.

Conclusion 10: both the political and cultural context has an overwhelming influence on the project, and its results. The project has over time improved relations with the key beneficiary, and this has not only eased tensions but has allowed the UNDP LEAP project to become a key and respected partner of support to the electoral process.

Conclusion 11: the mechanism of coordination with main stakeholders and donors was seen to be very effective and the project enjoys a very good reputation by all. The project enjoys a very good relationship with all its partners although the project should look towards increasing their support to the other beneficiaries outside of the MOIM especially in the present electoral cycle, when MOIM will not require as much support.

Conclusion 12: the efficiency of the project is considered to be highly satisfactory. The use of mainly local experts is seen to be efficient and effective and increases the ownership of the process.

Conclusion 13: the original design of the project and its focus on providing electoral support rather than building capacity has meant that the project's overall results have suffered to a small extent, nonetheless the project is on track to achieve a great number of its results and has built sufficient foundations to build a more strategically designed project for the future.

Conclusion 14: project management is deemed to be effective and transparent and extremely efficient in its communication with partners especially to those outside the direct range of the project, such as other international development partners who do not contribute financially to the project.

Conclusion 15: monitoring and evaluation is sufficient, however due to the fact that it inherited its framework from the original ProDoc, could look towards designing a more comprehensive framework with a variety of tools and look towards taking a MEAL approach towards monitoring and evaluation.

Conclusion 16: sustainability of the project is rated as moderately likely. The overall sustainability of the results will largely depend on the MOIMs future commitment to the electoral process and its investment in more permanent human resources within the institution.

Conclusion 17: many of the development partners, although interested in the electoral process do not foresee any immediate financial contribution but are perhaps open to funding a number of "soft" issues, such as gender, PwDs etc. Therefore, it is essential that the project maps out what each donor is proposing to support in the upcoming cycle.

Conclusion 18: the majority of the development partners are looking more towards the softer aspects of democracy, such as support to civil society, particularly women and persons with disabilities, and therefore any efforts in these regards should be coordinated.

Conclusion 19: EU is interested in funding the entire election cycle and is therefore interested in supporting the process in order to ensure more transparency, inclusiveness and capacity in the next cycle of elections.



**Intended Outcome as stated in the UNDAF/Country [or Global/Regional] Programme Results and Resource Framework:**

Outcome ID: CAE96B2C-815B-463A-9645-CB14F2DE92B1  
 Outcome: Government's ability to improve the performance of institutions and promote participation and accountability  
 UNSF Lebanon 2017 – 2020 Outcome 2.1:  
 Government increased

**Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework, including baseline and targets:**

**Indicator:** Number and Nature of irregularities observed according to international standards during municipal and parliamentary elections  
**Baseline:** Irregularities included in 2009 Observers Report on Parliamentary Elections and 2010 Municipal Elections Observers Report  
**Target:** 2016 Municipal Elections – 0 irregularities and 2017 Parliamentary elections – 0 irregularities

**Applicable Output(s) from the UNDP Strategic Plan:**

**UNDP Strategic Plan 2018 – 2021:**

**Output 2.2.1:** Use of digital technologies and big data enabled for improved public services and other government functions  
**Output 2.2.2:** Constitution-making, electoral and parliamentary processes and institutions strengthened to promote inclusion, transparent and accountability

**Project title and Atlas Project Number: Lebanese Elections Assistance Project**

EXPECTED OUTPUTS	OUTPUT INDICATORS <sup>40</sup>	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)				DATA COLLECTION METHODS & RISKS
			Value	Year	Year 1	Year 2	Year 3	Year 4	

<sup>40</sup> It is recommended that projects use output indicators from the Strategic Plan IRRF, as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.

<b>Output 1</b> Enhanced efficiency, transparency and inclusiveness of the electoral management and administration through improved institutional capacity and legislative reforms	1.1.1 <i>Candidate registration system (CRS) updated and upgraded for municipal, parliamentary elections and byelections and</i> <i>Number of candidates running</i>	<i>UNDP</i>	5	2018	7	7	8	5	<ul style="list-style-type: none"> <li>• Reports and assessments of experts and consultants</li> <li>• Candidate registration system developed and fully functional <ul style="list-style-type: none"> <li>• Result Management system developed and fully functional</li> </ul> </li> </ul>
	1.1.2 <i>Results Management Systems (RMS) software developed for parliamentary</i>	<i>MoIM</i>	3	2019	3	3	3	3	

	1.1.3	<i>elections and byelections</i>	MoIM	1	2018	1	1	1	1	?	Evaluation questionnaire conducted at the end of the trainings
	1.1.4	<i>Number of trained electoral officials disaggregated by gender</i>								?	Data on procured electoral materials will be collected at the end of elections
	1.1.5	<i>Number of electoral materials procured, produced and in place</i>	MoIM	18000	2018	0	500	18000	0		MoIM website developed, updated and in place
	1.1.6	<i>Updated websites developed and compatible with mobile version</i>	MoIM	142,800	2018				TBC MoIM	?	Independent report from consultants
	1.1.7	<i>New warehousing system identified and implemented</i>	UNDP	1	2018	2	2	2	2		Independent reports from stakeholders and observers
	1.1.8	<i>Number of accredited observers and media for municipal and parliamentary elections and byelections</i>	UNDP	1	2014	1	1	1	1		
	1.1.8	<i>Number of feasibility studies and research papers developed</i>	UNDP	3310 940	2016 2018				TBC LADE		Risks: would affect call for early entry or implementation

	<i>Effective support to the Qaemaqams and Muhafaz in the distribution of electoral materials</i>	<i>UNDP</i>	5	2018	6	7	5	3	implemerline of techndivities  ding available to
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	<i>1.1.10 Effective development and establishment of mega centers.</i>	<i>UNDP</i>	Support in the municipal elections	2016				Support provided in the year of elections	
		<i>MoIM</i>	0	n/a	1	1	1	0	
	<i>1.2.1 Operational capacity of the MoIM strengthened through the provision of human resources</i>	<i>UNDP</i>	3	2018	5	5	7	3	<input type="checkbox"/> Number of recruited personnel for the MoIM <input type="checkbox"/> Data will be collected through evaluation at the end of trainings
	<i>1.2.2 Number of electoral officials trained (gender disaggregated data)</i>	<i>UNDP</i>	16 50%	2018	20	20	20	20	



1.3.1 Increase in the awareness among the citizens (Number of Actual Voters disaggregated by gender)	MoIM	1,861,203 49.68% M: 48.6% W: 51.4%	2018	n/a	n/a	55%	n/a	Official electoral results published on the MoIM website
	MoIM	597 M: 85.6% W: 14.4% Y: 4.7%	2018	n/a	n/a	700	n/a	
1.3.2 Number of candidates running for elections disaggregated by age and gender								
1.4 Number of studies produced on new elections technologies	UNDP	1	2018	2	3	2	1	Reports and studies produced on new technologies
1.5.1 Number of Registered Voters disaggregated by age and gender	MoIM	3.746.483 M: 49.2% W: 50.8%	2018	4.1 mil	4.3 Mil	4.5 Mil	4.6 Mil	Data to be collected from the MoIMDGCS statistical unit
1.5.2 New Website developed	MoIM	1	2018	1	1	1	1	New website developed and fully functional

1.6 Number of lessons learned reports on municipal, parliamentary elections and by-elections	UNDP	3	2019	n/a	n/a	3	1	☐ Internal lessons learned reports produced in the postelectoral period
1.7.1 Number of comparative studies produced on OCV system 1.7.2 Number of coordination meetings MoFA-MoIM 1.7.3 New operational framework for the OCV is in place 1.7.4 Number of procured electoral materials for OCV	UNDP	n/a	-	1	1	1	0	☐ Studies and research papers produced ☐ Minutes and decisions from coordination meetings MoFA – MoIM
	UNDP	n/a	-	2	5	5	1	
	MoFA	1	2018	0	1	1	0	
	MoFA	32000	2018				TBC by MoFA	

	<i>1.7.5 Number of ToTs for OCV officials (disaggregated by gender)</i>	MoFA	n/a					TBC by MoFA	
	<i>1.7.6 Number of campaigns produced on OCV.</i>	MoFA	1	2018	0	1	1	1	<ul style="list-style-type: none"> <li>• Attendance sheet and evaluation surveys posttrainings</li> <li>• Monitoring report of the campaigns produced</li> </ul>

<p><i>1.8.1 Number of improvements and electoral reforms implemented in the management of elections compared with previous elections</i></p> <p><i>1.8.2 Number of meetings conducted with subcommittees in the parliament</i></p> <p><i>1.8.3 Number of studies and research papers produced on legal reforms and subsidiary legislations</i></p>	MoIM	5	2018	0	10	10	0	<p>Change of law expected</p> <ul style="list-style-type: none"> <li>Data will be collected through number of reports, studies and research paper produced by independent consultants</li> <li>Meeting organized in the parliament</li> </ul>
	UNDP	n/a	-	2	2	2	n/a	
	UNDP	1	2019	2	2	2	n/a	

									<p>on electoral reforms</p> <p>☐ Number of passed legislative reforms</p> <p>Risks: Early Parliamentary elections or postponement and political deadlock might affect the implementation of some activities</p>
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<b>Output 2</b> Strengthened institutional capacity of the SCE to perform its mandate and attributions in a sustainable and independent manner	<i>2.1.1 Increased institutional capacity of the SCE through the provision of HR</i>	SCE	3	2018	6	6	8	6	<ul style="list-style-type: none"> <li>• SCE Monitoring report</li> <li>• Post-elections lessons learned report for the SCE</li> <li>• Attendance sheet distributed in trainings</li> <li>• SCE website developed and fully functional</li> <li>• Independent and</li> </ul>
	<i>2.1.2 Number of consultants and experts supporting the SCE</i>	SCE	1	2019	2	2	2	0	
	<i>2.1.3 Number of trainings for monitors and technical staff</i>	SCE	1	2018	1	1	1	1	
	<i>2.1.4 New dedicated website is in place</i>	-	n/a	-	1	1	1	1	
	<i>2.1.5 Number of procured electoral materials for the SCE</i>	SCE	26000 (list of items available disaggregated by type)	2018				TBC with the SCE	
		UNDP	n/a	-	1	1	1	1	

	<p><i>2.1.6 Number of study tours and visits facilitated by the Arab EMBs</i></p>								<p>consultant's reports</p> <p>Risk: the change of electoral law might affect the mandate and the responsibilities of the SCE</p>
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<p>2.2.1 Technical support to the review of legal reforms including budget, mandate and structure of the SCE</p> <p>2.2.2 Number of reforms endorsed on the law and subsidiary legislations</p> <p>2.2.3 Number of codes of conduct discussed and produced</p> <p>2.2.4 Number of trainings for media monitors</p> <p>2.2.5 Number of workshops organized on methodological issues regarding traditional media research and monitoring</p> <p>2.2.6 Number of workshops organized with social media specialized agencies on current methodologies</p>	SCE	1	2019	1	1	1	1	Decision will be taken when the new law is adopted
	SCE	1	2017	1	1	1	1	Independent report from stakeholders and consultants
	SCE	n/a	-	2	2	2	0	monitoring report
	SCE	1	2018	1	1	1	0	Post-elections lessons learned
	SCE	1	2018	1	1	1	1	Number of participants in trainings and workshops
	SCE	n/a	-	1	1	1	1	Post campaign media monitoring report



<p>2.3.1 Number of awareness campaigns produced on the role and responsibilities of the SCE</p> <p>2.3.2 Number of voter education awareness campaigns produced by the SCE</p> <p>2.3.3 Number of civic education initiatives organized with high school students (gender disaggregated)</p> <p>2.3.4 Number of info sessions organized with university students and teachers (gender disaggregated).</p>	SCE	n/a	-	1	1	1	1	<p>☐ Data collected from info sessions organized with high school and university students</p>
<p>2.4.1 Number of lessons learned reports produced</p> <p>2.4.2 Number of reports produced by the SCE.</p>	SCE	1	2019	0	0	1	1	<p>☐ Post-elections lessons learned reports</p> <p>☐ SCE Postelections Reports</p>
	SCE	2	2019	1	1	1	1	

<b>Output 3</b> Effectiveness and transparency of the EDR mechanism enhanced through technical assistance to	<i>3.1.1 Number of trained council members</i>	CC	n/a	-	10	10	10	10	<input type="checkbox"/> Data will be collected through attendance sheets distributed
	<i>3.1.2 Number of trained RCs and HRCs (disaggregated by gender)</i>	UNDP	600	2018	100	600	600	0	
		CC	20	2018	10	10	10	5	
the Constitutional Council	<i>3.1.3 Number of procured items for the CC institutional capacity.</i>								<input type="checkbox"/> during trainings  <input type="checkbox"/> Data will be collected through postelections lessons learned  <input type="checkbox"/> Independent and consultants reports
	<i>3.2 number of study tours and conferences to countries with similar EDR set-up in cooperation with the UNDP regional project</i>	UNDP	n/a	-	1	1	1	1	<input type="checkbox"/> Data will be collected from organized study tours, workshops and conferences

										Post campaign media monitoring report
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<p>3.3.1 Number of participants in workshops and events organized for the CC in the area of EDR (comparative study visits and events) 3.3.2 Number of awareness campaign produced on the role and objective of the EDR 3.3.3 Maintenance and update of the CC website 3.3.4 Number of publications and knowledge toolkits produced on EDR</p>	UNDP	100	2016	1	1	1	1	Publications and toolkits produced on EDR
	UNDP	2	2018	1	1	2	1	CC website updated and fully functional
	UNDP	1	2019	1	1	1	1	
	CC	2	2019	0	1	2	1	
3.4 Number of post-electoral lessons learned reports on EDR mechanism	CC	2	2018	0	0	1	1	Independent stakeholders and consultant reports

									Post-elections Lessons learned reports
<b>Output 4</b> Inclusiveness and participation of vulnerable and marginalized groups in the electoral processes enhanced	<i>4.1.1 Number of participants in workshops, roundtables and info sessions on legal framework reform, women rights and civil rights</i>	UNDP	300	2018	1,000	1,500	1,500	800	Gender and age disaggregated data will be collected through attendance sheet
	<i>4.1.2 Number of participants in cultural events focused on women and civil rights</i>	UNDP	100	2018	200	300	300	100	

	4.1.3 Survey on the perception on women participation in the political life	UNDP	1	2019	1	1	1	1	
	4.1.4 Number of participants in training programs at regional and local level focused on encouraging women participation in the political life	UNDP	150	2018	300	1000	1000	1000	
	4.1.5 Number of training programs organized to encourage women to participate in the 2022 municipal elections	UNDP	300	2018	500	1000	1000	1000	
	4.1.6 Digital platform (search engine) featuring women champions in the political and public field is in place	UNDP	n/a		1	1	1	1	
	4.1.7 Number of High School students trained through SHARP program	UNDP	n/a	-	200	-	-	-	
	4.1.8 Number of curriculum produced on gender roles	UNDP	n/a	-	1	1	1	1	
		UNDP	n/a		200	-	-	-	
		UNDP	n/a		1000	-	-	-	

distributed during trainings, workshops, roundtables, info sessions on inclusive political participation and civil rights (Women, Youth and PWDs)  
 Surveys on public perception on women participation in the political life  
 Data will be collected through attendance sheet and evaluation questionnaire distributed

	<p>4.1.9 Number of High School students trained through WHV program</p> <p>4.1.10 Number of youth trained on civic and policy dialogue through YLP 6</p>	UNDP	350	-	500	500	1000	500	during trainings Digital platform
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	<i>4.1.11 Number of youth participating in focus groups on political participation</i>	UNDP	100	-	500	500	1000	500	<p>☐ developed and fully functional Curriculum on gender roles</p> <p>☐ produced in coordination with MEHE and MoSA</p> <p>☐ Concept notes and reports from stakeholders and partners</p> <p>Report on measures adopted to improve accessibility</p>
	<i>4.1.12 Number of youth participating in cultural events targeting HR and inclusiveness</i>	UNDP	n/a	-	1500	1000	1000	500	
	<i>4.1.13 Number of Youth participating in Town Hall meetings on civic participation with municipalities</i>	UNDP	n/a	2018	2	2	2	2	
	<i>4.1.14 Number of Workshops, roundtables and info sessions organized on PWDs right and accessibility</i>	UNDP	n/a	2018	100	100	100	100	
	<i>4.1.15 Number of participants in cultural events and thematic exhibition on PWD participation</i>	UNDP	4	-	-	2	2	-	
	<i>4.1.16 Number of measures adopted to improve accessibility and inclusiveness of the electoral processes for</i>	UNDP	4	-	2	2	5	1	



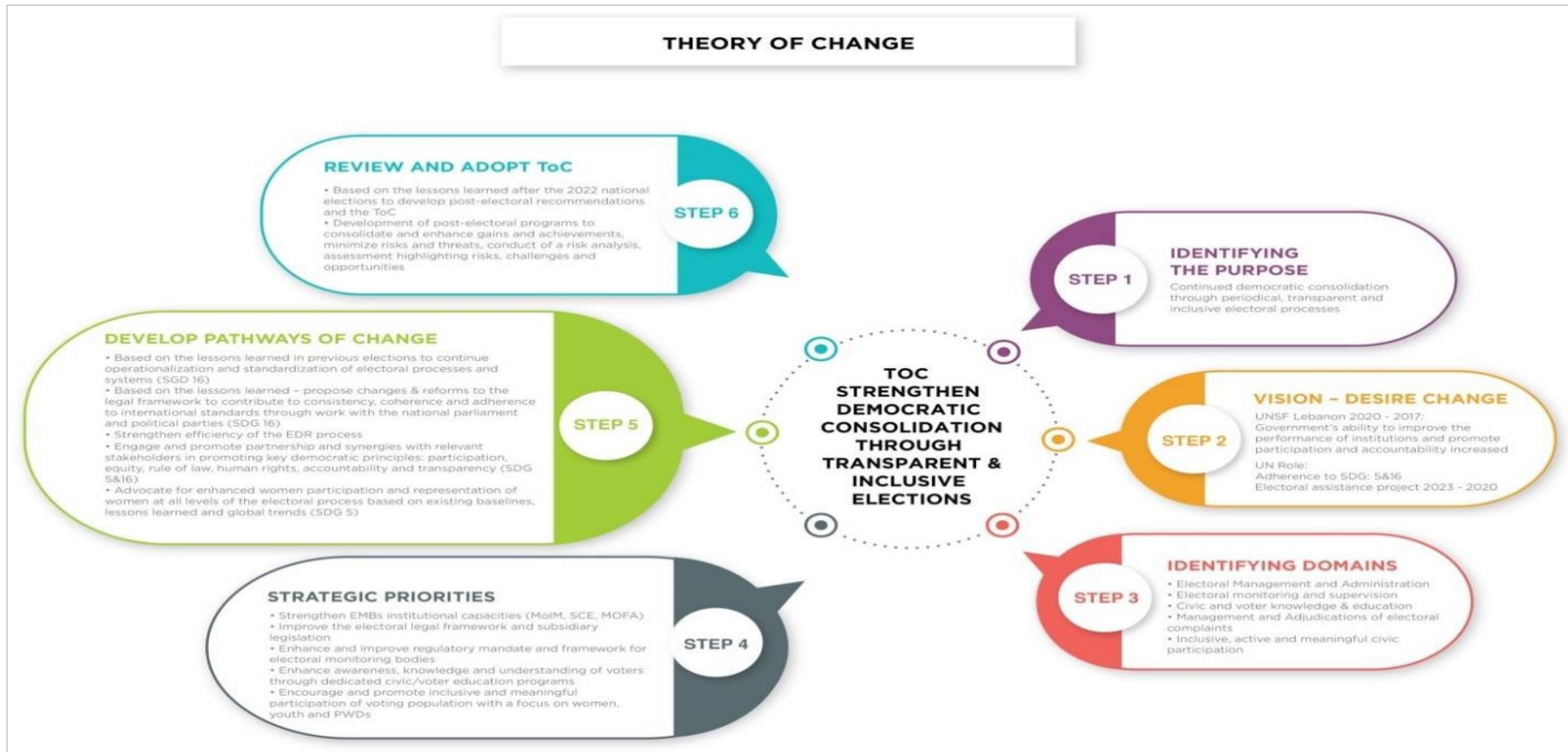
	<i>PWDs</i> <i>4.1.17 Number of publications and brochure produced on inclusive political participation and civil rights</i>				-					
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				-					
				2018					
	<i>4.2 Number of technical working group meetings held with CSOs</i>	UNDP	11	2015	6	6	8	6	☐ Minutes of Meetings from TWGE meetings held with CSOs
	<i>4.3.1 Level of citizen's awareness and knowledge of the electoral process</i>	UNDP	1	2013	1	1	1	1	☐ Survey on public perception and knowledge of the electoral process
	<i>4.3.2 Number of grants given to CSOs</i>	UNDP	1	2018	5	5	5	5	☐ Independent stakeholders and partners reports

	<i>4.4.1 Number of civic education campaigns produced on political participation and human rights</i>	UNDP	2	2019	1	1	1	1	❓ Post campaign media monitoring report
		UNDP	n/a	-	-	1	1	1	

	<i>4.4.2 Level of citizen's awareness on political participation and human rights</i>								❓ Data will be collected through annual surveys among citizens to assess awareness and knowledge
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	4.5.1 Number of voter education and public awareness campaigns produced on political participation and human rights	UNDP	7	2019	1	1	3	1	Post campaign media monitoring report
	4.5.2 Number of spoiled ballot paper	MoIM	2.1%	2018	-	-	1.8%	-	Voter Turnout published by the MoIM in the official website
	4.5.3 Voters turnout disaggregated by age and gender for parliamentary elections	MoIM	M:48.6% W:51.4%	2018	-	-		30% increase against 2018 in number of women candidates	Estimated Gender and age disaggregated data on the Actual Voters
	4.5.4 Number of candidates running for elections disaggregated by age and gender	MoIM	M:511 (85.6%) W:86 (14.4%)  Age: 25-35: 4.7%	2018				More than 80% increase against 2018 in number of youth candidates	Number of invalid votes published by the MoIM in the official website  Results of surveys conducted





Annex II – Evaluation Matrix

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
<b>RELEVANCE</b>	EQR1: To what extent were the objectives of the intervention and the electoral support consistent with beneficiary requirements and needs?			
Rational and Design	EQR1.1. Having in mind the political, social, legal and institutional context of Lebanon, to what extent were the interventions' objectives relevant to the project beneficiaries?	Extent to which beneficiaries are satisfied with the design of the project? This will include the direct beneficiaries of the different outputs of the project as well as the different members of society/electorate and certain groups)	Documentation of the project/ UNSCOL: Interviews with beneficiaries and staff as well as CSOS and UN Agencies (beneficiaries including both primary and secondary beneficiaries)	Assessing primary and secondary data through desk review, FGDs and KIIS
	EQR1.2. Extent to which the methodologies and outputs of LEAP are relevant in the context of the organization and conduct of local and national elections?			
	EQR1.3. Relevance of the action to UN policy and strategic priorities, government policies as well as the SDGs?	Level of ability of LEAP to contribute to higher-level results (UNDP Strategic Results and relevant SDGs)		
	EQR1.4. Extent to which UNSCOL has been able to contribute to higher-level results	Extent of implementation of Strategic Pillars		
Gender and Human Rights	EQR1.5. How well has the UN addressed the issues of gender inclusion, women's equality, and empowerment? How well gender perspectives have been mainstreamed into the design and implementation of the project?	The extent to which the design and the overall results comply with the GRES scale and Gender at Work Framework	Documentation Interviews	Examination of GRES and Gender at Work Scale as well as KIIS and FGDs with women and vulnerable groups
	Which are the main measures implemented in enhancing the accessibility of PWDs to electoral processes, relevant to the electoral assistance provided by the UN?	Extent of inclusion on PWDs according to observer reports in comparison to last elections		

	How well have results achieved by LEAP addressed the interests and rights of marginalized and vulnerable groups, particularly women, youth and Persons with disabilities (PWD) in the society?	Extent of satisfaction and inclusion of these groups.		
Coherence	EQC2.1. Extent of cooperation between LEAP and UNSCOL	Ability to identify priorities and challenges and developing alternative options and/or contingency plans.	Interviews, documentation, mechanisms established	KIIS and FDGs as well as desk review
	EQc2.2. Extent to which coordination mechanisms were adequate?	the extent to which UN and Non UN Stakeholders and members of international community worked together – existence of mechanisms.		



<b>EFFECTIVENESS</b>	<b>EQEF4: To What extent have the UN’s objectives (timely organization of elections and capacity building of key electoral stakeholders, including relevant State institutions) and results been achieved? What were the key challenges and enabling factors?</b>			
The Results	EQEF4.1 Extent to which results (outputs and outcomes) achieved?	Indicators established in the results framework and the extent to which beneficiaries are satisfied	Documentation Interviews	Contribution analysis through interviews and MSCs
	EQEF4.2.To what extent were there unforeseen or foreseen factors that have contributed to achieving (or not achieving) the intended outputs and objectives?	Number of unforeseen and foreseen factors	EOM Reports and articles on electoral process	
	EQEF4.2.Extent to which UNDP LEAP and UNSCOL managed risks effectively? (political, covid etc)	Existence of a risk analysis and implementation thereof (Question answered under efficiency)		
	EQEF4.3.What were the challenges/constraints and enabling factors? (How did LEAP and UNSCOL overcome them)	(Assessment derives from the above)		
	In which areas was the action most successful in improving the performance of institutions and promoting participation and accountability	(assessment derives from the above) (Question answered within the text of effectiveness under the outputs)		
Gender and Human Rights	Extent to which UNDP, LEAP and UNSCOL contributed to gender equality, the empowerment of women and the realization of human rights	Extent to which the project scores on the GRES Scale and Gender at Work Framework (question answered under section on gender and human rights)	Documentation and interviews	Examination of the GRES scale and the gender at work scale

EFFICIENCY	EQEFF3 To what extent have resources (financial, human and technical) been allocated strategically and were they managed efficiently?				
Use of Resources	EQEFF3.1. Assess the project efficiency in terms of technical assistance and advisory support provided to key electoral stakeholders, during the implementation of the project.	Quality, frequency and usefulness of technical and advisory support	Documentation Interviews with Staff Interviews with beneficiaries	Interviews Documentary Review	
Organizational efficiency	EQEFF3.2. Extent to which the management/governance mechanisms established were sufficient to oversee the programmatic and financial management of the intervention.	Establishment of mechanisms and implementation thereof Extent of donors' engagement, partners, decisions making, tasks/plans, concentration of support and the role of the government.	Documentation Interviews with Staff Interviews with beneficiaries	Interviews Documentary review	
EQEFF3.3. What was the role of the governance structure in the project implementation and achievement of strategic goals?	Extent of donor's engagement, partners decision making, task plans concentration of support and role of the government.				
EQEFF3.4. Has the project been able to establish and maintain sustainable and efficient partnerships and cooperation, in the implementation period?	Quality of the relations of UNDP LEAP with relevant key national stakeholders and their views on the support and assistance provided.				
Monitoring Efficiency	EQEFF3.5. To what extent did project monitoring system provide data that allowed the project to learn and adjust implementation accordingly?	Extent to which log frame was utilized to guide implementation. Results based management reporting was utilized. Monitoring systems put in place			
EQEFF3.6. Extent to which risks were managed effectively through monitoring of the log frame.	The effectiveness of management to manage the risks and to inform and adapt and to use internal systems to advise				
Extent to which the action was able to adapt to evolving needs and context, particularly Covid 19, security and political factors	Implementation of a risk management strategy Challenges were referred to in reports and project board meetings (answered under EQEFF3.6.				

SUSTAINABILITY	EQSUS5 To what extent did the beneficiaries take ownership of the project? Will they be able to sustain the results of the intervention (programmatically, politically and financially)?			
Ownership	EQSUS5.1. What is the likelihood that the benefits that resulted from the previous and current UNSCOL and UNDP LEAP interventions will continue at national and subnational level through adequate ownership, commitment, willingness displayed by the government and other stakeholders?	<p>The contribution of the support to ensure sustainability beyond the intervention;</p> <p>Extent to which capacity building initiatives/trainings are sustainable and are to be replicated.</p> <p>Examples of mechanism in place to support the EMBs to sustain the improvements made through LEAP</p>	Project documentation Narrative reports Interviews EOM Reports	FGDS KIIS Documentary review,
	EQSUS5.2. The extent to which capacity and know how has been further built over the course of LEAP II of the key institutions and how sustainable is it in the event of disengagement	The number of procedures, number of persons trained, the rating of the capacity of the key institutions - level of sustainability without UN engagement		
Gender and Human Rights	EQSUS5.3. To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on gender equality, and the empowerment of women?	Existence of gender sensitive policies and the implementation thereof Extent of gender equality and the empowerment of women		

	Principal factors influencing the achievement and non achievement of project sustainability	To be derived from the above
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IMPACT	EQIM6: To what extent did the UN's interventions (political and technical) contribute to increasing the Government's ability to improve performance of institutions and promote participation and accountability			
Results	EQIM6.1 To what extent did the performance of the institutions increase and promote participation?	What are the benefits to [beneficiaries] that can be directly attributed to UNDP LEAP? What are the benefits to the electoral process that can be directly attributed to UNSCOL? To what extent were the timelines for free, fair, transparent, and inclusive parliamentary elections adhered? Enduring capacities of the key election related bodies, such as MOIM, SCE and Constitutional Council.	Project Documentation Narrative Reports Beneficiaries EOM reports News Articles Interviews with civil society	KIIS with key beneficiaries as well as external actors such as CSOs and actors who observed the elections. Desk review of relevant documentation  Utilizing MSC and Contribution analysis
	EQIM6.2. To what extent has electoral reform progressed under the project	The level of progress in electoral reform, its future trajectory and key milestones		
	To what extent did all intended target groups, including the most disadvantaged and vulnerable, benefit from the intervention?	Number of activities and stories of benefiting from the intervention for the different groups.		
	Was the coordination and information sharing between UN	To what extent did UN-internal coordination and information sharing contribute to a joined-up approach. To what extent did external coordination, especially with members of the international community, provide an enabling environment for the timely conduct of the parliamentary elections?		
	What have been direct or indirect, intended, or unintended changes that can be attributed to UNDP LEAP's support and UNSCOL's interventions relevant to elections?	To be derived from above		



CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
GENDER AND HUMAN RIGHTS	EQGHR7: How well has the action addressed the issues of human rights concerns, gender inclusion, women's equality and empowerment across all aspects of the intervention's design, development, implementation, and its management?			
	EQGHR7.1. Extent to which the action has ensured that gender issues and participation of vulnerable/disadvantaged groups are mainstreamed in support of inclusive and participatory electoral process	Space allocated to gender and vulnerable/disadvantage groups participation in the commissions and its activities. Space allocated to gender and vulnerable/disadvantaged groups 'participation in training/key knowledge products/outreach (methodology documents for the elections	ProDoc Narrative Reports Training /workshop Reports Key knowledge products	Desk review of knowledge products KIIS with persons trained, recipients of workshops etc.
	EQGHR7.2. Extent to which women's political trajectory has improved over the course of the project?	The progress and key milestones achieved in advocating for the gender quotas both at the parliamentary level and municipal elections	Narrative Reports Gender reporting on politics in Lebanon/monitoring Report, /UN Women reports/Reports from LEAP	Focus groups with women's groups, KIIS Desk review of gender related issues
	EQGHR7.3. Extent of the impact the intervention has on the permanent and real attitudinal and behavioral change conducive to HR and GE by the beneficiaries of the action?	The extent to which gender and other issues are covered in the activities and key outputs of the action and attitudes are more gender transformative according to the GRES scale.	Narrative Reports Interviews	Desk review of documentation including relevant articles, UN agencies, UN Women KIIS with key beneficiary institutions, CSOs, Women's Groups, other relevant CSOs
	EQGHR7.4. Extent to which the assigned gender marker represents the reality of the project	The number of gender specific results	Intervention logic Overall documentation	Desk review. Interviews and analysis of intervention logic

## Election Management Bodies – MoIM, SCE, CC

## 6.2. Key Informant Interview guide for Direct Beneficiaries

General Information. <u>To be filled out by the interviewee</u>	
<b>Date:</b>	
<b>Location: (Place or type of medium utilised for interview)</b>	
<b>Organization</b>	
<b>Title/Position in Organization/Institution</b>	
<b>Name:</b>	
<b>Gender:</b>	
<b>Relevant outputs of the project:</b>	
<b>how long (in years) have you been involved in LEAP)(any previous UNDP electoral projects) and/or received electoral support?</b>	
<b>Start &amp; End time of interview</b>	

**Introduction and the purpose of the interview:**

- The consultant will introduce herself as an independent consultant who is carrying out a final evaluation of the project LEAP and intervention of UNSCOL and explain what she would like to find out about the interlocutors' view and experience of the project.
- The consultant will explain that their input to the evaluation is very important as their answers will contribute to the analysis in the report which will highlight the positive and less positive aspects of the project as well as the UNs' support to the electoral, as well as looking at lessons learned and recommendations for the future.
- The consultant will explain that there are no right or wrong answers and it is the interlocutor's opinions that we would like to understand.
- The consultant will seek permission to include their name in the list of persons interviewed, and explain that the answers they give are completely private, and no-one will know that the answers were given by them. (If they do not want their name included, we will just mention the department and the institution.)
- The consultant will explain to the person being interviewed if they do not understand a question, they can ask you and you will help to explain it better.
- The consultant will let the interviewee know that the interview will take approximately 45 mins to one hour.
- If they are happy to start, the interview will begin.

**A. GENERAL QUESTIONS**

1. Please elaborate your cooperation with UN's electoral support



2. In which output area /type of engagement has your organization partnered with the UNDP LEAP/UNSCOL?
3. Have you received any capacity development support from UNDP and if so, how has this strengthened your organization?

**B. PROJECT RELEVANCE**

1. According to your knowledge and understanding, what did the UNDP's/UNSCOL intervention seek to address?
2. In your view, did the intervention's design address the context, needs and priority of intended target groups? Can you provide examples? Did it reach all intended target groups?
3. Would you comment on how the issues that the intervention sought to address were identified? [need to probe for responses vis a vis ownership of the issues by the beneficiary institutions in the process of identifying those issues]
4. How did the Government promote the overall ownership of the results?
5. How effective was the LEAP in garnering national ownership of the activities?
6. Were there any incidences where you considered that LEAP was unable to enhance national ownership, if so why?
7. How effective was UNSCOL in facilitating dialogue between the key electoral stakeholders and diplomatic community?
8. Do you think that the UN's intervention sufficiently considers gender equality, women's rights and minority and vulnerable groups adequately? Do you have any comments or suggestions to ensure more consideration of any of these groups?
9. Do you think that the UN's support to the electoral process considers the rights of persons with disabilities adequately? Do you have any comments or suggestions to ensure more consideration of any of these groups?

**C. IMPACT**

1. Would you share with us the changes that have come as a result of the UN's electoral support?

Would you mention any changes that you may not link to the support (as a result of exogenous factors)

2. What would be your general comments regarding the effects of the UN's electoral engagement on the beneficiaries? Do you consider that the UN's engagement contributed to a more credible process, enhanced capacity of the institutions and that effective participation of the different groups has increased?
3. What avenues did women and vulnerable groups have to provide feedback on the type of support offered, or otherwise influence the quality of the engagement?
4. What challenges of access for participating women and vulnerable groups were identified, monitored and addressed?
5. Is there evidence that the UN's electoral support advanced any key national human rights, gender or inclusion policies with regards to the electoral process?

6. How do you think Lebanese population perceived your work as an institution?
7. Overall, which were the most important or relevant changes you have noticed as a result of the UN's electoral support?

**E. SUSTAINABILITY ISSUES**

1. In your view, what measures did the UN put in place to ensure that the interventions or effects of the electoral support could continue after the UN's support has ended?
2. What would you consider to be the factors that would compromise the continuity of the results of the both the project as well as the UNs engagement in future electoral processes? Given the current context in Lebanon, what are your thoughts about the overall sustainability of the project?
3. What are the key lessons learned?

**F. CONCLUSION**

1. We have come to the end of our discussion; would you any other comments/suggestions/recommendations to add?

**UN Agencies/ Civil Society/DPs**

6.3. Key Informant Interview guide for various Stakeholders

General Information. <u>To be filled out by the interviewee</u>	
<b>Date:</b>	
<b>Place of interview</b>	
<b>Type of interview (remote in country)</b>	
<b>Type of Organization</b>	
<b>Title of Respondent</b>	
<b>Gender:</b>	
<b>Could you describe for how long (Days/Month/years) have you been in involved in with the intervention?</b>	

Introduction and the purpose of the interview:

- The consultant will introduce herself as an independent consultant who is carrying out a final evaluation of the intervention and explain what she would like to find out about the interlocutors view and experience of the intervention.
- The consultant will explain that their input to the evaluation is very important as their answers will contribute to the analysis in the report which will highlight the positive and less positive aspects of the intervention, as well as looking at lessons learned and recommendations for the future.

- The consultant will explain that there are no right or wrong answers and it is their specific opinions that we would like to understand.
- The consultant will seek permission to include their name in the list of persons interviewed and explain that the answers they give are completely private, and no-one will know that the answers were given by them. (If they do not want their name included, we will just mention the department and the institution.
- The consultant will explain to the person being interviewed if they do not understand a question, they can ask you and you will help to explain it better.<sup>41</sup>
- The consultant will let the interviewee know that the interview will take approximately 45 mins to one hour.
- The interlocutor will be asked if they are happy to start?

### **Interview questions for UNDP LEAP Staff**

#### **A. GENERAL QUESTIONS**

1. Can you give a brief overview for how long and what aspects of the project you were involved in? Which output and/or M&E, finance, procurement etc?

#### **B. IMPLEMENTATION**

1. Have any planned activities not been implemented and if so, what have been the biggest challenges?
2. What have been some key learning points you have gathered as you carried out your activities? Have you had any feedback from participants involved in the activities? And adapted?
3. Has the project been able to reach all target groups that it had intended to reach?
4. Were there any unintended negative consequences of the project implementation?
5. Could the same results have been achieved in another way?

#### **C. PROJECT EFFICIENCY AND EFFECTIVENESS**

1. How were implementing partners / service providers held to account for equitable and sensitive delivery of services / benefits?
2. What was the composition (gender, ethnicity, etc.) of LEAP project staff of implementing partners and does it reflect the diversity of the intervention's stakeholders?
3. In your view, were each of the interventions the project sought to address adequately provided for? (look for any perceived gaps in the financial allocation/human resources etc)
4. According to your assessment, were the allocated resources utilized to achieve the intended objectives/outcomes (look for variances and explain)
5. Were there any incidences whereby some interventions/objectives/outcomes had to require and utilize more resources than provided for? State these
6. In your view, were all the interventions implemented on time as planned? (a) Yes (b) No
7. If No, would you please state the interventions which were delayed and the reasons for the delay?

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<sup>41</sup> Interviews will only be recorded for transcription purposes with the explicit permission of the interviewee.

8. Would you comment on the effect of the delays stated in (a) on the rest of the project?
9. Do you consider that the organization structures, management, planning and implementation processes were effective and efficient?
10. Did the project adequately identify risks and adapt accordingly?

7.

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**Interview questions for UNSCOL and UNDP Country Staff/DPA/EAD**

11. To what extent did implementation align with your respective technical and political objectives of the intervention? Why/why not?
12. How has the changing political, economic, security and health (covid 19) context impacted on the programme implementation?
13. Which aspects of the intervention, and which of the approaches used were most successful in bringing about change and why? (both from the perspective of UNDP LEAP and support provided by UNSCOL)
14. How was the partnership and coordination among the UNDP/UNSCOL and other UN entities (including HQ), agencies and implementing partners, national and local partners?
15. Has the UN been able to reach all target groups that it had intended to reach?
16. What avenues did women and vulnerable groups have to provide feedback on the intervention, or otherwise influence how and what the UNs electoral support was delivering?
17. Is there evidence that the UN's electoral engagement advanced any key national human rights, gender or inclusion policies in the area of elections?
18. Have you observed any unintended impact (could be negative as well as positive) of the UN's electoral engagement?
19. Overall, which were the most important challenges facing the UN's electoral engagement?
20. Can you give any examples of best practices and/or lessons learned during the implementation of this intervention?

8.

9.

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**Interview questions for Civil Society/international organizations working on Elections**

1. What do you consider the main challenges of the electoral process in Lebanon?
2. Are you familiar with the UNs electoral support? Was it relevant to contributing to a more effective, transparent, accountable and inclusive electoral process? Among the activities conducted under the intervention, which of them were most relevant and why? Were there any less relevant activities?
3. How useful was the elections forum in facilitating dialogue between the different electoral actors?
4. In your view what could be the long-term impact made by the UN's electoral support to election process?
5. Have you noticed any unintended consequences, whether negative or positive of the intervention? Give examples
6. In your view, how did the UN's electoral support activities contribute to increasing the credibility of the electoral process. What were the most successful mechanism to achieving this in your view?
7. In your opinion how has the UN's electoral support enhanced the capacity of the electoral commissions to administer credible elections?
8. In your opinion do the election management bodies engage more effectively in strategic leadership, transparency and external engagement?
9. How has the UN's electoral support contributed to bringing changes in cultural barriers, mindsets and traditional practices forming obstacles for women to ensure effective participation in all areas of the electoral process?
10. Given the current context, In which areas (if any) do you think future similar interventions/support should focus on in the short-term (1-2 years) and longer term (3 years and beyond)?

10.

11.

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### **Interview Questions for Donors/Embassies**

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1. Please confirm the period you were involved with the UN's support to the electoral support and in what capacity??
2. What were your development /political priorities and how did the UN's electoral support fit into these?
3. . How satisfied are you with the communication procedures and mechanisms with the project and with UNDP/UNSCOL? Did you receive narrative, political/risk and/or financial reports in a timely manner?
- 4.. How satisfied were you with the results achieved by the UN's support to the electoral process? What have been the biggest challenges to ensuring an effective electoral process?
5. How useful was the "Elections Forum" and to what extent did you believe it facilitated dialogue between national authorities, civil society and the diplomatic community?
6. How effective was the UN in coordinating international efforts around the electoral process and sustaining international attention on the parliamentary elections?
7. Do you consider that the intervention provided effective and sufficient strategic guidance and political support on the elections? Please substantiate your answer?
8. How successful do you consider that the UN's intervention was in promoting women's increases access to political life (as voters and as candidates)?
- 9.. What are your long-term priorities and country strategy for Lebanon and the electoral process (if any)?
10. Why did you choose to support a UNDP project? What do you perceive UNDP's comparative advantages to be? Did you feel that you are getting value for money with UNDP?
11. Would you support a UNDP project again in the future? If not, why not?

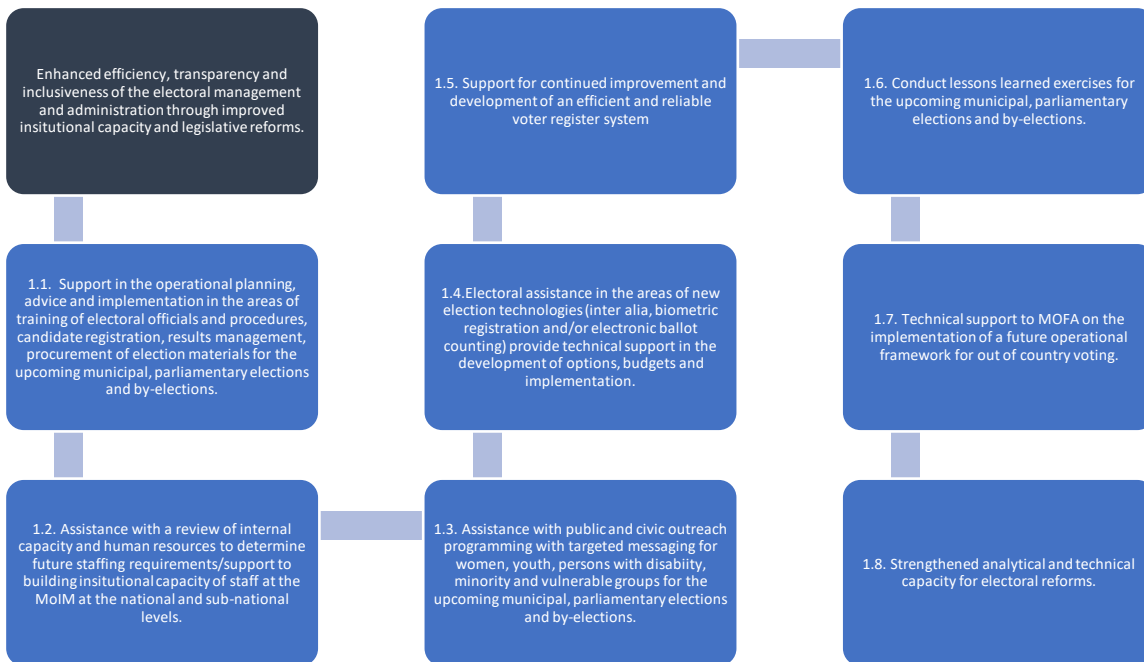


Figure 23: Output One

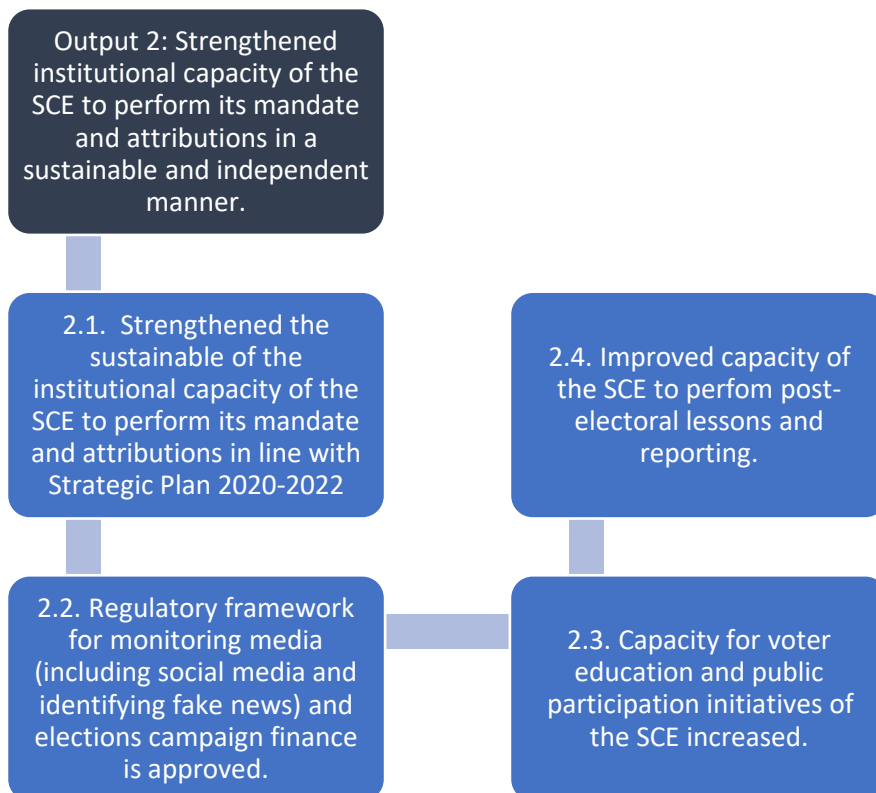


Figure 24: Output Two

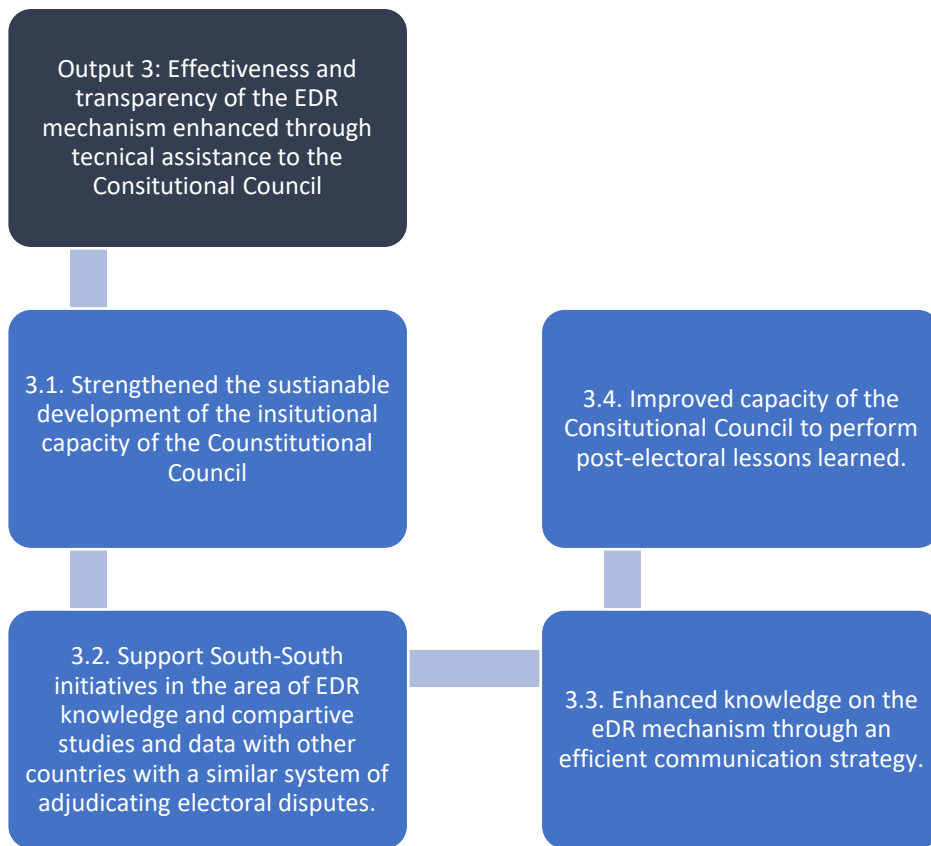


Figure 25: Output Three

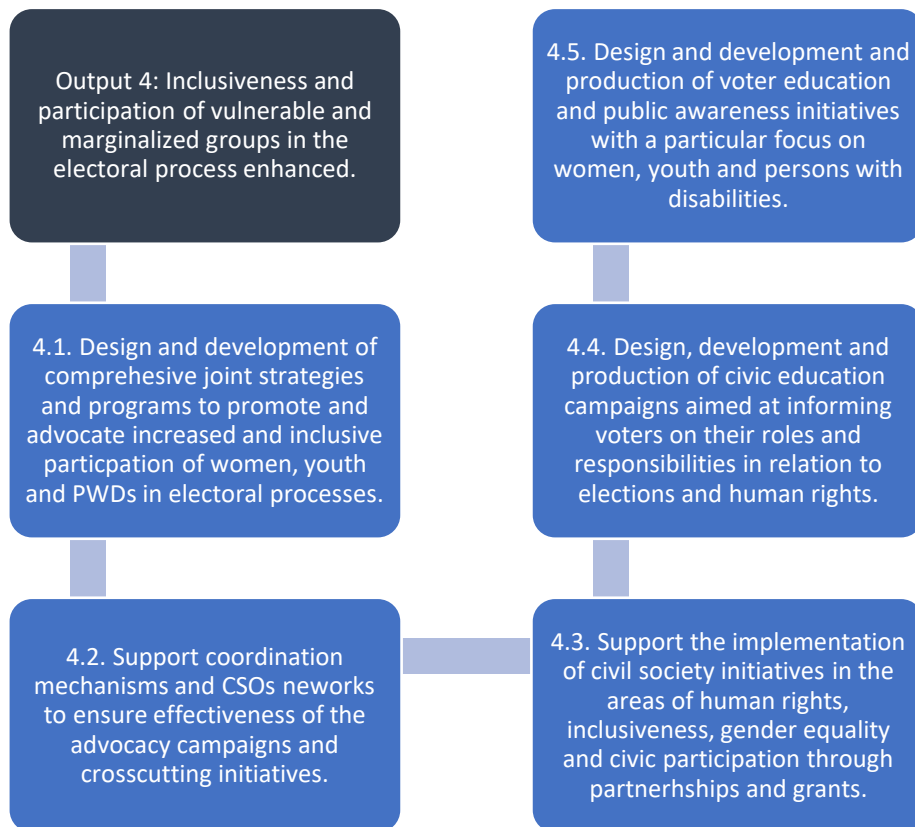


Figure 26: Output Four



Annex V- Overall performance per output indicator

Indicators	Targets	Status	Comments
1.1.1. Number of recruited consultants and experts to strengthen the capacity of DGAR	5	Achieved	Recruited 3 staff located at dGAR and 6 consultants were contracted to support the CRS
1.1.2. Candidate registration system (CRS) updated and upgraded for municipal, parliamentary elections and by-elections and number of candidates running	3	Achieved	103 lists run for elections and 719 candidates were able to join lists including 118 women
1.1.3. Results management system (RMS) software developed for parliamentary elections and by-elections	Effective working and updated system	Achieved	Support for development of RMS system
1.1.4. Number of trained electoral officials disaggregated by gender	18000	Partially achieved	Due to covid restrictions and limited finances, no in person training could take place. A series of videos were made instead.
1.1.5. Number of electoral materials procured, produced and in place	Sensitive materials procured	Achieved	The support provided the procurement for key sensitive materials which arrived in time.
1.1.6. Updated websites developed and compatible with mobile version	Updated website	Achieved	Update of the website with new circulars and number of registered voters with interactive map – www.dgcs.gob.lb
1.1.7. New Warehousing systems identified and implemented	Warehouse operational	Achieved	Refurbished and updated warehouse
1.1.8. Number of accredited observers and media for municipal and parliamentary elections and by-elections	Number of accredited Observers	Achieved	3386 observers were accredited
1.1.9. Number of feasibility studies and research papers developed		Partially achieved	A number of studies were developed
1.1.10. Effective support to the Qaemaqams and Muhafaz in the distribution of electoral materials	Support	Achieved	Project supported in recruitment of company to assist in dispatchment of ballot boxes
1.1.11. Effective development and establishment of mega centers.	Establishment of mega centers	Not achieved	MEGA centers were not achieved

Table 11: Indicator results for output 1.1.

Indicators	Targets	Status	Comments
1.2.1. Operational capacity of the MoIM strengthened through the provision of human resources	Recruitment of staff	Achieved	Deployed 3 election officers
1.2.2. Number of electoral officials trained (gender disaggregated data)		Partially achieved	head of DGPARG participated in training sessions related to Arab EMBs and women political participation in October 2023

Table 12: Indicator results for output 1.2.

Indicators	Targets	Status	Comments
1.3.1. Increase in the awareness among the citizens (No of actual voters disaggregated by gender)	55%	Partially achieved	While the percentage of voters did not get to the target, the number of voters increased and in percentage terms there was less than a 1% drop – given the challenges and the financial crisis this is a good achievement
1.3.2. Number of candidates running for elections disaggregated by age and gender		Achieved	

Table 13: Indicator results for output 1.3.

Indicators	Targets	Status	Comments
1.4. Number of studies produce don new election technologies	2	Not achieved	No study was produced

Table 14: Indicator results for output 1.4

Indicators	Targets	Status	Comments
1.5.1. Number of registered voters disaggregated by age and data		Achieved	Total Number of persons registered to vote 4,002,028
New website developed		Not achieved	No new website was done but a new feature was made on the VRs database on the already existing website

Table 15: Indicator results for output 1.5

Indicators	Targets	Status	Comments
1.6 Number of lessons learned reports on municipal, parliamentary elections and by-elections	Lessons learned activities	Achieved	Lessons learned workshops conducted

Table 16: Indicator results for output 1.6

Indicators	Targets	Status	Comments
1.7.1. Number of comparative studies produce don OCV system		Partially achieved	Produced one comparative study including data around the world related to electronic voting and OCV
1.7.2. Number of coordination meetings MoFA-MoIM	5	Partially achieved	Some meetings did take place between MoFA and MoIM to coordinate -VR and the organization of the OCV
1.7.3 New operational framework for the OCV is in place		Partially achieved	Amendment of the law related to OCV
1.7.4 Number of procured electoral materials for OCV		Achieved	Materials procured
1.7.5. Number of ToTs for OCV officials (disaggregated by gender)		Partially achieved	Only online training via videos could take place
1.7.6. Number of Campaigns produced on OCV		Achieved	

Table 17: Indicator results for output 1.7.

Indicators	Targets	Status	Comments
1.8.1. Number of improvements and electoral reforms implemented in the management of elections compared with previous elections		Partially achieved	Gender quota tabled with parliament and gender quota for municipal elections approved by 10 MPs
1.8.2 Number of meetings conducted with sub-committees in the parliament		Partially achieved	One meeting took place
1.8.3. Number of studies and research papers produced on legal reforms and subsidiary legislations		Achieved	Produced 3 briefing papers

Table 18: Output results for output 1.8.

<b>Indicators</b>	<b>Targets</b>	<b>Status</b>	<b>Comments</b>
2.1.1 Increased institutional capacity of the SCE through the provision of HR		Achieved	Three UNVs and recruitment of 30 media monitors
No. of consultants and experts supporting the SCE		Achieved	Supported recruitment of 6 expert consultants to train monitors
2.1.3 Number of trainings for monitors and technical staff		Achieved	5 day training session
2.1.4. New dedicated website in place		Achieved	Supported the update of circulars and decisions on the dedicated election website
2.1.5. Number of procured electoral materials for the SCE		Achieved	Support of procurement of relevant IT equipment and stationery
2.1.6. Number of study tours and visits facilitated by the Arab EMBS		Not achieved	Cancelled due to Covid

**Table 19: Output results for output 2.1**

<b>Indicators</b>	<b>Targets</b>	<b>Status</b>	<b>Comments</b>
2.2.1 Technical support to the review of legal reforms including budget, mandate and structure of the SCE		Partially achieved	The SCE did not go under any new reform, but the project did support the SCE (parliament assigned new commissioners and approved the elections budget including SCE)
2.2.2 Number of reforms endorsed on the law and subsidiary legislations		Not achieved	No reforms done
2.2.3 Number of codes of conduct discussed and produced		Achieved	SCE produced 2 code of conduct for domestic and international observation
2.2.4 Number of trainings for media monitors		Achieved	5-day training session for monitors
2.2.5 Number of workshops organized on methodological issues regarding traditional media research and monitoring.		Achieved	Training workshop for media monitors on methodology to use for traditional and social media
2.2.6 Number of workshops organized with social media specialized agencies on current methodologies		Not achieved	Cancelled due to Covid

**Table 20: Output results for 2.2.**

<b>Indicators</b>	<b>Targets</b>	<b>Status</b>	<b>Comments</b>
2.3.1. Number of awareness campaigns produced on the role and responsibilities of the SCE		achieved	Voter education developed
2.3.2. Number of voter education awareness campaigns produced by the SCE		achieved	Design of awareness videos on SCE
2.3.3. Number of civic education initiatives organized with high school students (gender disaggregated)		Not Achieved	Did not take place Cancelled due to Covid
2.3.4. Number of info sessions organized with university students and teachers (gender disaggregated)		Not Achieved	Cancelled due to Covid

Table 21: Output indicators for 2.3.

<b>Indicators</b>	<b>Targets</b>	<b>Status</b>	<b>Comments</b>
2.4.1. Number of info sessions organized with university students and teachers (gender disaggregated)		Not achieved	Supported the Tyre by elections although they were cancelled
2.4.2 Number of lessons learned reports produced		Achieved	Produced their final report on the parliamentary elections

Table 22: Output indicators for 2.4

<b>Indicators</b>	<b>Targets</b>	<b>Status</b>	<b>Comments</b>
3.1.1. Number of trained council members		Achieved	Training session for the CC members on the RMS
3.1.2. Number of trained RCs and HRCs (disaggregated by gender)		Achieved	Training on the RMS (800 persons)
3.1.3. Number of procured items for the CC institutional capacity		Achieved	Solar system procured for CC

Table 23: Output indicators for 3.1

<b>Indicators</b>	<b>Targets</b>	<b>Status</b>	<b>Comments</b>
3.2. Number of study tours and conferences to countries with similar EDR set-up in cooperation with the UNDP regional project		Not achieved	Due to Covid did not take place

Table 24: Output indicators for 3.2.

<b>Indicators</b>	<b>Targets</b>	<b>Status</b>	<b>Comments</b>
3.3.1 Number of participants in workshops and events organized for the CC in the area of EDR (comparative study visits and events)		Achieved	Supported workshop in the area of EDR
3.3.2. Number of awareness campaign produced on the role and objective of the EDR		Achieved	Animated videos on EDR produced
3.3.3. Maintenance and update of the CC website		Achieved	Continuous support to update its website
3.3.4 Number of publications and knowledge toolkits produced on EDR		Not achieved	Did not take place

Table 25: Output indicators for 3.3

Indicators	Targets	Status	Comments
3.4. Number of post electoral lessons learned reports on EDR mechanisms		Achieved	Organised a lessons learned workshop after parliamentary elections

Table 26: Output indicators for 3.4.

Indicators	Targets	Status	Comments
4.1.1. Number of participants in workshops, roundtables and info sessions on legal framework reform, women rights and civil rights		Achieved	1059 persons in various workshops
4.1.2. Number of participants in cultural events focused on women and civil rights		Achieved	More than 1200 persons (60% women and 40% men attended 4 cultural events, 130 artisans and 38 speakers
4.1.3. Survey on the perception on women participation in the political life		Achieved	"Delving into women empowerment perceptions and attitudes – qualitative study produced
4.1.4. Number of participants in training programs at regional and local level focussed on encouraging women participation in the political life		Achieved	No of awareness sessions took place
4.1.5. Number of training programs organized to encourage women to participate in the 2022 municipal elections		Achieved	Awaiting figures
4.1.6. Digital platform (search engine) featuring women champions in the political and public fields is in place		Achieved	Developed a website (online platform) for Lebanese women candidates for office or elected MPs activists, experts, professors, amongst others
4.1.7. Number of High School students trained through SHARP program		Achieved	717 students (358 females and 359 males)
4.1.8. Number of curriculum produced on gender roles		Achieved	A gender curriculum has been developed which will guide students and teachers
4.1.9. Number of high school students trained through WHV program		Achieved	Through WHV program the project trained 717 students
4.1.10 Number of youth trained on civic and policy dialogue through YLP 6		Achieved	In partnership with YLP 7 provided training on elections and policy making
4.1.11. Number of youth participating in focus groups on political participation		Achieved	Project partnered with NABAD for trainings "youth in decision making"
4.1.12. Number of youth participating in culture events targeting HR and inclusiveness		Achieved	The project organized a social and cultural program entitled "Her voice, Her vote". The program's main objective is to encourage women to vote and participate in the upcoming Municipal elections scheduled for May 2023. Overall, more than 1200 persons (60% women and 40% men) attended the 4 cultural events, 130 artisans and 38 speakers.
4.1.13 Number of youth participating in town hall meetings on civic participation with municipalities		Achieved	Check indicator 4.1.13 in the M&E matrix  1. 202 (109 females, 93 males) trained with Adyan through "Youth Political Participation in Elections - Phase II" project 2. 13 (6 females, 7 males) participated in the Youth Municipal Campaign Bootcamp with Adyan through "Youth Political Participation in Elections - Phase II" project.

			3. 192 trained with Nahnoo through "Promoting Women and Youth Voices in 2023 Municipal Elections" project. Total: 407
4.1.14. Number of workshops, roundtables and info sessions organized on PWDS right and accessibility		Achieved	LUPD organized four Roundtable discussions on PWDS
4.1.15. Number of participants in cultural events and thematic exhibition on PWD participation		Not achieved	Did not take place due to covid
4.1.16. Number of measures adopted to improve accessibility and inclusiveness of the electoral processes for PWDS		Achieved	200 PS stations with ground floor access and improvised tents
4.1.17. Number of publications and brochure produced on inclusive political participation and civil rights		Achieved	Four publications

Table 27: Output indicators for 4.1

Indicators	Targets	Status	Comments
4.2. Number of technical working group meetings held with CSOs		achieved	In total 15 EWG meetings

Table 28: Output indicators for 4.2.

Indicators	Targets	Status	Comments
4.3.1 Level of citizens awareness and knowledge of the electoral process	Not Achieved	Cancelled	Perception Survey
4.3.2. Number of grants given to CSOs		Achieved	A number of grants given

Table 29: Output indicators for 4.3

Indicators	Targets	Status	Comments
4.4.1. Number of civic education campaigns produced on political participation and human rights		Achieved	Number of campaigns were undertaken
4.4.2. Level of citizens awareness on political participation and human rights		Cancelled	

Table 30: Output indicators for 4.4

Indicators	Targets	Status	Comments
4.5.1. Number of voter education and public awareness campaigns produced on political participation and human rights.		Achieved	Supported various programmes
4.5.2. Number of spoiled ballot papers		Not achieved	The percentage of spoiled ballots surpassed the number in 2018
4.5.3. Voters turnout disaggregated by age and gender for parliamentary elections		Partially achieved	The voter turnout was slightly lower than that of 2018, but in numerical terms it was more.
4.5.4. Number of candidates running for elections disaggregated by age and gender		Achieved	Achieved more candidates ran than in 2018 including 50 more women

Table 31: Output indicators for 4.5

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