



# **PEACEBUILDING FUND (PBF)** **FINALPROGRAMME<sup>1</sup> NARRATIVE REPORT**

**REPORTING PERIOD: FROM 11.2011 TO 08.2013**

<p><b>Programme Title &amp; Project Number</b></p> <ul style="list-style-type: none"> <li>Programme Title: PBF/IRF-45 Empowerment of Youth at Risk through Job Creation Programme in Areas of Tensions (Lebanon)</li> <li>MPTF Office Project Reference Number:<sup>3</sup> 00080345</li> </ul>	<p><b>Country, Locality(s), Priority Area(s) / Strategic Results<sup>2</sup></b></p> <p><i>Country/Region: Lebanon</i></p> <p><i>Priority area/ strategic results</i>  <i>Priority area 3: Revitalize the economy and immediate peace dividends</i>  <i>IRF Outcome (13): Youth empowerment and job creation programmes incorporated in government ministries to overcome persistent and pervasive unemployment that pose an ominous threat to the stability of post-conflict societies.</i>  <i>Outcome 1: Improved employability of Palestine refugees</i>  <i>Outcome 2: Increased access to job and self-employment opportunities</i>  <i>Outcome 3: Information gap on the labour market supply and demand concerning Palestine refugees in Lebanon addressed</i>  <i>Outcome 4: Cost and feasibility of providing social protection to Palestinians in Lebanon is assessed.</i></p>
<p><b>Participating Organization(s)</b></p> <p>Organizations that have received direct funding from the MPTF Office under this programme</p> <ul style="list-style-type: none"> <li>UNRWA: United Nations Relief and Works Agency</li> <li>UNICEF: United Nations Children's Fund (formerly United Nations International Children's Emergency Fund)</li> <li>ILO: International Labour Organization</li> </ul>	<p><b>Implementing Partners</b></p> <p>National counterparts (government, private, NGOs &amp; others) and other International Organizations</p> <ul style="list-style-type: none"> <li>Baddawi Popular Committee</li> <li>Fraternity Association</li> <li>General Union for Palestinian Women (GUPW)</li> <li>The National Institution for Social Care and Vocational Training (NISCVT)</li> <li>Palestinian Central Bureau for Statistics (PCBS)</li> <li>Solidarity Association</li> <li>Al Majmoua'</li> </ul>
<p><b>Programme/Project Cost (US\$)</b></p> <p>Total approved budget as per project document: \$ 2,002,719</p> <p>MPTF /JP Contribution<sup>4</sup>: \$ 2,002,719</p>	<p><b>Programme Duration</b></p> <p>Overall Duration <i>18 months</i></p> <p>Start Date<sup>5</sup> <i>22 November 2011</i></p>

<sup>1</sup> The term "programme" is used for programmes, joint programmes and projects.

<sup>2</sup> Strategic Results, as formulated in the Performance Management Plan (PMP) for the PBF, Priority Plan or project document;

<sup>3</sup> The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to as "Project ID" on the project's factsheet page on the [MPTF Office GATEWAY](#).

<sup>4</sup> The MPTF/JP Contribution is the amount transferred to the Participating UN Organizations – see [MPTF Office GATEWAY](#)

<sup>5</sup> The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#)

by Agency: <ul style="list-style-type: none"> <li>• UNRWA: 1,418,499 USD</li> <li>• UNICEF: 283,550.00 USD</li> <li>• ILO: 300,670 USD</li> </ul>	Original End Date <sup>6</sup> (31 May 2013) Actual End date <sup>7</sup> (31 August 2013)  Have agency(ies) operationally closed the Programme in its(their) system? Yes Expected Financial Closure date <sup>8</sup> : June 2014
<b>Programme Assessment/Review/Mid-Term Eval.</b> Mid-Term Evaluation Report (attached as appendix 1): November 2012  Final Evaluation Report (attached as appendix 2): September 2013	<b>Report Submitted By</b> <ul style="list-style-type: none"> <li>○ Name: Helen Sheridan</li> <li>○ Title: Donor Relations and Projects Officer</li> <li>○ Participating Organization (Lead): UNRWA</li> <li>○ Email address: <a href="mailto:h.sheridan@unrwa.org">h.sheridan@unrwa.org</a></li> </ul>

### List of Abbreviations and Acronyms

AWP	Annual Work Plan
BC	Beddawi Camp
CAS	Central Administration for Statistics
CEP	Committee for the Employment of Palestinian Refugees
ESC	Employment Service Centers
EHC	Ein El Helweh Camp
GUPW	General Union for Palestinian Women
ILO	International labour Organization
LFS	Labour Force Survey
LPDC	Lebanese Palestinian Dialogue Committee
NBC	Naher Al Bared Camp
NGO	Non-Governmental Organization
NLA	North Lebanon Area
NISCVT	The National Institution for Social Care and Vocational Training
NSSF	National Social Security Fund
PCA	Programme Cooperation Agreement
PCBS	Palestinian Central Bureau for Statistics
PSS	Psycho-Social Support
SOP	Standard Operation Procedures
TVET	Technical and Vocational Education
UN	United Nations
UNICEF	United Nations Children's Fund (formerly United Nations International Children's Emergency Fund)

<sup>6</sup> As per approval of the original project document by the relevant decision-making body/Steering Committee.

<sup>7</sup> If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed. As per the MOU, agencies are to notify the MPTF Office when a programme completes its operational activities. Please see [MPTF Office Closure Guidelines](#).

<sup>8</sup> Financial Closure requires the return of unspent balances and submission of the [Certified Final Financial Statement and Report](#).



## **FINAL PROGRAMME REPORT FORMAT**

### **EXECUTIVE SUMMARY**

Technical and vocational education and training (TVET) is an important tool for the promotion of economic growth in developing countries, particularly nowadays as the needs of the labour market tend to change and evolve rapidly, and demand a higher degree of specialization from workers. UNRWA is striving to improve its technical and vocational training centers, which aim at providing a specialized technical and overall life-learning environment that increases the employability of Palestine refugee youth, whilst correspondingly promoting social inclusion and decent living conditions. With this in mind, in December 2012, UNRWA Lebanon Field Office published its TVET strategy and implementation plan, with the aim of preparing qualified graduates for better employment opportunities in the local and regional labor market.

Throughout the Peace Building Fund project, 107 unqualified young people from both the North and the South of Lebanon, (including school drop-outs) have been given the chance to join vocational education and training, empowering them to be able to find jobs. Many of these young people live in poverty and extreme deprivation, but their enrollment into TVET provides them with a chance to improve their opportunities, and correspondingly reduces the chances of enrollment in radical or violent groups. Thus, the project contributed effectively to empowering this target group, and invested on the positive energies youth possess. Since the project aimed at targeting those considered the most vulnerable, females and persons with disabilities (PWDs) were also included in this project.

A further 400 young people graduated from the North Training Center (NTC) from different trade and technical courses during the project implementation period. In addition, an employability survey was conducted by UNRWA Programme Support Office (PSO) during the scholastic year 2012-2013, aiming to follow up the employment status of the graduates from the year 2011-2012. TVET grants will continue to be offered to young people willing to enroll in BP, BT and TS courses in private and UNRWA Vocational Training Centres, covered by the European Neighbourhood Policy Instrument (ENPI) until 2017.

As part of its comprehensive TVET strategy, UNRWA has identified the accreditation of Siblin Training Center (STC), by the Ministry of Education (MoE) to be a strategic priority, which would increase the potential of the Palestine refugee youth through improved access to higher education and decent work opportunities. A report was produced on 'Reform and Accreditation of UNRWA's vocational training system in Lebanon'. This report concluded that in order to gain official accreditation, UNRWA should be awarded two distinct licenses; the Establishment License, related to infrastructure; facilities and instructor qualifications and the Investment License, related to courses offered and implemented curricula.

Since 2011, UNRWA's Employment Service Centres (ESCs) across Lebanon have responded to the longstanding employability obstacles facing the Palestine refugees in terms of capacity building and integration into the labour market. The Peace Building Fund (PBF) funded the ESC in the North, allowing for the provision of services ranging from those aimed at reinforcing employability (referral to vocational training or further education; CV preparation; job coaching workshops), through to Active Labour Market Programmes (ALPs), and the direct referral and placement of jobseekers into identified job opportunities. Since project inception, the ESC in the North has registered 1476 Palestine refugee jobseekers, with over 76% of these registered have been referred to job opportunities. Furthermore, the Employment Services

Center in the North, established under the PBF, as well as those in Beirut, Saida and Tyre (previously funded by the Swiss Agency for Development and Cooperation), will continue to be fully operational until at least 2017, under funds from the European Union (EU).

Under the Peace Building Project, UNICEF supported 288 (155 female & 133 male) out of school adolescents through the literacy education programme provided in EHC, BC and NBC. Improvement percentage on literacy and psychosocial behavior reached 40%. Another achievement under this project was the development of a unified literacy manual for Palestinian NGOs working in literacy classes. This manual comprises a strong monitoring framework to assess the impact of the literacy education on beneficiaries, in addition to psychosocial support, life skills and recreational components. Then, 100 NGOs staff received training to best utilize the knowledge of the literacy manual. Moreover, 151 marginalized girls and boys in 7 support centers received PSS, employment and family follow up.

For strengthening the micro-credit scheme, 18 staff from NGOs providing micro-credit loans in the Palestinian camps attended a training that included topics related to project management cycle and personal capacity building (needs assessment, feasibility assessment, etc.), financial education (bookkeeping, household budgeting, accounting, pricing, etc.), business management and micro-loan management (market research and loans application analysis, risk management, etc.). Part of the training involved one to one training sessions on the loans application. Later on, in June 2013, this training was followed by a specialized 40 hours ToT training on coaching and capacity building on the filling, assessment and market analysis as a result of the follow-up on the first training.

In addition to the training of the NGOs' staff, 60 young people from Ein el Helwe and Rachidiyeh camps (55% boys and 45% girls) were also subjected to a 10 days training on creating / improving businesses; defining revenues, expenses, income; accounting, management of daily workflow; production time management; improving communication skills; identifying strengths and weaknesses of the business.

As recommended by the NGOs and adolescents, two sets of brief guidelines/SOPs were developed, adjusted to the operational context. The first set of guidelines was made to be used by staff working in NGOs providing micro-loans and the second set is targeting young people to support them setting up small businesses.

By the end of the programme, 122 micro-enterprises were supported through the micro-credit programme.

Finally and for the first time, since more than ten years, an updated and reliable data on the Palestinian employment from both the supply and demand sides has been produced. The project supported the implementation of two major studies a) the labour force survey covering Palestinian refugees in all camps and some gatherings and b) a labour market assessment of potential employment opportunities for Palestinian refugees in the south of Lebanon. The information produced by both researches provides a complete picture of the Palestinian employment in terms of both "supply" – distribution, characteristics and profiling of Palestinian refugees including working conditions and employment status – and "demand" – potential markets or sectors that Palestinians can access for decent employment. With the production of both researches, a major information gap on the Palestinian employment have been filled out and updated.

At a different level, and as per outcome 4, the project completed a preliminary financial assessment on the cost of providing health care coverage for Palestinian refugees within the National Social Security Fund. The assessment is a first-of-its-kind exercise whereby the cost of covering the Palestinian workers in the formal economy has been assessed and calculated based on available data in addition to calculation of

unutilized contributions that Palestinian refugees have accumulated for the past years, against which they have received no benefits. The information produced within the project will demystify many misconceptions and entrenched stereotyping about the work of Palestinians and its recurrent connection with political positions linking the right to work with settlement; an effort that should contribute towards improved access to work.

## **I. Purpose**

### Background

First, the IRF project addresses a geographical funding gap. In the North of Lebanon a “Conflict Prevention and Peace Building in North Lebanon” in the form of a Millennium Development Goal three-year joint programme involving UNRWA, the ILO, UNDP, UNFPA, UNICEF and UNESCO started in 2009. The project aims at mitigating the risk of relapse into violent conflict through the promotion of socio-economic development and peace building in sensitive communities in the North. Under this component, UNRWA has provided dialogue-based training for the popular committees - the representative body for all camp inhabitants –but the Agency has not carried out any specific employment interventions to promote conflict resolution dialogue between the Palestinian and Lebanese communities. Consequently, the IRF programme would address this gap in the North of Lebanon by connecting Palestinian youth at risk more closely with Lebanese employers through the job creation programme. In the meantime, the Agency has been able to secure funds from the Swiss Development Cooperation (SDC) for a two-year employment project in the South of Lebanon.

At present no specific interventions address the needs of the 15-24 year-olds which is an age group at risk of political enrollment and mobilization<sup>9</sup>. While UNRWA funds its two vocational training centres in Lebanon, the agency is unable to provide further funding for those individuals who do not have the required skills to enter its vocational training centres. Additionally, given the financial difficulties faced by UNRWA, it is increasingly problematic for the Agency to improve the quality of teaching methodology, or to upgrade the centre’s equipment. This impacts negatively on the capacity of UNRWA to improve the employability of the Palestine youth vis-à-vis the Lebanese labour market needs. The IRF would address this gap. In addition, the project would also secure funds for apprenticeships that have proved successful but which UNRWA has not been able to foster in the North until now, due to the lack of funding.

In the past, by supporting Community-based-organizations and NGOs, UNICEF has been working in with the most marginalized Palestine refugee children and youth at a small-scale level without providing them the opportunity to participate in vocational training courses or employment schemes. Through psychosocial support, alternative learning system and peer support networks, the project will reach out to the most marginalized children and youth and will create links and prospects for them to engage in quality vocational training and employment schemes.

Lastly, UNRWA has identified a need to support those among the Palestine refugee population who want to become self-entrepreneurs. This component of the UNRWA Employment framework has not received any funding yet. It needs to be reviewed to improve its effectiveness and targeting. The IRF project will support the

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<sup>9</sup>The UN’s definition of youth, which refers to persons between the ages of 15 and 24 years old, will be adopted in this proposal; it represents the transition age from childhood to adulthood. Their independence is materialized financially by their access to the labour market and their ability to produce wealth, generate income and assets. Socially, youth is also a period when women and men develop their personality outside their families

Agency in piloting the reform, by implementing a market-based system strategy for the support of self-employment. Self employment interventions will enable the creation of livelihood opportunities and decreased risk of joining violent organizations, which also contribute to peace consolidation.

Globally the IRF programme on Palestine refugee employment will enable UNRWA, UNICEF and the ILO to empower and complement their interventions in this domain as well as to promote conflict resolution between the Palestinian and the Lebanese communities. Likewise, the institutional capacities of NGO networks in Palestine refugee camps will be strengthened to enable them to provide adequate and quality services to the youth. Another catalytic effect of this IRF programme will be its capacity building component with the Lebanese authorities.

## Objectives

### *Principal objective*

With the high prevalence of poverty in Palestine refugee camps in North and South Lebanon, and the frustration caused by the restrictions imposed on Palestinians, Lebanon can be considered as highly vulnerable to a relapse of conflict. The potential for tension spilling into and out of the camps is rising, posing a risk to the stability and security of Lebanon but also to the Middle-East region as a whole.

The goal of the UNRWA, ILO and UNICEF cooperation on Palestine refugee employment is to mitigate the risk of violent conflict through promotion of socio-economic development and peace building.

The present project promotes both dialogue and improved interactions between Palestine refugees and the Lebanese community. By encouraging the transition from joblessness to long-term employment, the project will enable Palestine refugees to gain decent livelihoods and become self-reliant. “Achieving decent work for young people is a critical element in poverty eradication and sustainable development, growth and welfare for all”<sup>10</sup>.

### *Specific objectives*

#### *- Conflict resolution dialogue*

The two first components of this project aim at empowering youth through the provision of skills training and a comprehensive job creation programme. Through the socio-economic inclusion of Palestine refugees, it is hoped that the tensions between the Lebanese and the Palestinian communities will be reduced and the mutual grievance reduced. Conflict management will be included in the training curriculum. We envision VTC's in which every student demonstrates human rights knowledge, values, attitudes, and skills which impel him/her to maintain an environment of democracy and participation, gender equality, and respect for human rights. For this end, vocational training centers should include in their curricula the study of human rights; however, given the nature of the training environment and the tight programs, it is recommended to follow the below strategy:

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<sup>10</sup>“Resolution concerning youth employment”, adopted at the International Labour Conference, 93rd session, Geneva, 2005, Paragraph 2.

*Design founding courses to be given for all specialization (10 hrs to cover as an introduction to human rights concepts) this can be delivered by teachers of English language. Or incorporate it with the counsellor's program where he had regular meeting hours with students.*

*Electing student parliament (this is going to be a forum for students to promote democracy and participation; it also can deal with issues and can be empowered to deal with conflicts that arise in the centre or help in maintaining disciplines in the centres)*

*- Fostering an enabling political environment*

The third and fourth components are more policy-oriented, whilst aiming at improving information on the Lebanese labour market, and assess the policy options for providing social protection to Palestinians in Lebanon<sup>11</sup>.

The expected outcomes of the project are:

- *Outcome 1: Improving the employability of marginalized Palestine refugees at risks*
- *Outcome 2: Increasing access to job and self-employment opportunities to Palestine youth in areas of tension*
- *Outcome 3: Addressing the information gap on the labour market supply & demand in Lebanon*
- *Outcome 4: Assess the policy options for providing social protection to Palestine refugees in Lebanon*

## **II. Assessment of Programme Results**

“Adolescents” is a core component for UNICEF Lebanon Country Office. Engaging adolescents and youths in capacity building, creative and artistic media would enable them “to build on their strengths and to turn challenges into opportunities for creative problem solving, growth, and learning”. Taking the limited opportunities available for Palestinian adolescents and youths in Lebanon into consideration, the Peace Building Fund project, was an opportunity for UNICEF to introduce new initiatives related to adolescents/youths and strengthen some existing successful initiatives. The Peacebuilding Fund Project supported initiatives in literacy education, youth empowerment and job creation programmes and the setting up of micro-loans facilities. Taking into account the limited job prospects for young Palestinians in Lebanon, by providing literacy classes for adolescents, and supporting them through micro-credit loans, UNICEF contributed to the overall aim of UNICEF’s area programme of enhancing adolescents’ socio and economic situations through setting small businesses and finding employments and thus becoming agents for positive change in their communities. Under this project 280 out-of-school Palestinian adolescents and youths in northern and southern camps benefitted from literacy education provided by Baddawi Popular camps, Solidarity and General Union for Palestinian Women and 122 youths benefited from the micro-loans. UNICEF will continue supporting these two successful initiatives within the limited resources meanwhile approaching some UNICEF donors for more support and expansion of the programmes.

### **Outcome 1: Improving the employability of marginalized Palestine refugees at risks**

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<sup>11</sup> The 17 of August 2010, the Lebanese parliament approved several amendments related to the labour and social security laws. It presents several positive outcomes, notably the lifting of the reciprocity injunction and the legislative removal of obstacles for registered Palestinian refugees to obtain work permits. Equally importantly, registered refugees will be able to receive end of service benefits through the Lebanese Social Security fund to which employers are contributing on their behalf.



Throughout this project, Palestine refugee youth have been offered a variety of different opportunities, not only at the professional and technical level but also on a personal level. Youth enrolled in the North Training Center (NTC) and other private providers showed a distinct improvement in their personal development, especially in terms of their confidence, their expectations, and their professional relationships with others. These youth were subjected to a technical training related to different professions of their own choice for their future career, and this technical training was accompanied with life skills training such as: communication skills, conflict resolution, problem solving and decision-making, group participation and other job coaching techniques. All these skills were helpful and supported youth in enhancing their employment conditions.

The employability survey conducted by UNRWA during March 2013, targeting those graduates from NTC during the school year 2011-2012, showed that 37% of graduates are employed, whilst 45% are pursuing further education at university.

A comparative study on the Lebanese and UNRWA TVET curricula has also been conducted. The study showed that the Siblin Training Center (STC) provides more depth of knowledge in fields of specialization, while the GDVTE focuses on breadth. Siblin also adopts a far more practical “learning by doing” model centered on a practical vocational training approach, while the GDVTE curricula requires a more theoretical approach. The UNRWA research team, with the collaboration of the STC instructors and management, has completed all curriculum amendments, incorporating GDVTE subjects into existing STC curricula in preparation for the upcoming investment license process.

The accreditation process is ongoing and the process of obtaining the first license “Establishment License” is in its final stages. As part of this process, UNRWA held regular meetings with the concerned staff at the MoE and the GDVTE. The Ministry of Education (MoE) and various governmental bodies conducted several field visits to STC in order to assess the general facilities of the center, as well as its security and safety procedures. Inspection reports were also submitted by the Ministry of Public Health (MoPH) and the Directorate of Civil Defense. After conducting a comprehensive review of Establishment License’s legal requirements and holding meetings with Ministry of Education’s Officials, it is apparent that the Siblin Training Center is eligible to obtain the Establishment License according to the conditions set by Lebanese laws and regulations, since it meets all the infrastructural and administrative legal requirements of the GDVTE. The various inspections and reports were compiled by the General Director of VTE. It is expected that during the month of October the GDVTE will submit an official proposal to the Ministry of Education. Following the approval of the MoE, the Establishment License decree will have to be signed by the President of the Republic. However, the absence of the government and the current political context is slowing down the process significantly.

During the school year 2012-2013, capacity building and training activities for vocational staff were implemented in two categories: a category focusing on soft skills, and a category focusing on specific technical issues. The soft skills sessions implemented encompassed training on team management, change management, employee capacity building, problem analysis and decision making, interpersonal communication, inclusive education and participatory approach, and motivation. In regard to capacity building on technical issues, the training included a wide range of topics including water treatment and mobile maintenance. Obtaining the accreditation will allow UNRWA VTC trainees to sit for the official exams and get accredited certificates that will give them the chance to pursue higher education levels and thus improve their job opportunities.

For the short-term courses implemented in the North, UNRWA coordinated closely with the UNICEF literacy programme, in selecting the most vulnerable groups and those exposed to psycho-social problems and enrolling them in different training courses.

Throughout the short-term programme, trainees were enrolled within Lebanese private TVET providers where Palestine youth mix with Lebanese youth coming from different cultures and sectarian groups. During our visits to these centers and meetings with our trainees, we experienced that they managed to build relationships with Lebanese peers studying in the same center. TVET providers helped in building good relationships with the Lebanese community in which the TVET trainees implemented several community-based services and voluntary works within the Lebanese community, including maintenance works in electricity, aluminum and refrigeration and air conditioning.

The regular coordination with the Employment Service Centers (ESCs) in the areas was very essential for the graduates; sessions included registration into the ESC database, and also technical support in developing their CVs, equipping them

for job interviews and providing them with job search techniques and business etiquette training. All of these activities increased the graduates' chances of securing high quality employment opportunities.

Literacy classes are one of the core components of UNICEF's interventions. As adolescents increase their literacy skills they are able to secure better jobs, manage their personal lives, and contribute more to their community. UNICEF has initiated collaboration with a network of NGOs in the camps and gatherings of Nahr el bared, Ein el Helwe, Baddawi, Rachidieh, Qasmieh, Burj Chemali and Buss for the provision of literacy education to 288 school drop-outs and marginalized young Palestinians. Reading and writing English and Arabic; mathematics; computer; recreational activities, awareness raising sessions and last but not least training related to the beneficiaries' employment are provided in these literacy classes.

Besides providing better job opportunities to adolescents through literacy classes, UNICEF intends to reintegrate out of school adolescents into UNRWA schools. During the project implementation period, 13 adolescents were reintegrated into UNRWA schools in Tripoli through thanks to the literacy classes provided by UNICEF's partner Beddawi Popular Committee.

Generally speaking, a total of 288 young people attended literacy classes in and more than 215 mothers have attended awareness raising sessions on literacy in NBC and EHC.

Under this project, UNICEF supported the development of unified literacy manual as a need for all Palestinian NGOs working in literacy classes. This manual comprises a strong monitoring framework to assess the impact of the literacy education on beneficiaries, in addition to psychosocial support, life skills and recreational components. Following the development of the manual, training for 100 NGOs staff to best utilize the knowledge of this literacy manual was conducted in July 2013.

- *Output 1.1: Palestine refugees gain technical and marketable skills through the provision of skill training courses*

The target under this output was 100 young people; however we succeeded in providing technical and soft skills training for 107 young people from different camps in South and North areas of Lebanon, without any additional cost. Youth were distributed in different vocational training centers to study different courses such as: hotel management, PC and mobile maintenance, general electric installations, refrigeration and air conditioning, and aluminum fabrication. The selection of these youth was done taking into consideration those who are dropouts from the educational system, and those who are living in bad social and economic situations; with the aim of protecting these youth from being enrolled in one of the radical groups, they were selected to join vocational training at different private providers.

Another 451 young people were enrolled to study vocational training at NTC in North. The original target was 400, however we had the capacity to increase the number and give more chances for youth in order not to be left behind. The training at NTC as well as at private TVET providers encompassed two components; one was the technical and professional training, while the other focused more on life and interpersonal skills in order to make sure that these graduates can secure high quality job opportunities within the labor market. A follow up of the graduates was conducted by the UNRWA research team with a dual aim: in order to assess the employability status of the graduates on the one hand, and to decide which courses should be offered at UNRWA Vocational Training Centers in the future, based on their employability rates in the market.

- *Output 1.2 Palestine youth are better integrated to the labor market through improved TVET curricula, improved teaching methodology, and better equipment*

UNRWA has completed the process of designing a new curriculum for its vocational training courses to match the Lebanese Vocational Training system. All the UNRWA courses have been redesigned as part of

the accreditation process. Although the majority of the semi-professional courses are compatible with the licensed list of vocational training courses, a total of six of the trade courses on offer are not licensed at any equivalent level in the Lebanese Vocational Training system. UNRWA will initiate a private accreditation request for the unlicensed trade courses, which allows the vocational training providers to introduce courses previously not offered by the GDVTE.

Upon the requirements of the accreditation and labor market needs, a comprehensive training plan took place for vocational staff. This plan included soft skills training and technical training. The aim of all these training sessions was to provide trainees with a high quality and up-to-date training through improving teaching methodologies and interpersonal skills of vocational staff.

Gaining the accreditation will give the chance for the students to pursue further studies at the TS and university level; in addition it will guarantee better job opportunities within the Lebanese labor market. It will also support them with having good living conditions and thus reduce their poverty levels and enhance their living conditions.

- *Output 1.3: Prospects for marginalized adolescents and youth enrollment in quality vocational training and employment schemes increased*

Illiteracy is one of the many facets resulting from deep economic, social, health and educational struggles that young Palestinians are facing nowadays. Provision of adequate education is crucial for young Palestinians living in Lebanon to access equal job opportunities through the support of literacy courses; which is the main priority of UNICEF. In this regards, UNICEF has initiated collaboration with a network of NGOs in the camps and gatherings of Nahr el bared, Ein el Helwe, Baddawi, Rachidieh, Qasmieh, Burj Chemali and Buss for the provision of literacy education to 288 school drop-outs and marginalized young Palestinians.

As of the end of the project, a total of 288 (155 female and 133 male) adolescent and young people (54% female and 46% male) are enrolled in the literacy programme through a network of 3 implementing partners (GUPW, Baddawi Popular Committee and Solidarity) located in the camps and gatherings. The literacy courses provided in all the camps include various activities such as reading and writing English and Arabic; mathematics; computer; recreational activities, outing; awareness raising sessions and last but not least training related to the beneficiaries' employment.

Further there has been direct assistant to seven community service centers that provide support to out-of-school and working children. UNICEF has been supporting these centers before the beginning of this project. Though, this fund succeeded in closing the gap and provided further support to different initiatives. In the center run by Fraternity for example, a youth academy was established where a peer and child support group was formed of 24 young Palestinians. These youngsters were provided with PSS and life skills support in addition to training on career and professionalism development, media, light weapon risk, etc.

Moreover, this initiative provided direct support to the staff on those NGOs through capacity building on topics related to training and monitoring. The mechanism that was used has allowed the beneficiaries to receive tutoring and/or small group teaching mechanism rather than classroom settings. It is worth mentioning that 13 out of school beneficiaries were re-integrated into UNRWA schools in the north.

The centers, reaching a total of 288 young people, include a strong follow up component with the parents and employers through home and work visits in order to strengthen and institutionalize the support within the surrounding of the young beneficiaries. As a result more than 215 mothers have attended awareness raising sessions in NBC and EHC. Awareness raising sessions are conducted on regular basis, attended by

beneficiaries along with their mothers. Psychosocial and risky cases are being referred to MSF and Beit Atfal al Summoud.

One of the added values of this fund was the ability to initiate the process of a unified literacy manual. Following the continuous assessments of the work of the implementing partners in literacy a need for such manual was pointed out. UNICEF initiated the development of a unified literacy manual that comprises a strong Monitoring framework to assess the impact of the literacy education on beneficiaries, in addition to psychosocial support, life skills and recreational components. In collaboration with the National Institution for Social Care and Vocational Training, this manual was being designed, drafted and developed in consultation with the main Palestinian's NGOs literacy providers. The manual was ready in June 2013 and training to 100 NGOs staff on how to best utilize the knowledge of this manual was conducted in July 2013.

The programme faced many constraints during the implementation period, with a major relating to the influx of the Palestinian refugees from Syria which is a big issue in the camps and leading to the NGOs being over stretched between supporting the Palestinian living in Lebanon and the ones fleeing from Syria. In addition, the security situation prevented sometimes access to the camps, resulting in cancelled field visits because of UN security and some sessions had to be suspended by the NGOs for 2-3 days per week.

Another challenge faced during the implementation was the pressure from some parents regarding girls' participation that was dealt with directly by the parents which is consuming time and effort. Hence, meaningless to say that the limited financial and human resources to address these issues, in addition to others, is crucial. The major challenges were related to the growing literacy and PSS needs (including computers literacy) in the camps.

## **Outcome 2: Increasing access to job and self-employment opportunities to Palestine youth in areas of tension**

The provision of targeted employment services remains highly relevant, not least due to the fact that Palestine refugees are legally restricted from accessing national employment services in Lebanon; accordingly, the UNRWA Employment Services Center (ESC) has acted- and continues to act as- the primary tool for the placement and referral of Palestine refugees into the Lebanese labour market in the North of Lebanon. There can therefore be no doubt as to the positive impact that the project has had in terms of improving the access of Palestine refugees in the North of Lebanon to job opportunities.

Since the project inception, 1476 jobseekers have registered at the ESC in the North, either in response to the advertising of ESC services, or during one of many field registration sessions that have taken place inside camps and gatherings around the North Lebanon Area (NLA). All of these jobseekers accordingly have access to 100% of the vacancies secured at the ESC (via email, the ESC Facebook page, noticeboards, and flyers), as well as a variety of counseling and job coaching services (both group and individual). Aside from direct referral to the labour market, the counseling services available at the ESCs increase the employability of the jobseekers, thus increasing the likelihood that they are successful in the job application process, as well as simply having their access to the market improved.

Whilst the ESC is open to Palestine refugees of all ages (male and female), the main target beneficiaries of the PBF project were youth<sup>12</sup>. Youth represent the majority of the Palestine refugee population: according to the UNRWA/AUB survey, half of the population is younger than 25 years old, and 22% of refugees belong to the 15-24 age category (48% male, 52% female). This demographic feature is commonly defined as a "youth

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<sup>12</sup> The UN's definition of youth, which refers to persons between the ages of 15 and 24 years old, will be adopted in this report; it represents the transition age from childhood to adulthood. Their independence is materialized financially by their access to the labor market and their ability to produce wealth, generate income and assets.

bulge”<sup>13</sup>, and is considered to contribute to increasing insecurity and conflict, particularly in a context of deprivation and lack of social and economic equality. Whilst it is, in most cases, difficult to attribute reduction in tendency towards conflict directly to the project, the assumption is, that increased economic empowerment (reduction in poverty) and improved opportunities (employability/employment) can act as an alternative to joining armed groups or political factions (conflict). As such, those youth who lacked proper training, (or qualifications that would render them employable) were specifically targeted by the apprenticeship scheme, which aimed at increasing beneficiaries’ chances of accessing the Lebanese labor market. In total, 90 ‘youth at risk’ were part of the apprenticeship scheme across the duration of the project, with both direct and indirect results; the primary result being the direct placement of previously unemployed youth into positions in which they can develop skills learned during vocational training, leading to an immediate increase in their employability.

In addition to the provision of targeted employment services, the project also aimed to provide support to those Palestine refugees to become entrepreneurs. Self-employment is considered as one of the prominent drivers of economic productivity and as an important practice towards improving the living conditions of the vulnerable and the poor. Considering the legal restrictions in access to the Lebanese labour market, self employment is particularly appropriate for Palestine refugees in Lebanon. Available data shows that self-employed refugees tend to economically outperform other members of the community, registering a lower poverty rate across all areas, and the project intended to build upon this. UNRWAs self-employment component completed all planned project activities in terms of providing training and capacity building to loan beneficiaries as well as providing funding and technical support to four Community Managed Funds (CMFs). There is significant quantitative evidence<sup>14</sup> supporting the implementation of microfinance in conflict affected communities as effective in contributing to the overall efforts of reducing poverty and despair. However, the success of such intervention obligates the tailoring of such services, and the extensive provision of non-financial, as well as financial services.

The capacity building component of adolescents in setting up or running their own businesses is an integral part of expanding youths’ opportunities for economic, social independence and self-development. For this sake, UNICEF collaborated with Al Majmoua, which is a well-known micro-finance institution to conduct related trainings for NGOs and adolescents.

In December 2012, 18 staff from NGOs providing micro-credit loans in the palestina camps completed a training that included topics related to project management cycle and personal capacity building (needs assessment, feasibility assessment, etc.), financial education (bookkeeping, household budgeting, accounting, pricing, etc.), business management and micro-loan management (market research and loans application analysis, risk management, etc.). Part of the training involved one to one training sessions on the loans application. Later on, in June 2013, this training was followed by a specialized 40 hours ToT training on coaching and capacity building on the filling, assessment and market analysis as a result of the follow-up on the first training.

In addition to the training of the NGOs’ staff, 60 young people from Ein el Helwe and Rachidiyeh camps (55% boys and 45% girls) were also subjected to a 10 days training on creating / improving businesses; defining revenues, expenses, income; accounting, management of daily workflow; production time management; improving communication skills; identifying strengths and weaknesses of the business. The training was done in December 2012.

As recommended by the NGOs and adolescents, two sets of brief guidelines/SOPs were developed, adjusted to the operational context. The first set of guidelines was made to be used by staff working in NGOs

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<sup>13</sup> Samuel Huntington, quoted in “Youth and Violent Conflicts”, UNDP, Bureau for Conflict Prevention and Recovery, 2006.

<sup>14</sup> Abrozo, 2011 p.4

providing micro-loans and the second set is targeting young people to support them setting up small businesses.

After that, UNICEF received the first portion of the loans applications and reviewed them according to the brief guidelines developed for this component. The target was to reach 120 micro-enterprises but UNICEF reached 122 by the end of the programme (70 women and 52 men).

## **Output 2.1 Palestine youth graduates are better integrated to the labour market through apprenticeship and improved employment services**

### *Output 2.1.1 – 100 youth enrolled in apprenticeship scheme.*

Despite the fact that the ESC did not meet the target of ‘100 youth enrolled in the apprenticeship scheme’, it should be noted that this in no way reflects programme irrelevance, nor the salience of the scheme; the continuously high demand is demonstrated by the fact that a further 30 youth are expected to take part in the apprenticeship programme by December, under a different donor. In fact, although only 90 young people (42 males and 48 females) were enrolled as apprentices at hosting employers across the duration of the project, a further 35 (total 125) were referred, and a total of 229 apprenticeship opportunities were identified by the Outreach Officer. Of those who dropped out, many cited financial constraints, whilst many of the females who were referred to the scheme were reluctant to take opportunities outside the camp, and others faced resistance from their parents- although this was tackled by the ESC staff through home visits conducted by the Supervisor and the Counselor. It should also be noted that various security related incidents occurred throughout the duration of the project, many of which negatively impacted the enrollment of apprentices at their hosting employers in terms of logistics.

The apprenticeship scheme has had both direct and indirect results. Directly, the financial stipend provided by UNRWA allows jobseekers to pay for transportation and other costs, thus removing previously existing practical and logistical barriers to employment. Furthermore, apprentices are able to build upon and develop skills learned during vocational training (VT), which immediately increases their employability. Indirectly, the apprenticeship scheme has allowed beneficiaries to gain a broad range of skills that increase their overall employability, such as confidence, experience in the workplace, and business etiquette. In addition to the direct placement into apprenticeship opportunities, the ESC counselors conduct regular follow-up with the apprentices to ensure satisfaction with the training. The outreach officers conduct follow-up sessions with the hosting employers, during which the employers provide feedback about the programme, and which has allowed the ESCs to build upon given feedback such as the relevance of skills learnt during VT.

### *Output 2.1.2 – Female participation is equal to or more than 20% of total youth involved in apprenticeship scheme*

The level of female participation in the apprenticeship scheme, as well as ESC operations on the whole, can be considered unprecedented and almost entirely unforeseen, (something demonstrated by the low target of only 20%). By the end of the project, 53.3% of the apprentices were female (constituting 48 of the 90 apprentices who enrolled in the scheme), something which can be attributed to the extensive community outreach activities conducted by the ESC staff, which incorporated awareness sessions regarding the importance of Active Labour Market Programmes (ALPs), the dissemination of success stories to the community, and the strong and positive role of the ESC Counselor in advocating to families of interested females. Although young men who were considered more likely to become violent perpetrators were specifically targeted, the high level of interest from females was seized upon by the ESC, as it represented a significant break away from traditional perceptions that it is more difficult to achieve female participation in the labour market. Furthermore, it should be recognized that successful placement of women and girls into the labour market is considered to have positive and significant spill-over effects; firstly, this allows for the perception of women

as economic agents in the Palestinian community, which can, in turn, position them to have a greater impact upon household decisions, and particularly on the youth within the family. Such economic empowerment can undoubtedly have a direct impact on ‘practical gender needs’ and a side effect on ‘strategic gender needs’ (i.e. on gender division of labor and power relations at household level). More simplistically, in families with two breadwinners, (the father and the mother), the pressure for enrollment or participation of the youth in paid political or militant groups can arguably be reduced, allowing for the pursuit of further education without the need for the adolescent males to provide financially for the family through such means. Although the girls who took part in the apprenticeship scheme were between the ages of sixteen and twenty-four, this early entry into the labour market can be said to have placed them on a better footing to become economically empowered later in life, not to mention that many of the beneficiaries were school drop-outs, and therefore considered ‘at-risk’.

*Output 2.1.3 – 80% of the Jobseekers registered are referred to job opportunities*

76.6% of the registered jobseekers were referred to job opportunities throughout the funding period. The slight discrepancy in terms of the target (80%) and the achieved figure is likely due to the high number of jobseekers who registered at the ESC, which was largely unexpected at the project inception, and which has thus resulted in a lower proportion of jobseekers being referred to job opportunities- taking into consideration that the ability and time of the Counselor to make referrals remains constant irrelevant of increasing numbers of jobseekers. Considering the extent to which the expected number of registered jobseekers was exceeded, this very slight discrepancy can be considered minimal. 1132 of the 1476 jobseekers who registered at the ESC were referred to at least one job opportunity, and the overall number of referrals reaches 1592 (counting the possibility that one jobseeker could have been referred to more than one opportunity).

*Output 2.1.4 – Approximately 450 jobseekers are registered and 100 placed.*

This target was exceeded by over 1000 registered jobseekers, although the number placed has only exceeded the target by 83. As with the previous indicator, this can be attributed to the fact that there were much higher registration rates than initially expected, although the pace of work and capacity of the Counselor and the Outreach Officer will obviously remain stable (as has the supply of jobs, which, if anything, has declined). The high registration figures demonstrate the continuing relevance of the employment project, and the fact that the placement targets have also been exceeded indicates a high degree of success. The placements range between different sectors such as education, health, construction, hospitality, NGOs, services and production, and also vary in terms of the occupational level- ranging from laborers through to managers. Whilst the number of placements achieved does exceed the target, it is nevertheless important to recognize that the value of the employment services is not just in the direct referral and placement of jobseekers. Particularly in relation to the reduction in propensity to violence, and particularly for the disadvantaged youth and drop-outs, the counseling services offered to jobseekers arguably have as much value, regardless of placement. The Counselor provides the jobseekers with the foundations with which to positively affect their employability, and can therefore be said to have an indirect impact on the future tendency of these youth to choose either a violent or a non-violent path in life. In this sense, placement is not the only indicator of successful operations.

*Output 2.1.5 - 50% quality placements.*

Fewer quality vacancies were secured by the Outreach Officer than initially expected. This was partly due to the fact that the labour market tightened, in part due to the security situation in the North, fewer businesses were hiring, and in many cases employers indicated that they could not afford to provide higher salaries, or provide a contract for example, in such an uncertain economic climate, meaning that vacancies and placements cannot be considered ‘quality’. Furthermore, the given definition of ‘quality job’ requires a combination of conditions to be met, including the provision of a contract, minimum wage, a certain number of working hours

per week, and the provision of sick and annual leave; it is, in most cases, rare for all the conditions to be met, and it should be taken into consideration that the general labour market in Lebanon does not foster the provision of ‘quality jobs’, and that the failure to meet this target is perhaps more indicative of the economic climate than it is of a failure on the part of the ESCs.

#### *Output 2.1.6 – All vacancies listed*

All of the vacancies secured by the outreach officer, as well as online vacancies, are made available to the jobseekers in a variety of ways in order to reach out to the largest number of potential beneficiaries, across the widest possible area. Vacancies are posted daily on the ESC Facebook page, and bi-weekly emailed to the jobseekers, CBOs, NGOs, UN agencies etc. The ESC has cooperated with four main local websites in Nahr el Bared and Beddawi camps to advertise the vacancies and reach out to more Palestine refugees. Vacancies are also posted on the noticeboards in the ESCs.

#### *Output 2.1.7 - 30% of ESC beneficiaries are female*

The figures for female participation are, as previously mentioned, considered one of the major unforeseen successes of the project, and participation can be measured in a number of different ways. Despite the fact that only 41.8% of the registered jobseekers at the ESC were female, women made up 49.05% of those who received individual counseling, 60.9% of those who received group coaching, 50.7% of those who compiled their CV with the assistance of the Counselor, and 49.7% of those who found a job. These figures are highly commendable, particularly considering the initial assumption that socio-cultural constraints would limit female participation. Although women are not generally considered to be the typical ‘drivers of conflict’ it is incredibly important to recognize that when women are empowered as economic or social decision makers, there can be positive spill-over effects on the community as a whole. Furthermore, empowering women economically and socially can prevent smaller-scale conflict within the community, for example inside the family. Another product of the project is the improved access to information for both women and men on their rights with regards to the labour market.

### **Output 2.2: Support provided to Palestine refugees for the development of business**

#### *Output 2.2.1 - 60 Palestine refugees will benefit from access to training on entrepreneurial skills*

60 Palestine refugees across 4 camps benefitted from the provision of training by the Business Development Coaches, allowing them to either improve the economic situation of their existing businesses, or to establish a new business with the assistance of UNRWA. UNRWA provided in-depth economic training to the CBOs inside the camps (who actually provide the loans), and beneficiaries were selected on the basis of their economic needs, the viability of their plans, and their perceived commitment to both the development of the business and the repayment of the loans. The project aimed primarily at conflict prevention, and the main target beneficiaries of the UNRWA training were women (75% of the beneficiaries), due to the perceived benefits of economic spillover through the empowerment of females in the Palestinian camps. Women involved in self-employment economic activities represent around 28% of the overall female working population; however, there are social and cultural constraints in the refugee context, which limit the exposure of women to markets and poor supply of proper training on entrepreneurial skills. These constraints often limit the success of the female entrepreneurs, and the project aimed to address this issue. The sustainability of the intervention was ensured via the provision of targeted training for the loan providers (CBOs). The Self Employment Team conducted small business training for entrepreneurs (loan beneficiaries), on issues such as cash management, market analysis, pricing, and maintenance of business records, as well as training aimed at



improving the capabilities of the self-employed, to tailor a demand based product or service, and to develop marketing and promotional plans for the business.

*Output 2.2.2 – 2 Community Managed Funds should be established in the Southern Area of Lebanon.*

The access of micro-entrepreneurs to affordable financial assets was improved dramatically through the establishment of four local community managed funds (CMFs) through UNRWA's local implementing partners. These partners were able to benefit from technical support with the aim of improving their evidence based management of micro-loan intervention and increase the transparency of the local community funds. The capacity of the local implementing partners to professionally manage and disseminate microloans within local communities has therefore been greatly improved.

*Output 2.2.3 – 60 Palestine refugees will develop their own business*

The target was reached in terms of the number of Palestine refugees who developed their own business. The access of the refugees into business development services (training, coaching, and mentoring) was identified as a major need by a recent ILO mapping for women in entrepreneurial intervention. Accordingly, all loans issued under the PBF project were conditioned by the enrolment of the beneficiaries in one week of training activities on the management of micro-business. This training was followed by regular coaching services (as detailed in Output 2.2.1), on site, and in order to fully assist the successful establishment of small businesses in the camps. Types of businesses that were established include grocery stores, tailors, food production, and hair and beauty salons. Furthermore, a full mapping of businesses was conducted and was used as part of UNRWA's analysis for the market dynamics inside the camps, (i.e. to indicate the most successful or unsuccessful locations to establish certain types of business for example).

**Output 2.3: support to special hardship families and youth is provided through Micro enterprises and youth employment schemes**

Within this outcome, UNICEF supported initiatives aimed at increasing the capacity and knowledge of young Palestinians in setting up or running their own businesses together with investing additional funds to the revolving micro-loans project targeting young people and special hardship families specifically. The latter was topped with a capacity building exercise for the loans provision organizations that are part of this activity.

Before injecting the allocated PBF funds for the provision of the 120 micro enterprises, GUPW updated the loan application sheet and UNICEF collaborated with Al Majmoua, which is a well-known micro-finance institution in the Palestinian camps, to build the capacity of 18 staff from various NGOs (GUPW and Bekaa popular committee) who are envisioned to carry on this activity. In addition, the staff from various NGOs was completed the training end of December 2012. It included topics related to project management cycle and personal capacity building (needs assessment, feasibility assessment, etc.), financial education (bookkeeping, household budgeting, accounting, pricing, etc.), business management and micro-loan management (market research and loans application analysis, risk management, etc.). Part of the training involved one to one training sessions on the loans application.

Moreover, the monitoring that took place after the training highlighted the staff's needs for additional training related to coaching and capacity building on the filling, assessment and market analysis items related to the applications. A specialized ToT training to address the findings of the review was conducted by Al Majmoua in June 2013.

In addition, 60 young people from Ein el Helwe and Rachidieh camps (55% boys and 45% girls) were also subjected to a 10 days training on creating / improving businesses; defining revenues, expenses, income;

accounting, management of daily workflow; production time management; improving communication skills; identifying strengths and weaknesses of the business. The training was finished in December 2012.

From an education level, 34% of those young people reached elementary and 27% secondary, 8% of the beneficiaries want to start-up a business, while 48% are looking to improve their businesses/ skills. The trainers used a youth participatory approach and the materials used were adapted to the participants' characteristics, capacities and needs.

The initial plan was to build the capacity of a loan committee staff in each camp however only GUPW committee and Bekaa PC responded to the invitation mainly due to security reasons related to transportation. Also, 80% of the participants attended the full training programme due to employment related deadlines; while the remaining 20% only attended 80% of the sessions.

After the training, UNICEF received the first portion of the loans applications and reviewed them according to the brief guidelines developed for this component. It is envisioned that since the fund followed the revolving loan scheme, GUPW reached 122 micro-enterprises by the end of the programme.

Further, following the training of micro-loans providers and young people, two sets of brief guidelines/SOPs were developed, adjusted to the operational context. The first set of guidelines was made to be used by staff working in NGOs providing micro-loans and the second set is targeting young people to support them setting up small businesses.

It is worth mentioning that this component has faced some delays in 2012 considering that the development of the guidelines for micro-loans provision and the training of NGO staff and young people were a prerequisite to the provision of loans therefore were supposed to be carried out first.

Under outcome 3, the outputs produced will contribute to sensitize the Lebanese public and policy makers on the working conditions of Palestinian refugees; de-linking the employment of Palestinians from any political connotations or threats from settlement and reflecting more the socio-economic dimension and its developmental aspects. Highlighting the employment and health coverage challenges Palestinians are facing thorough credible research and evidence should contribute to more inclusive policies taking the concerns of Palestinian refugees into consideration and contributing thus to improved social conditions and consequently reduced tension and conflicts.

**Outcome 3: The data gap on the labour market supply and demand regarding Palestinian refugees is addressed.**

Labour force information on Palestinian refugees is relatively old – data from last surveys dates back to 1999. On the other hand, labour market research in the country is generally very limited in terms of size and coverage, let alone research focusing on labour market studies targeting Palestinians.

The project was able to make a remarkable achievement in filling the information gap on both the labour supply and demand relevant to Palestinian refugees in Lebanon by producing and releasing a comprehensive dataset on Palestinian labour force in the country on one hand and a well-researched labour demand assessment targeting Palestinians in the South on the other.

**- Output 3.1: Quality data on Palestinian refugees' employment (Labour force survey) is produced**

The IRF project supported **the quality assurance process related to the implementation of the labour force survey** among Palestinian refugees. A number of data checks and quality control measures were undertaken. The labour force survey data was thoroughly reviewed and cleaned in close collaboration with the Palestinian Central Bureau for Statistics. In addition, an expert meeting to present and discuss the preliminary results was

organized and survey results were released towards the end of the year. For this activity, the project partnered with key stakeholders including the Committee for the Employment of Palestinian (CEP), and the Palestinian Central Bureau for Statistics. It has also benefitted from the advice and support of a number of experts in labour statistics.

In order to further invest the results of the labour force survey, the project produced **four policy briefs on issues pertinent to Palestinian employment** in collaboration with the Issam Fares Institute for Public Policy and International Affairs. The briefs basically provided a straight forward narration and scientific description of the issue in question and offered a set of policy recommendations as a proposed solution. An engaging and participatory approach was adopted in the preparation of the briefs, whereby a number of experts in the field or researchers provided comments or contributed to the write up of the documents. The briefs were produced in both Arabic and English and covered four issues as follows:

- Employing Palestinian refugees in Lebanon: Legal revisions and implications
  - Gender paradoxes and gender gaps in education, work, and wages: Palestinian Women in Lebanon
  - Integrating Palestinian refugees in the national health coverage schemes
  - The effects of legal restriction on the educational attainment and employment of Palestinian refugee youth in Lebanon
- Output 3.2: Labour market information at local levels collected, analyzed, validated and made available
- Tackling the demand side of the labour market, the project completed **a labour market assessment identifying work opportunities for Palestinian refugees in the South of Lebanon**. The assessment entailed completing a desk review of available literature and research pertinent to the Lebanese labour market and to Palestinian employment. In light of the desk review, analysis of labour market information gap was undertaken and three sectors for further investigation and research were identified, namely: construction, health and agro-industry. More than 15 in-depth interviews were conducted with employers and employers' organizations concerned with the three identified sectors under study: health, construction and agro- industry. Moreover, data was collected through detailed and tailor-made questionnaires from 20 employers (of different specialties) for each of the three sectors. The outcomes of the interviews and the outputs of the questionnaires were thoroughly analyzed and the labour market assessment report was produced.

An **experts meeting was organized** hosting more than 30 experts in the field of vocational training, representatives from the civil society organizations and institutions that provide support to self-employment and other partners like UNRWA and CEP. The study was presented for discussion; recommendations and feedback provided in the meeting were taken into consideration for finalizing the study.

#### **Outcome 4: Cost and feasibility of providing social protection to Palestinian refugees is assessed**

Palestinian refugees lack any form of health insurance or social security coverage; only 5% of the Palestinian refugees enjoy health insurance. This is mainly a result of their legal and political status. They have been historically denied from the right to health care coverage under the national social security scheme, namely the NSSF. Despite the fact that Palestinian refugee workers and their employers contribute to the NSSF similar to the Lebanese, yet they are denied access to full health coverage and until very recently to the end of service indemnity.

For the first time since the flow of Palestinian refugees to Lebanon, the issue of ensuring health care coverage to Palestinian workers in the formal economy has been thoroughly researched. The availability of relevant research on the accumulated contributions made by Palestinians and their employers as well as the cost of

providing them with health coverage to Palestinian offers policy makers with a framework for informed decisions and support impartial legal changes. It will also provide concerned agencies with material and strong evidence for advocacy programs.

In addition, more than two thirds of Palestinian refugees live under the poverty line and therefore the availability of social security is essential to lessen out of pocket expenditure on health and thus contribute to reduce poverty and social exclusion and increase the ability to lead a healthier life. Poverty reduction in return is a major factor for reinforcing security and stability.

Output 4.1:

Cost and feasibility of different policy options for providing social security to Palestinian refugees assessed

As per the stipulated outputs under outcome 4, the project completed the preparation and production of a **preliminary financial assessment on the cost of providing health care coverage**; the assessment has basically provided the following:

- Estimate of total contributions paid by the Palestinian refugees currently registered with the NSSF
- Estimate of the cost of providing sickness and maternity benefits under the NSSF to the currently registered working Palestinians and their families.
- Assessment of the out-of-pocket expenditure on health that Palestinian refugee households are currently incurring.

To complement the study, **two policy recommendations** (with suggestions for legal amendments) for granting Palestinian workers fair health coverage that is commensurate with their contributions have been also produced. The policy options were developed with support from the Norwegian People's Aid and in partnership with the Lebanese Palestinian Dialogue Committee.

Finally, an **experts-group meeting** was **organized** gathering concerned stakeholders whereby the assessment and the policy options were presented and discussed. The meeting was able to come up with a number of recommendations that would form the basis for follow up advocacy efforts.

**ii) Indicator Based Performance Assessment:**

	<b><u>Achieved</u> Indicator Targets (Cumulative over funding period)</b>	<b>Reasons for Variance with Planned Target (if any)</b>	<b>Source of Verification</b>
	<b><u>Achieved</u> Indicator Targets (Cumulative over funding period)</b>	<b>Reasons for Variance with Planned Target (if any)</b>	<b>Source of Verification</b>
<b>OUTCOME 1: Improved employability of Palestine refugee</b>			
<p><b>Output 1.1:</b> Palestine refugees gain technical and marketable skills through the provision of skill training courses.</p> <p><b>Indicator 1.1.1</b> Number of young adults with no qualifications graduates from short skill training courses.</p> <p><b>Baseline:</b> zero</p> <p><b>Planned Target:</b> 100</p>	<p>107 youth (72M, 30F) from marginalized areas in Beddawi, Naher el bared, Ein El Helweh and Old city of Saida were selected and joined short term training in different marketable courses. These youth were at risk of exposing to violence, abuse, radicalization and joining armed groups. Through this training, youth were given the chance to go out from these areas and experience another life inside training centers and being integrated with their Lebanese peers. Youth were not provided only by the technical skills but also with life skills that empowered them and allowed them to find better job opportunities. All these trainees were referred to the Employment Service centers run by UNRWA in all areas in order to assist them for getting job opportunities</p>	<p>Enrollment of seven additional youth free of charge as agreed with the contracted providers.</p>	<p>Monthly, Quarterly and Annual Reports</p> <p>Employability Survey</p>
	451 youth (239F, 212M) from	Enrollment of additional 51 trainees	Monthly, Quarterly and

<p><b>Indicator 1.1.2</b> Number of youth graduate from TVET courses delivered by North training center</p> <p><b>Baseline:</b> zero</p> <p><b>Planned Target:</b> 400</p>	<p>Beddawi and Naher el bared camps got training on several trade and technical courses at the North Training Center (NTC). In addition to the technical and life skill training provided for these trainees, a close coordination with the Employment Service Center in North was done in order to provide trainees with job coaching skills in order to facilitate their integration within the labor market. 37% of the 200 graduates get employed as the employability survey conducted by UNRWA in March 2013 showed. However, 45% of graduates are continuing their studies at Universities. Another employability study will be done to those who graduated in school year 2012-2013 after six month of their graduation.</p>	<p>due to the large number of applications received and availability of training seats.</p>	<p>Annual Reports</p> <p>Employability Survey</p>
<p><b>Output 1.2:</b> Palestine youth are better integrated to the labour market through improved TVET curricula, improved teaching methodology, and better equipment.</p> <p><b>Indicator 1.2.1</b> Percentage of UNRWA VTC instructors trained on updated teaching methods.</p> <p><b>Baseline:</b> zero</p> <p><b>Planned Target:</b>100%</p>	<p>All vocational staff were trained during the school year 2012-2013. In which the capacity building plan composed of two components: technical trainings, and soft and interpersonal trainings. Many sessions were given for them including team management, communication, inclusive education, motivation... However the technical trainings included teaching methodologies, active</p>		<p>Monthly, Quarterly and Annual Reports</p> <p>Training Contracts</p>

<p><b>Indicator 1.2.2</b> Percentage of UNRWA VTC curricula updated as per the labour market requirements.</p> <p><b>Baseline:</b> zero</p> <p><b>Planned Target: 100%</b></p>	<p>learning and other topics related to very technical issues such as: water treatment, mobile maintenance.</p> <p>A comparative study was done by the TVET researchers comparing all the curricula of Siblin Training Center with that of the Lebanese government recommending new redesigned curricula. Moreover, the TVET researchers produced a report “Reform and Accreditation of UNRWA’s Vocational Training System in Lebanon” which provide a roadmap towards UNRWA’s transformation into an officially accredited Vocational Training Provider in Lebanon. In addition to the comparative study and the report on the Reform, employability survey was conducted in order to follow up the employment status of the graduates, in addition to decided on the courses to be offered for the coming school year according to the demand of the labor market. For instance, at North Training Center (NTC), they were offering Business Administration course during school year 2012-2013 however this course and due to the low employment rate among graduates which is 16.7%, this course will not be offered anymore. Through assessing the</p>		<p>Monthly, Quarterly and Annual Reports</p> <p>TVET report on “ Reform and Accreditation of UNRWA’s Vocational Training System in Lebanon”</p>
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<p><b>Indicator 1.2.3</b> Percentage of the curricula is taught in UNRWA VTC with modern equipment.</p> <p><b>Baseline:</b> zero</p> <p><b>Planned Target:</b> 80%</p>	<p>labor market, it was demanded to introduce Business Accounting course instead of the Business Administration course in North area. This course instead of the and Business Accounting course will be replacing</p> <p>A list of new and up-to-date equipment were purchased and delivered to UNRWA VTC (STC and NTC). This list was developed based on the accreditation and labor market updates. For example CNC machine were purchased to update the training of several mechanical courses and enhance the quality of training and at the same time meet the requirements of the labor market.</p>		
<p><b>Output 1.3</b></p> <p><b>Indicator 1.3.1</b></p> <p>a. Number of Palestine youth benefiting from literacy</p> <p><b>Baseline:</b></p> <p>a. zero</p> <p><b>Planned Target:</b></p> <p>a. 100 Palestine youth benefiting from literacy courses (of which 30% are girls and 70% are boys).</p>	<p>a. 288 (155 female &amp; 133 male) out of school adolescent are benefiting from the literacy education programme provided in EHC, BC and NBC through a network of 3 NGOs.</p> <p>b. Improvement percentage on Literacy and psychosocial behavior is interrelated and reached 40% improvement since the beginning of the courses.</p>		



<p><b>Indicator 1.3.1</b></p> <p>b. Percentage of improvement among marginalized girls and boys in literacy</p> <p><b>Baseline:</b></p> <p>b. Zero</p> <p><b>Planned Target:</b></p> <p>b. 30% percentage of improvement among marginalized girls and boys in literacy</p>	
<p><b>Indicator 1.3.2</b></p> <p>a. Number of community service centers provide support to out-of-school and working children</p> <p><b>Baseline:</b></p> <p>a. zero</p> <p><b>Planned Target:</b></p> <p>a. 7 community services centers provide support to out-of-school and working children</p> <p><b>Indicator 1.3.2</b></p> <p>b. Number of marginalized girls and boys benefiting from the services provided in the community centers</p> <p><b>Baseline:</b></p> <p>b. zero</p> <p><b>Planned Target:</b></p>	<p>a. 7 Support centers are running as planned providing PSS, employment and family follow up; in addition to psychological follow up and case management referral to specialized organizations</p> <p>b. 151 marginalized girls and boys benefiting from the services provided in the community centers</p> <p>c. 40% percentage of improvement among marginalized girls and boys on PSS</p>

[illegible]

<b>Indicator 1.3.3</b> b. Number of NGO staff receiving training on Literacy and monitoring Percentage of satisfactory level among trainees <b>Baseline:</b> b. zero <b>Planned Target:</b> b. 40% percentage of satisfactory level among trainees			
<b>Outcome 2<sup>15</sup></b> <b>Indicator: Increased access to job and self employment opportunities</b> <b>Baseline:</b> <b>Planned Target:</b>			
<b>Output 2.1</b> <i>Palestine youth graduates are better integrated to the labour market through apprenticeship and improved employment services</i> <b>Indicator 2.1.1</b> Number of youth enrolled in apprenticeship scheme <b>Baseline:</b> zero <b>Planned Target:</b> 100	90	125 jobseekers were referred to the apprenticeship scheme, although the ESC faced a high number of drop-outs at the early stages of the project. Of those who dropped out, many cited financial constraints, whilst many of the females who were referred to the scheme were reluctant to take opportunities outside the camp, and others faced resistance from their parents- although this was tackled by the ESC staff through home visits	ESC weekly and monthly reports  Quarterly reports  Annual reports

<sup>15</sup> Note: Outcomes, outputs, indicators and targets should be as outlines in the Project Document/Priority Plan or PMP specific so that you report on your actual cumulative achievements against planned targets. Add rows as required for Outcome 2, 3 etc.

<p><b>Indicator 2.1.2</b> Percentage of women participation in apprenticeship  <b>Baseline:</b> zero  <b>Planned Target:</b> 20%</p>		conducted by the Supervisor and the Counselor. It should also be noted that various security related incidents occurred throughout the duration of the project, many of which negatively impacted the enrollment of apprentices at their hosting employers in terms of logistics.	
	53.3%	The target for female participation was far exceeded. Prior to the setting of targets, it was assumed that the uptake of the apprenticeship amongst females would be lower than males, due to societal and cultural reasons. The ESC staff (supervisor and counselor) occasionally made home visits to interested females, in order to provide their parents with more information regarding the scheme, and these visits, as well as general community outreach and awareness sessions contributed to the target being exceeded.	<p>ESC weekly and monthly reports</p> <p>Quarterly reports</p> <p>Annual reports</p>
<p><b>Indicator 2.1.3</b> Percentage of jobseekers registered who are referred to job opportunities  <b>Baseline:</b> zero  <b>Planned Target:</b> 80%</p>	76.6%	The discrepancy here is likely due to the high number of jobseekers who registered at the ESC, which was largely unexpected at the project inception, and which has thus led to a lower proportion of jobseekers being referred to job opportunities.	<p>ESC weekly and monthly reports</p> <p>Quarterly reports</p> <p>Annual reports</p>
<p><b>Indicator 2.1.4</b> Number of jobseekers who are registered and number who are placed by ESC in North  <b>Baseline:</b> zero</p>	1476 registered. 183 placed in a job.	This target was exceeded by over 1000 registered jobseekers, although the number placed has only exceeded the target by 83. As with the previous	<p>ESC weekly and monthly reports</p> <p>Quarterly reports</p>

<p><b>Planned Target:</b> 450 registered. 100 placed.</p>		<p>indicator, this can be attributed to the fact that there were much higher registration rates than initially expected, although the pace of work of the counselor and the outreach officer have remained stable, as has the labour market (supply of jobs).</p>	<p>Annual reports</p>
<p><b>Indicator 2.1.5</b> Percentage of job placements qualified as quality jobs  <b>Baseline:</b> zero  <b>Planned Target:</b> 50%</p>	30%	<p>Fewer quality vacancies were secured by the outreach officer than initially expected. The labour market tightened, in part due to the security situation, fewer businesses were hiring, and employers indicated that they could not afford to provide higher salaries, or provide a contract for example, in such an uncertain economic climate.</p>	<p>ESC weekly and monthly reports</p> <p>Quarterly reports</p> <p>Annual reports</p>
<p><b>Indicator 2.1.6</b> Percentage of vacancies identified and listed by the ESC are easily available to jobseekers  <b>Baseline:</b> zero  <b>Planned Target:</b> 100%</p>	100%	<p>All vacancies listed and available to all registered jobseekers on a variety of different media- facebook page, UNRWA community newsletter, weekly emails, SMS.</p>	<p>ESC weekly and monthly reports</p> <p>Quarterly reports</p> <p>Annual reports</p>
<p><b>Indicator 2.1.7</b> Percentage of ESC beneficiaries are women  <b>Baseline:</b> zero  <b>Planned Target:</b> 30%</p>	49.05%		<p>ESC weekly and monthly reports</p> <p>Quarterly reports</p> <p>Annual reports</p>
<p><b>Output 2.2</b>  <b>Indicator 2.2.1</b> Number of Palestine refugees who will benefit from access to training on entrepreneurial skills</p>	60	<p>Target was reached.</p>	<p>Implementing partners and self employment officer</p> <p>Monthly reports</p>

<b>Baseline:</b> zero <b>Planned Target:</b> 60  <b>Indicator 2.2.2</b> Number of CMF that will be established in southern area <b>Baseline:</b> zero <b>Planned Target:</b> 2  <b>Indicator 2.2.3</b> Number of Palestine refugees who will develop their own business <b>Baseline:</b> zero <b>Planned Target:</b> 60			Quarterly reports
	4	Target exceeded	Implementing partners and self employment officer  Monthly reports
			Quarterly reports
	60	Target was reached.	Implementing partners and self employment officer  Monthly reports  Quarterly reports
<b>Output 2.3</b>  <b>Indicator 2.3.1</b> a. Number of micro-enterprises that are set up by youth and/or special hardship families <b>Baseline:</b> a. Zero <b>Planned Target:</b> 120 of micro-enterprises that are set up by youth and/or special hardship families	122 beneficiaries (70 women and 52 men) benefited from the micro-credit loans.		
<b>Indicator 2.3.2</b> a. Guidelines/ standards procedures on micro-credit for NGOs are developed <b>Baseline:</b> a. Zero	a. Two set of guidelines are made available, one to be used for staff working in NGOs providing micro-loans and one for young people on how to set up small businesses.		

<p><b>Planned Target:</b></p> <ul style="list-style-type: none"> <li>a. One set of guidelines is made available for staff working in NGOs providing micro-loans</li> </ul> <p><b>Indicator 2.3.2</b></p> <ul style="list-style-type: none"> <li>b. Number of NGOs staff &amp; committee members trained on the developed guidelines</li> </ul> <p><b>Baseline:</b></p> <ul style="list-style-type: none"> <li>b. Zero</li> </ul> <p><b>Planned Target:</b></p> <ul style="list-style-type: none"> <li>b. 20 of NGOs staff &amp; committee members trained on the developed guidelines.</li> </ul>	<ul style="list-style-type: none"> <li>b. 18 of NGOs staff &amp; committee members trained on the developed guidelines.</li> </ul>
<p><b>Indicator 2.3.3</b></p> <ul style="list-style-type: none"> <li>a. Number of youth trained on business and entrepreneurial skills, funds management and accounting</li> </ul> <p><b>Baseline:</b></p> <ul style="list-style-type: none"> <li>a. Zero</li> </ul> <p><b>Planned Target:</b></p> <ul style="list-style-type: none"> <li>a. 40 youths trained on business and entrepreneurial skills, funds management and accounting</li> </ul> <p><b>Indicator 2.3.3</b></p> <ul style="list-style-type: none"> <li>b. Percentage of satisfactory level among marginalized girls and boys on business entrepreneurial</li> </ul>	<ul style="list-style-type: none"> <li>a. 60 youths trained on business and entrepreneurial skills, funds management and accounting</li> <li>b. General Evaluation of the training was excellent at 49% and Very good at 26%. Pre and post test results showed that good knowledge on household budgeting reached 70%, debts management 78%, Accounting and bookkeeping 65%, business budgeting 66%, pricing and costing 83%.</li> </ul>

<p>skills</p> <p><b>Baseline:</b></p> <p>b. Zero</p> <p><b>Planned Target:</b></p> <p>b. 50% of satisfactory level among marginalized girls and boys on business entrepreneurial skills</p>			
<p><b>Outcome 3:</b> The information gap on the labour market supply and demand regarding Palestine refugees is addressed <sup>16</sup></p> <p><b>Indicator:</b></p> <p>A quality and reliable data on the Palestinian labour force is made available.</p> <p>A comprehensive report on labour market information is available with specific identification of labour market information (LMI) gaps on the demand side.</p>			<p>The labour force survey report available in both and English and Arabic together with a summary report of the survey findings.</p> <p>A labour market assessment report on employment opportunities for Palestinians in the South is completed in both English and Arabic</p>
<p><b>Output 3.1: Quality data on Palestine refugees' employment (labour force survey) is produced.</b></p> <p><b>Indicator 3.1.1:</b> Statistical measures and</p>	<p>A set of exhaustive measures and procedures to check and control quality of</p>	--	<p>Quality control report prepared by the consultants</p>

<sup>16</sup> Note: Outcomes, outputs, indicators and targets should be as outlines in the Project Document/Priority Plan or PMP specific so that you report on your actual cumulative achievements against planned targets. Add rows as required for Outcome 2, 3 etc.



<p>procedures (interview techniques, data checks, coding, training of interviewers, etc.) to control and monitor quality of labour survey data are designed and implemented</p> <p><b>Baseline:</b> Zero</p> <p><b>Planned Target:</b> 100% Measures and procedures are implemented</p>	<p>data have been implemented all through the different phases of the labour force survey implementation. Those included intensive training of surveyors, preparation of a survey manual, monitoring of data collection in the field, development of survey software for data entry, supervision of data entry as well as data review and data checks.</p> <p>A pilot survey was implemented before initiating the actual survey to test the data collection tools and processes.</p> <p>Questionnaire was revised based on pilot survey results and interviewers were trained again.</p>		<p>detailing the results of the data checks and recommendations to rectify.</p> <p>Report of experts meeting to discuss the preliminary results of the survey.</p>
<p><b>Indicator 3.1.2:</b> Mechanisms to respond to data problems or flaws established (re-interviewing, dealing with non-response and sampling errors, etc.)</p> <p><b>Baseline:</b> Zero</p> <p><b>Planned Target:</b> 100% respond mechanisms to data flaws are used</p>	<p>As a measure to test the data and consult on the analysis, a roundtable meeting for experts in employment issues, labour statistics consultants and academicians was organized in April 2012 to discuss the preliminary results of the labour force survey. Recommendations resulting from the meeting were taken into consideration in the analysis of results.</p> <p>A summary report presenting and analyzing the survey results was produced in both Arabic and English. Summary report was presented and disseminated in a workshop gathering more than 100 representatives from the civil society, the government,</p>	--	

	international organizations, donor agencies and academicians in November 2012.		
<b>Indicator 3.1.3:</b> Quality control measures Implemented <b>Baseline:</b> Zero <b>Planned Target:</b> 100% measures to check quality control (data review, meeting discussions, etc.) are implemented	Recommendation of data check reports were incorporated and taken into consideration.  As a mechanism to respond to problems, a relisting of one cluster of the sample was conducted to respond to a sampling error.	--	
<b>Indicator 3.1.4:</b> Policy briefs developed <b>Baseline:</b> Zero <b>Planned Target:</b> 100% completed	The project completed the preparation of four policy briefs – four pages each - covering the following topics: <ul style="list-style-type: none"> <li>- Employing Palestinian refugees in Lebanon: Legal revisions and implications</li> <li>- Gender paradoxes and gender gaps in education, work, and wages: Palestinian Women in Lebanon</li> <li>- Integrating Palestinian refugees in the national health coverage schemes</li> <li>- The effects of legal restriction on the educational attainment and employment of Palestinian refugee youth in Lebanon</li> </ul> The briefs basically provided a straight	The development of four policy briefs and the production (in terms of design and printing) of the labour force survey report were not part of the project's initial plan, both actions were introduced to make use of savings incurred.	Copies of the four policy briefs

	forward narration and scientific description of the issue in question and offered a set of policy recommendations as a proposed solution.		
<b>Indicator 3.1.5:</b> Labour force survey report accessible in hard copy <b>Baseline:</b> Zero <b>Planned Target:</b> 100% completed	<p>A comprehensive labour force survey report was prepared providing in-depth analysis of the survey data. The report covered the different aspects of the survey including characteristics of the employed, the unemployed, working conditions, social protections in addition to some demographic and education background.</p> <p>The report was prepared in both the English and Arabic, formatted and printed; a soft and hard copy of the report was produced.</p>		Copy of the labour force survey report designed and printed in both Arabic and English
<b>Output 3.2:</b> Labour market information at local levels collected, analyzed, validated and made available  <b>Indicator 3.2.1:</b> Available LMI collected <b>Baseline:</b> Zero <b>Planned Target:</b> 100% completed	More than 35 studies and research on labour market, labour force and other relevant issues pertaining to Palestinian employment have been mapped, collected and reviewed.	--	Mapping / list of documents reviewed

<p><b>Indicator 3.2.2:</b> Analysis on gaps available</p> <p><b>Baseline:</b> Zero</p> <p><b>Planned Target:</b> 100% completed</p>	<p>A desk review report synthesizing results of reviewed literature was prepared. The report included research on the characteristics of demand in the South and analysis of labour market information gap. In light of the desk review and the gap analysis, three economic sectors were identified for further research.</p>	--	
<p><b>Indicator 3.2.3:</b> At least 6 focus groups meetings organized with employer and other stakeholders</p> <p><b>Baseline:</b> Zero</p> <p><b>Planned Target:</b> At least 6</p>	<p>A series of in depth interviews were conducted with experts in the field who are engaged in either construction, agro-industry or health related activities. A total of 15 interviews were undertaken, five from each sector.</p>	<p>The methodology for the field work / data collection was slightly amended to include more numbers of individual /one to one interviews instead of focus group meetings. The purpose was to get more detailed and in-depth analysis of the labour market situation.</p>	
<p><b>Indicator 3.2.4:</b> At least 2-3 research targeting specific sectors/ local communities undertaken</p> <p><b>Baseline:</b> Zero</p> <p><b>Planned Target:</b> At least 2 to 3</p>	<p>A detailed questionnaire was prepared and validated by both the ILO and UNRWA. Field work was completed targeting 60 enterprises; 20 from each of the three sectors covering the whole region of the south.</p>	--	
<p><b>Indicator 3.2.5:</b> 2 workshops to disseminate results organized</p> <p><b>Baseline:</b> Zero</p> <p><b>Planned Target:</b> 100% completed</p>	<p>A first draft of the labour market assessment report was completed and distributed to a team of experts for discussion. A workshop was organized to this end on August 22. The workshop gathered experts in vocational and technical education, representatives from NGOs providing grants for self-employment and experts in labour market.</p>	<p>One workshop was organized instead of two; during the process no need was realized for a second workshop.</p>	

<b>Indicator 3.2.6:</b> Labour demand reports available <b>Baseline:</b> Zero <b>Planned Target:</b> 1	Report was edited and translated to be disseminated and published	--	The labour market assessment report in Arabic and English
<b>Indicator 3.2.7:</b> All reports printed and published <b>Baseline:</b> Zero <b>Planned Target:</b>	The Labour force survey report and the four policy briefs were edited, translated, formatted and printed.	--	
<b>Outcome 4:</b> Cost and feasibility of providing social protection to Palestinian refugees is assessed.  <b>Indicator:</b> A study on social protection schemes for Palestine refugees prepared	A preliminary financial assessment on the cost of providing health care coverage / social security for Palestinian refugees was completed and two policy options including their respective legal amendments were drafted.		
<b>Output 4.1:</b> Cost and feasibility of different policy options for providing social security to Palestine refugees is assessed.  <b>Indicator 4.1.1:</b> Number of Policy options identified <b>Baseline:</b> Zero <b>Planned Target:</b> 2-3 policy options are recommended	Through partnership with the LPDC and the CEP, two policy options/ suggestions for legal amendments for providing full social security benefits to Palestinian refugee workers under the National Social Security Fund have been prepared.	--	Draft of laws for legal amendments
<b>Indicator 4.1.2:</b> Number of workshops organized <b>Baseline:</b> Zero <b>Planned Target:</b> 1	A workshop to discuss the assessment and policy options was organized in April 2013 (in collaboration with CEP and LPDC).	--	Workshop report

<p><b>Indicator 4.1.3:</b> Percentage of the Study completed, discussed and disseminated</p> <p><b>Baseline:</b> Zero</p> <p><b>Planned Target:</b> 100 % of Assessment finalized, discussed and disseminated</p>	<p>A preliminary financial assessment on cost and benefit of providing health care coverage to Palestinian refugees working in the formal economy was prepared. A first draft of the assessment was discussed through a small working group (of experts) meeting early July and detailed review of the assessment was made and comments were incorporated.</p>	<p>--</p>	<p>The financial assessment on the cost of providing health care coverage for Palestinian refugees</p>
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### **iii) Evaluation, Best Practices and Lessons Learned**

The Employability Survey conducted in December 2012 for the VTC graduates provided an assessment of the employability status of the Vocational Training courses offered by UNRWA's Vocational Training Centers, in addition to, this survey provided evidence-based recommendations that assisted in the selection of Vocational Training courses to be offered for the 2013-2014 academic year.

The "Reform and Accreditation of UNRWA's Vocational system in Lebanon" report provided a roadmap towards UNRWA's transformation into an officially accredited Vocational Training provider in Lebanon. Moreover, the report included several recommendations, best practices and operational reforms that would assist in improving vocational training services provided to Palestine refugees.

The final independent project evaluation conducted in August 2013, presented a number of key findings, noting overwhelmingly that the project relevance remained high, but that the project may have been too ambitious in terms of its objectives, and that inter-agency coordination mechanisms could well have been improved, particularly at the field implementation level. The independent consultant concluded that more attempt should be made at the 'upstream level' to influence higher level policy and legal amendments concerning the Palestinian right to work etc.

The Programme Support Office (PSO) at UNRWA conducted an evaluation of the apprenticeship programme across the whole of Lebanon, which concluded that the scheme was highly valuable in the context of Palestine refugees, and that it provided often disillusioned youth with an entry point into the labour market that they would not otherwise have had access to. The evaluation concluded further that the benefits of the scheme persisted beyond the placement of the beneficiaries, and that participation gave the apprentices valuable experience in a working environment, with the additional aspect of integration with Lebanese employers and apprentices. The report also concluded that the selection process for apprentices and for hosting employers should be fine-tuned, in order to ensure that the expectations about the programme are realistic, and that the employer is willing to contribute to the improvement of the apprentices' skills. It is also important to note the emphasis that the independent consultant placed on the apprenticeship scheme, concluding that the benefits the scheme generated more than justified its continuation.

Despite the social and legal constraints on Palestine refugees in Lebanon, many entrepreneurs have creatively sought to improve their livelihoods by investing in small businesses inside their camp communities, with the dual benefit of providing needed goods and services to their neighbors. These enterprises form a visible part of the geographical and social landscape of the 12 Palestinian refugee camps in Lebanon and have in many cases attracted customers from outside of the camp, with varying levels of success. However, until now, there has been limited research about the market dynamics in refugee camps as a path to poverty reduction and sustainable development. As a result, many interventions promoting micro-enterprises in

the camps have lacked comprehensive market information to promote the health of the local economy in each camp, instead dispensing loans and services in an ad-hoc manner. In order to more effectively guide loans and services in support of long-term business development and Palestinian entrepreneurship in the future, UNRWA initiated a market study of businesses operating inside all camps in Lebanon under the Peace Building Fund (see annexes).

One of the major impediments to the success of the project thus far has been the delay in the accreditation process, which has occurred for a number of reasons; the process is pending and TVET has been asked for a document identifying the grounds upon which UNRWA is providing educational services in Lebanon. Other documents that have been requested include the police record of the UNRWA Director. UNRWA is still following up on the macro level with the Ministry of Education for obtaining the accreditation on regular bases.

The security situation has undoubtedly and unavoidably had a negative impact on the project. Whilst ESC operations are generally only marginally affected, the major impact of instability is on the labour market, and the correspondingly declining tendency of employers to offer job vacancies – something that is in no way limited to the Palestine refugee labour force, as this also affects the Lebanese population as a whole. Correspondingly, the situation in Syria has resulted in a considerable influx of refugees, who act as a highly competitive labour force, particularly in the North.

Another challenge faced by the ESC is the low number of quality jobs available in the Lebanese labour market. The definition of a ‘quality’ job is multidimensional, and a vacancy must fulfill a combination of standards in order to be classified as such, including but not limited to: written contract, paid annual leave, sick leave, safe working conditions, and it must be above minimum wage. Partly as a result of worsening economic conditions, a tightening labour market, and an unstable security situation, the outreach officer found it increasingly difficult to source ‘quality’ vacancies from the market. The instability created by the security situation means that fewer employers are willing to provide written contracts for example, and many employers cite that they cannot afford to pay employees above the minimum wage. Whilst the outreach officer negotiates with employers in order to explain the values of providing quality jobs to employees (such as increased productivity and workforce morale), they report that their efforts are repeatedly ignored.

An overarching issue that has persisted throughout the project, and one which was identified as a key target to address in implementation, is the mutual mistrust that sometimes exists between the Lebanese community and the Palestine refugee communities. Some Lebanese employers show reluctance in hiring Palestine refugees, and many appear unknowledgeable regarding the Labour Law, stating that they are unaware they can legally employ Palestine refugees. Advocacy is, as aforementioned, a major aspect of the ESC activities, and issues such as these are addressed on a daily basis. On the other hand, the ESC has on many



occasions faced reluctance on the part of many in the Palestine refugee communities to work outside the camps. These act as serious impediments to the prospects of integration and cooperation between the two communities, and tend to occur mainly with female jobseekers. The ESC counselor discussed these issues with jobseekers, as well as the parents of reluctant females, taking the time to explain the benefits of working outside the camps, such as increased integration, wider range of opportunities, and higher wages, although these efforts were not always successful.

For UNICEF, the security situation in the camps especially in Ein El Helweh and Beddawi delayed the implementation of some activities especially those related to the development of the Literacy Manual where many meetings for NGOs forming the Literacy Manual Committee were postponed because of the security incidents. Literacy classes were opened to Palestine refugees from Syria. So, there was a need for more human and financial resources due to the increased influx of Palestinian -Syrian refugees to the Palestinian camps.

UNICEF's Palestinian partners were overstretched with the emergency. There was a need to strengthen their capacity and expertise in the urgent issues. This delayed the implementation of some activities especially those implemented by the General Union of Palestinian Women.

Additionally, the availability of data and the culture of research in the country is weak, scattered and under-valued. The labour force survey aimed to produce employment data that is comparable to the Lebanese. To this end an agreement was made with the Central Administration of Statistics (CAS) to synchronize the implementation of the research with the implementation of a household survey at the national level in Lebanon. Moreover, the LFS adopted the same research tools (questionnaire) that are utilized by CAS to ensure comparability. However, the survey was fully implemented and reports produced, while CAS – up to this moment – has not yet completed their survey and Lebanese results are not released still. This delay has forced the project to resort to the latest available data on the Lebanese which dates back to 2009, 2007 and for some indicators, 2004. The preparation of the financial assessment suffered as well from dearth of organized and automated data within the National Social Security Fund for past years and had to rely, as a result, on estimates and projections.

At a different level, the Lebanese market is narrow and limited with the vast majority of enterprises are either micro or small employing not more than five employees and that produce low value-added and repetitive activities which deems any labour market study a challenging exercise. Given this condition, very few enterprises are able to stratify the needs of a labour market assessment in terms of projections for anticipated vacancies, job openings, and required skills, not to mention issues like expansion and growth at the level of the establishment. A challenge, which the study had to adopt with and design the research tools and methodology accordingly.

Despite the high quality of the vocational training provided by the STC and NTC, the lack of accreditation of the vocational diplomas is a key factor contributing to the exclusion of Palestinian graduates from the labor market.

The literacy classes were offered through three partners (GUPW, Solidarity and Beddawi Popular Committee) in two camps (Ein El Helweh and Beddawi) for 288 adolescents. Such classes should be offered to more adolescents including those from Syria as a result of the conflict there.

#### **iv) A Specific Story**

- Fatima is a member of “The Loans Committee” in General Union of Palestinian Women (GUPW) in Ein El Helweh Camp. In December 2012, Fatima attended a 10-days training along with the other Loans Committee. The training included topics related to project management cycle and personal capacity building (communication skills, needs assessment, feasibility assessment, etc.), financial education (creating / improving businesses, management of daily workflow, bookkeeping, household budgeting, accounting, pricing, identifying strengths and weaknesses of the business etc.), business management and micro-loan management (market research and loans application analysis, risk management, etc.). Part of the training involved one to one training sessions on the loans application.

When describing her experience in the loans program, Fatima talks passionately about the change that she undergone. She talks about how this has not only increased her knowledge but also enriched her on the emotional and personal level. She says: “The training has changed the way I look to small businesses and the way I interact with others... it has taught me how to talk to people confidently and give them advices on how to improve their businesses ... I can now analyze the loans application easily... and my work is much more organized... etc”.

Fatima stressed that working on micro-loans requires unique entrepreneurial skills and a good knowledge of funds management and accounting. She says: “This is the first time I feel that I do my work professionally without wasting much time. I have been with GUPW for more than 20 years and in the Loans Committee since 1995 but this is the first time I get such targeted training.” In addition to the knowledge that she had got, the training gave her a new perspective on the needs of Palestinians. Now, I better understand the importance of such micro-loans on the lives of hundreds of people in the camp. “Their lives change if they are well-guided and advised on how to do their small businesses in a proper way”, she says. “I love my work and enjoy serving our people in the camp. Thank you UNICEF”, she adds.

- Mustafa is a 24-year old Palestine refugee from Nahr El Bared camp (NBC). His family is composed of 8 brothers and sisters in addition to father and mother. His father spent a long time working as a painter in construction field; however he had to stop working due to illness, and is currently spending most of his time between doctors and resting in bed. The family lived through the crisis of Nahr El Bared camp

in 2007 during which their home was completely destroyed. The family was displaced from NBC to live in Beddawi camp and suffered a lot of deprivation and poverty, although they have consequently moved back to NBC after the reconstruction efforts. After passing the Lebanese Baccalaureate II, Mustafa could not join a university because of his family's precarious financial situation. Instead, he joined Northern Vocational Training Center (NTC), where he studied Civil Engineering for two years, and graduated in June 2012. After graduation, Mustafa started looking for a suitable job to match his skills and training, and he approached a lot of companies. Due to the legal constraints surrounding the labour law, Mustafa found it was difficult for him to find a good job in an engineering firm in the Lebanese market.

Finally, he found a job with ASSRA3 and AABCO Engineering Co. in Tripoli, Lebanon, where he was chosen to work for a probation period. After proving his skills and competencies, his employer offered him a sustainable job with a good salary and he was chosen for the vacant post at that time.

Mustafa has been promoted and is currently the senior draftsman in the company. The company is responsible for all engineering studies and shop drawing works for many big projects in Lebanon and UAE.

Mustafa is now the main bread winner of his family, and is happy and satisfied by his career and job, and always works on developing his skills and keeps his knowledge in the field of engineering up to date in order not to lose any chance of promotion.

- Bilal, 19 years old, took part in the Apprenticeship Scheme, and has since been hired by his hosting employer





Many young jobseekers often find themselves scared, anxious and consequently debilitated at the mere thought of looking for a job. This is primarily because they are ill-prepared to embark on their job search and poorly equipped with the necessary knowledge or skills required to look for a job. As a consequence, they are unable to find work or they land the wrong jobs in the wrong companies, for the wrong reasons. The mismatch that ensues creates new problems for young jobseekers for whom job satisfaction will be elusive and difficult to achieve. For many, particularly those youth who have dependent family members, membership of armed groups or political parties often acts as a much needed source of income, particularly when there are such extensive barriers (formal or informal) to steady employment.

Unemployment and associated poverty are part of cycles of deprivation which face many Palestine youth in Lebanon and contribute to continued alienation and disenchantment.

Bilal, a 19 year old Palestine Refugee living in Beddawi Camp, holds a diploma in Mechanic Diesel, yet faced discrimination in the labor market, and was unable to find employment related to his studies and training. After registering at the ESC, Bilal received individual counseling from the ESC, on issues such as motivation and business etiquette Bilal was offered the chance to take part in the apprenticeship programme, and was subsequently placed with a Lebanese employer in the Tripoli area. Not only was Bilal able to use the skills he had learnt during his training in Mechanic Diesel, but his confidence grew, and the \$150 stipend provided by UNRWA allowed him to cover the basic transportation and logistical costs associated. By the end of the apprenticeship period, Bilal had been able to apply all the skills learnt during his training, as well as learning other skills and competencies relevant for the mastery of mechanic diesel. Following the end of the three month apprenticeship, Bilal's employer decided to hire him on a more permanent basis, and he is now a full time employee. As well as earning a stable income to support himself and his family, Bilal has also built a strong relationship with his Lebanese colleagues, and is much better placed in the labour market as a result of the programme. Prior to

working with Bilal, his employer had not worked with Palestinians, but Bilal managed to prove to his employer and his work colleagues that he is competent, committed, and qualified for the job. After hiring Bilal, his employer requested that the ESC continue to work with him, and he accepted two more apprentices in the field of Mechanic Diesel. Today not only is Bilal on the way to building a successful career, but his story is one of many that provide evidence that Palestine youth at risk can break through barriers and make a significant and positive change in their lives and those of others around them.

- The facts on and the mechanism of the Palestinian labour force are not known to the Lebanese public including the decision makers, allowing some politicians to exploit the issue of Palestinian employment by misleadingly linking employment of Palestinians with nationalization and the fear of settlement. This has resulted in depriving Palestinian refugees from full employment rights and social protection with the repercussions of this deprivation on peace and social cohesion. At a different level, such conditions have led to increased migration among the young Palestinians – many of whom are motivated and qualified – who leave for more promising work opportunities outside the country.

The production of a full data set on Palestinian employment that is credible and objective should support processes for dialogue on the right to work and provide a scientific evidence for any discussions on policy amendments, legal changes and advocacy interventions towards improved legal framework, working conditions and employment opportunities for Palestinian refugees in the country. Improving the legal setup should reflect positively on improving the working conditions of Palestinians and reducing discriminatory attitudes against their access to employment; an crucial step for preventing conflicts and decreasing tensions. At a different level, the dissemination of facts relevant to Palestinian employment – including limited access to employment, weak health coverage and precarious working conditions should change perceptions about Palestinian refugees from initiators of conflict to victims of discrimination. The information produced hold extensive potential for further investments in the production and implementation of advocacy tools and campaigns for the right to work.

**Appendix 1: Midterm Evaluation Report**



**PEACEBUILDING FUND  
Lebanon**

# **MIDTERM EVALUATION FINAL REPORT**

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*‘EMPOWERMENT OF YOUTH AT RISK THROUGH JOB CREATION  
PROGRAMS IN AREAS OF TENSION IN LEBANON’*

**GERARD MORAN  
EVALUATION CONSULTANT**

**22 JANUARY 2013**



**unrwa  
الونروا**

the un agency for  
palestine refugees  
أُمَمُ التَّحَدَّةِ  
الْفَلَسْطِينِيِّينَ



## **LIST OF ABBREVIATIONS & ACRONYMS USED IN THIS REPORT**

ASG	Assistant Secretary General (of the UN)
AUB	American University of Beirut
CBO	Community Based Organisation
CEP	Committee for the Employment of Palestinians
CMF	Community Management Fund
CRI	Consultation and Research Institute
DRU	Donor relations Unit (UNRWA)
DUAL	Director of UNRWA Affairs Lebanon
EPEP	Ecumenical Popular Education Training or Arab Network for Popular Education
ESC	Employment Services Centre
EU	European Union
GDTVET	General Directorate of Technical and Vocational Education and Training
GUPW	General Union of Palestinian Women
ILO	International labour Organisation
IRF	Immediate Response Facility (of the PBF)
JS	Job Seekers
JSC	Joint Steering Committee
LAF	Lebanese Armed Forces
LFS	Labour Force Survey
LMI	Labour Market Information
LPDC	Lebanese Palestinian Dialogue Committee
MoE	(Lebanese) Ministry of Education
MoL	(Lebanese) Ministry of Labour
MPTF	Multi-Partner Trust Fund
M&E	Monitoring and Evaluation
NAVTS	National Association for Vocational Training and Social Services
NBC	Naher Al Bared Camp
NDU	Notre Dame University
NGO	Non-Governmental Organization
NLA	North Lebanon Area
PBC	Peace-Building Commission

PBF	Peace-Building Fund
PBSO	Peace-Building Support Office
PCA	Programme Cooperation Agreement
PRF	Peace-building and Recovery Facility (of the PBF)
PSO	(UNRWA) Programme Support Office
PSS	Psycho-Social Support
SDC	Swiss Agency for Development and Cooperation
SG	Secretary General (of the UN)
SLA	South Lebanon Area
SOP	Standard Operation Procedures
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nation Development Programme
UNICEF	United Nations Children's Fund (formerly United Nations International Children's Emergency Fund)
UNRWA	UN Relief & Works Agency
USD	United States Dollar
WPA	Women Programme Association, former CBO



## Table of Contents

List of Abbreviations & Acronyms used in this Report	47
About This Report	51
Executive Summary	52
Summary of Recommendations	58
1. Introduction	67
<b>1.1 SITUATIONAL ANALYSIS</b>	<b>67</b>
<b>1.2 THE PEACE BUILDING FUND</b>	<b>70</b>
<b>1.3 THE PROJECT</b>	<b>74</b>
2. Implementation Of The Evaluation	81
3. Findings, Conclusions & Recommendations	91
<b>3.1 RELEVANCE, EFFECTIVENESS &amp; EFFICIENCY</b>	<b>91</b>
<b>3.2 PROSPECTIVE IMPACT</b>	<b>95</b>
<b>3.3 SUSTAINABILITY OF PROJECT'S ACTIVITIES</b>	<b>98</b>
<b>3.4 STABILISATION EFFECTS</b>	<b>101</b>
<b>3.5 EXAMINATION OF THE UN JOINT FUND MODEL</b>	<b>106</b>
<b>3.6 RISKS &amp; ASSUMPTION ANALYSIS</b>	<b>107</b>
4. Outcome 1 – Improved Employability of Palestine Refugees	109
<b>4.1 OUTPUT 1.1 – PALESTINE REFUGEES GAIN TECHNICAL AND MARKETABLE SKILLS THROUGH PROVISION OF TRAINING COURSES</b>	<b>109</b>
<b>4.2 OUTPUT 1.2 – PALESTINE YOUTH ARE BETTER INTEGRATED TO THE LABOUR MARKET THROUGH IMPROVED TVET CURRICULA, IMPROVED TEACHING METHODOLOGY AND BETTER EQUIPMENT</b>	<b>115</b>
<b>4.3 OUTPUT 1.3 – PROSPECTS FOR MARGINALISED ADOLESCENTS AND YOUTH ENROLMENT IN QUALITY VOCATIONAL TRAINING AND EMPLOYMENT SCHEMES.</b>	<b>117</b>
5. Outcome 2- Increased Access To Job And Self-Employment Opportunities	122
<b>5.1 OUTPUT 2.1- PALESTINE YOUTH GRADUATES ARE BETTER INTEGRATED TO THE LABOUR MARKET THROUGH APPRENTICESHIP, AND IMPROVED EMPLOYMENT SERVICES</b>	<b>122</b>
<b>5.2 OUTPUT 2.2- SUPPORT PROVIDED TO PALESTINE REFUGEES FOR THE DEVELOPMENT OF BUSINESS ..</b>	<b>126</b>
<b>5.3 OUTPUT 2.3- SUPPORT TO SPECIAL HARDSHIP FAMILIES AND YOUTH PROVIDED THROUGH MICRO ENTERPRISES AND YOUTH EMPLOYMENT SCHEMES</b>	<b>128</b>
6. Outcome 3- The Information Gap On The Labour Market Supply And Demand Regarding Palestine Refugees Is Addressed	131
<b>6.1 OUTPUT 3.1: QUALITY DATA ON PALESTINE REFUGEES' EMPLOYMENT (LABOUR FORCE SURVEY) IS PRODUCED.</b>	<b>131</b>

<b>6.2 OUTPUT 3.2: LABOUR MARKET INFORMATION AT LOCAL LEVELS COLLECTED, ANALYSED, VALIDATED AND MADE AVAILABLE.....</b>	<b>134</b>
7. Outcome 4- Cost And Feasibility Study Of Providing Social Security To Palestine Refugees	136
<b>OUTPUT 4.1: COST AND FEASIBILITY OF DIFFERENT POLICY OPTIONS FOR PROVIDING SOCIAL SECURITY TO PALESTINE REFUGEES IS ASSESSED. ....</b>	<b>136</b>
8. Possible Areas for Further Investigation	137
Annex 1 – Terms of Reference	139
Annex 2 – Mission Calendar	146
Annex 3 – Persons/Groups Interviewed	152
Annex 4 –Programmatic and Financial Reporting From The Three Agencies (UNRWA, UNICEF, and ILO) as of end of end of October 2012:	155
Annex 5 - Joint Work Plan / 22 Nov 2011 - 21 May 2013 (Final Approved)	162
Annex 6 – Progress of Joint Work Plan At November 2012	168
Annex 7 - Additional Measurable Indicators and Additional Means of Verification Proposed	174
Annex 8 – Relevant Links	180

## ABOUT THIS REPORT

This Evaluation Report is closely correlated with the objectives and conditions specified in the Terms of Reference (ToR) for the Mid-term Evaluation of the '*Empowerment of Youth at Risk through Job Creation Programme in Areas of Tension in Lebanon*' project and in particular the recommended Table of Contents suggested therein.

The main purpose of this report is to outline:

- (a) Relevance, Effectiveness, Efficiency, Prospective Impact and Sustainability of project activities up to 31 October 2012;
- (b) Corrective Measures identified as required to bring the various project components into alignment with specific project goals; and
- (c) Recommendations on how to enhance the impact of the project going forward

This report is aimed at the following users:

- (a) Management and technical personnel with responsibility for the operation of the Peace-Building Fund (PBF) in Lebanon;
- (b) Management and technical personnel with responsibility for or involvement with individual project components at the Recipient United Nations (UN) organisations:–
  - the UN Relief and Works Agency – UNRWA;
  - the UN Children's Fund – UNICEF; and
  - the International Labour Organisation – ILO;
- (c) Management and technical personnel at Non-Governmental Organisation (NGO) partners of UNRWA, UNICEF and ILO who have operational involvement or interest in the outcome of this project; and
- (d) Other persons and organisations which have operational involvement with or interest in the Palestine Refugee community in Lebanon.

It is intended to be used:

- (a) by project partner implementing staff as a guide for planning and implementing the project for the final months of the project; and
- (b) by project partner management staff, NGO partners and other interested stakeholders as a reference document for designing successor actions or policies that will sustain the achievements of the project and enhance its impact on stakeholders and beneficiaries.

## EXECUTIVE SUMMARY

### CONTEXT AND PURPOSE OF THE EVALUATION

Lebanon is one of the most politically complex and divided countries in the Middle East, with its political context strongly linked to the Israel-Palestine conflict. Conflict and violence in Lebanon have periodically devastated the country and Palestine refugees have often been caught up in these broader local and regional dynamics. Decades of strife contributed to a substantial deterioration in Lebanese-Palestinian relations and consequently the Lebanese government's policy towards the Palestine refugee population remains very sensitive.

Despite the recent amendments to the Labour Law and Social security Law (approved by the Parliament on 17 August 2010), they are still barred from owning property, practicing in more than thirty professions and/or unionised occupations, among which are all liberal professions. This, together with the continued presence of arms in the Palestine refugee camps has left them exposed to increasing risks of instability.

Palestine refugee youth in particular are often left with little prospect for a better future. They are frustrated, feel disillusioned and often see little purpose in continuing their education in the absence of opportunities to work afterwards. This triggers further tensions and constitutes fertile ground for political mobilization.

The PBF - a Multi-Partner Trust Fund (MPTF) of the Secretary-General (SG) - is a flexible peace-building tool that supports the UN's broader peace-building objectives in countries at risk of relapsing into conflict.

This project falls under the PBF Priority 3 '*Activities undertaken in support of efforts to revitalise the economy and realise immediate peace dividends*', which supports employment schemes and economic growth initiatives that would provide a 'Peace Dividend' which deters the population from engaging in conflict.

In particular it is specifically targeted at IRF Outcome (13): '*Youth empowerment and job creation programmes incorporated in government ministries to overcome persistent and pervasive unemployment that pose an ominous threat to the stability of post-conflict societies.*' This peace-building intervention therefore targets the Palestine refugee youth between 15 and 24 affected by joblessness, underemployment and with low education levels.

The project also is compatible with the (PBF) Priority Plan's Priority 2 targeting 'Areas of Tension'. In this regard the Palestine refugee camps in Lebanon have been identified as areas suffering chronic instability with a high potential of further deterioration. It thus targets Palestine refugee youth that are living in areas of tension in Lebanon, where they are at risk of joining armed groups and political mobilization.

The primary objective of the UNRWA, ILO and UNICEF cooperation on Palestine refugee employment in this project is therefore to mitigate the risk of violent conflict involving Palestine refugees through promotion of socio-economic development and peace building. By funding high impact project initiatives which would stabilise their socio-economic

environment, the partner recipient UN Organisations are aiming to maintain vulnerable Palestinian youth away from violent paths by having them gainfully occupied.

The project also aims to promote both dialogue and improved interactions between Palestine refugees and the Lebanese community.

Specific outcomes desired of this project include:

- Outcome 1: Improved employability of Palestine refugees;
- Outcome 2: Increased access to job and self-employment opportunities;
- Outcome 3: Information gap on the labour market supply and demand concerning Palestine refugees in Lebanon addressed; and
- Outcome 4: Cost and feasibility of providing social protection to Palestinians in Lebanon is assessed.

#### **EVALUATION OBJECTIVES**

The primary objectives of the mid-term evaluation were as follows:

- a) To assess the Relevance, Effectiveness, Efficiency, Prospective Impact and Sustainability of project activities;
- b) To identify any Corrective Measures necessary to achieve projective goals within the remaining timeframe of the project;
- c) To provide Recommendations on how to improve project activities and enhance the impact of project activities; and
- d) To consider the Stabilisation Effects of the project.

The following specific evaluation tasks identified in the ToR set the scope of the evaluation:

1. Determine/assess if the project achievements so far are in line with its stated objectives, outcomes, and outputs;
2. Assess the proper use of resources against its listed outcomes (including ToRs and contracts: are they in line with the project documents);
3. Assess the project implementation procedure;

4. Examine the UN joint fund model mainly the coordination between UNRWA, UNICEF and ILO;
5. Document lessons learned, success stories, and good practice;
6. Provide recommendations on how to build on the progress achieved for this period and ensure that it is going to be sustained; and
7. Assess the sustainability measures in place that should ensure the benefits of the project's intervention, are going to be continued in the long term.

## IMPLEMENTATION OF THE EVALUATION

The Evaluator was contracted to conduct an evaluation mission of 22 workdays between Mon 05 Nov 2012 and Wed 05 Dec 2012.

As the UN Development Programme (UNDP) is the administrative agent for the MPTF and planned project activities are identified as project outcomes, the approach chosen by the Evaluator in conducting this evaluation aimed to be consistent with the Managing for Development Results (MfDR) concept and the guidelines contained in the following documents:

- 'UNDP Handbook On Planning, Monitoring And Evaluating For Development Results' and
- UNDP 'Guidelines for Outcome Evaluators'.

The MfDR concept is Results Based Management (RBM) in action, but it **is oriented more towards the external environment and results that are important to programme beneficiaries and less towards an agency's internal performance.**

The UNDP guidelines recognise that while ***"there is no official blueprint for how to conduct an outcome evaluation"***, that ***"each outcome evaluation must be tailored to the nature of the individual outcome under review, as well as the realities of time and data limitations"***.

Accordingly the UNDP guidelines set the role of an evaluator as being ***"not to collect large volumes of primary data or conduct methodologically perfect academic research"*** but ***"to pass judgement based on his/her best professional opinion"***, using a ***"a rough but universal logic of analysis and reporting"***.

To this end in conducting this mid-term evaluation a four phased approach was adopted in which parallel planning, design, information gathering, analysis and reporting activities were planned so as to achieve mission objectives in a timely and efficient manner.

The ability to complete the implementation framework within the timeframe as planned was contingent on the cooperation and effective engagement of the project partners and the availability of local logistical support in arranging meetings, field visits and focus groups.

Notwithstanding some difficulties in this regard, the evaluator was eventually able to meet with all personnel with a significant implementing role in the project, conduct field visits to centres of project activity and hold focus groups with beneficiaries relevant to each project component.

However it is identified that while it is possible in such circumstances to get a good summary impression of the situation on the ground and the relative impact of project components, that accurate detailed analysis of specific project activities is unlikely.

Due to the complexity of the project and the volume of information provided by the partners, the completion of the analysis and reporting phases took significantly longer than intended.

## **GENERAL FINDINGS**

The activities being completed under Outcomes 1 and 2 by UNRWA are positively contributing towards improving the employability of Palestine refugees in Lebanon, and will provide increased access to job and self-employment opportunities for them. Similarly the activities being undertaken by UNICEF under these components should also address the needs of the most marginalised members of the Palestine community in this regard.

The activities being completed under Outcomes 3 and 4 by the ILO are similarly very important elements in promoting the removal of restrictions on the rights of the Palestine community in Lebanon to work and participate in the economy on an equivalent basis with their Lebanese neighbours.

All activities support the PBF objectives to overcome persistent and pervasive unemployment that poses an ominous threat to the stability of post-conflict societies, to target Areas of Tension and to produce a peace dividend that will lower the risk of relapse into conflict.

The project is clearly well managed and appears generally to be on target. While there are delays in some project sub-components, it is evident that all project partners are working hard to successfully achieve all stated project objectives, outcomes and outputs during the lifetime of the project.

While all activities were worthwhile, very necessary and will contribute towards meeting PBF goals, the additional impact of this project is difficult to determine.

This evaluation identifies that the sustainability of project activities is largely predicated on the ability of the project partners to source follow-on funding after the end of the project. Other issues impacting on sustainability include improving the effectiveness of NGO partners and the ability of project partners to keep up to date with the changing nature of education and training in general, and cope with the impact of ICT in particular.

It is difficult to determine the stabilisation impact of this project, as this project is small in scale relative to the size of the problem it is seeking to address, and so the impact must also be relatively small.

The impact on those individuals most likely to be the first to engage in violent activity is unclear. There is evidence to suggest that instability resulting from spill-over effects from the Syrian conflict is undermining efforts in this project to foster improved engagement between the Palestine refugee community and their Lebanese neighbours.

Likewise this evaluation identified the importance of mitigating the stress being experienced by beneficiaries due to their life-circumstances and tensions arising from the Lebanese legislations related to Palestine refugees' employment and ensuing restrictions on their access to the Lebanese formal labour market, to achieving PBF stabilisation objectives and sustaining the achievements of this project into the future.

Further the potential for using the internet and ICT to address these problems is highlighted, as is the danger of ceding these progressive new technologies to subversive elements for use in encouraging beneficiaries to engage in radical or violent actions.

## **LESSONS LEARNED**

This evaluation identified excellent initiatives which were developed by project implementing personnel to achieve project objectives that could be further developed and mainstreamed in the suite of educational and employment services being provided by UNRWA to the Palestine refugee community.

Another important lesson learned from the activities conducted under this project is the requirement for a unified, coordinated response to dealing with illiteracy that is complementary to available remedial education services. While beyond the scope of this project to achieve such a unified response, the lessons learned by UNICEF in improving literacy improvement services to functionally illiterate beneficiaries will be important in developing an enhanced response to the challenges faced by the Palestine refugee community in this regard.

This project is one of the first takes a holistic approach to tackling pervasive unemployment among the Palestine refugee community, combining initiatives to - tackle educational gaps, - address labour market access problems, - encourage self employment and entrepreneurship, with advocacy initiatives to improve the rights of Palestine refugee workers and research into the labour market. An important lesson learned from this project is that the problem of unemployment among the Palestine refugee community is systemic and must be addressed in a systemic and coordinated manner similar to the design of this project.

To improve the impact of future projects and enhance the efficiency of the project evaluation process, an important lesson learned is that the project evaluators' should be involved at the start of a project in designing the Measurable Indicators/Targets and Means of Verification required to evaluate the impact of project activities and that these should be



aligned from the start with the monitoring and reporting requirements for project management purposes.

#### **CORRECTIVE ACTIONS**

While the project is well managed, this evaluation identifies that the role and independence of the PBF coordinator might usefully be clarified so as to assure efficient and effective co-operation between the project partners for the duration of the project.

In view of difficulties encountered during the mid-term evaluation, this evaluation identified that the project partners should proceed immediately to jointly appoint the final evaluator, in order that the final project evaluation might be completed expeditiously and efficiently, and with the agreement of all the project partners.

This evaluation did not detect much enhanced cooperation or integrational impact between the Recipient UN Organisations participating in this project, but identified the opportunity during the remaining lifetime of the project to enhance existing cooperative mechanisms between the project partners, so as to enhance future cooperation between them.

This evaluation highlighted the lack of visibility of PBF funding of some project activities to implementing, personnel, beneficiaries and other stakeholders and identified where improvements should be made during the lifetime of the project. Specifically ILO outputs relating to Outcome 3 and Outcome 4 should be revised where necessary to clearly identify that they were funded by the PBF.

While the engagement of stakeholders is generally as good as can be expected, the absence of motivational and recreational project elements, and better tie-ins with community liaison activities is identified as an area for improvement.

In summary UNRWA, UNICEF and ILO through the auspices of this project are making a valuable contribution to reducing the poverty and marginalization of the Palestinian beneficiary community, whilst enhancing the cause of peace in areas of tension between the Palestine Refugee community and their Lebanese hosts.

## SUMMARY OF RECOMMENDATIONS

### GENERAL RECOMMENDATIONS

**RECOMMENDATION 1:** It is recommended that in order to better assess the impact of the project on beneficiaries, that consideration be given to enhancing the Measurable Indicators/Targets and Means of Verification to be utilised in the Final Evaluation to include some or all of the Additional Measurable Indicators and Additional Means of Verification proposed in Appendix 7.

**RECOMMENDATION 2:** To avoid replication of the difficulties encountered by the Evaluator during the Mid-term Evaluation, it is recommended that as a matter of urgency:

- (a) that the project partners agree the ToR for the Final Evaluation and proceed to recruit that individual immediately;
- (b) that the methodology to be used to conduct that evaluation be agreed in advance of the Final Evaluator's mission;
- (c) that the Final Evaluator be tasked to identify his/her information, field visit, interview and focus groups requirements in advance of his/her mission so as to minimise delays; and
- (d) that the project partners assume responsibility for arranging field visits, interviews and focus groups relevant to their components.

**RECOMMENDATION 3:** To improve the efficiency and effectiveness of the M&E process in future PBF funded projects, the M&E consultant should be engaged for a short period at the start of a project, in addition to his/her mid-term M&E mission in order to:

- (a) write the M&E plan in conjunction with project partners (which would explicitly outline information requirements of evaluator);
- (b) align management and reporting outputs with requirements of M&E plan;
- (c) enable project partners to have early knowledge of M&E consultant expectations and information requirements; and
- (d) allow the M&E consultant gain early knowledge of project design and objectives.

**RECOMMENDATION 4:** It is recommended that the project partners before the end of this project should establish sustainable cooperation and liaison mechanisms that would result in improved effective cooperation between them on common activities such as advocacy programmes, literacy and remedial education programmes, community service centre offerings, micro-finance and self-employment programmes and capacity building for NGO partner.

**RECOMMENDATION 5:** It is recommended that consideration be given by the PBF and/or the project partners to funding the development of a motivation and recreation strategy that would complement educational, employment, entrepreneurship and peace-building initiatives of the project partners.

**RECOMMENDATION 6:** It is recommended that measures to efficiently and effectively engage with older relatives of young trainees and community elders, be devised, so as to address

cultural issues inhibiting employability of Palestine refugees and to recruit these major influencers on young people as persuaders against radicalisation or participation in violence.

**RECOMMENDATION 7:** It is recommended that the PBF and/or the project partners investigate options for providing safe and culturally acceptable internet access to females for use in education and in accessing employment services.

**RECOMMENDATION 8:** As access to the internet via mobile phones and public access WiFi will definitely become more pervasive even in marginalized and disadvantaged communities such as the Palestine refugees in Lebanon, it is recommended that project partners plan for this reality and how they might utilise the internet, social media and mobile communications applications in the future to improve and/or expand the educational and employment services they offer to young Palestine refugees in the future.

**RECOMMENDATION 9:** It is recommended that UNRWA and UNICEF engage with partner NGOs to devise strategies for reducing the turnover of teaching and counselling staff, and for mitigating the effects of staff movements on beneficiaries of training, counselling and other support programmes.

**RECOMMENDATION 10:** It is recommended that under the aegis of the ESC initiatives to engage with employers, that consideration be given to offering HRM training to employers of Palestine refugees, with the objective of encouraging better employment practices and consequently reducing tension.

**RECOMMENDATION 11:** To reduce the attraction of radical groups to vulnerable young people it is highly recommended that urgent attention be given to:

- (a) establishing recreational programmes to encourage and motivate young people, but also to allow them an opportunity to de-stress and relax, while diverting their energy and attention from negative activities; and
- (b) establishing Study Hall facilities at VTCs and/or in NGO premises in camps where young people can self-study, do homework or use the internet for educational purposes in a safe and supervised environment that is compatible with learning.

**RECOMMENDATION 12:** It is recommended that the project partners cooperate to critically analyse the results of the Labour Force Survey to develop advocacy materials that support PBF goals in general and project objectives in particular.

**RECOMMENDATION 13:** Personnel who are implementing project activities and those who will have responsibility for sustaining project activities after the end of the project, should receive an appropriate, customised briefing on PBF priorities, objectives and goals.

#### **OUTCOME 1.1 RECOMMENDATIONS**

**RECOMMENDATION 14:** It is recommended that mainstreaming of motivational initiatives within the UNRWA system be progressed urgently so as to tackle problems with low morale among the students, and encourage participation and attendance rates.

**RECOMMENDATION 15:** It is highly recommended that donor funding be sought for graduation packs comprising a set of tools/work equipment and appropriate work clothing for each job type taught so as to improve attractiveness to employers of Palestine refugee graduates and also as an incentive to Palestine refugee students to continue their studies.

**RECOMMENDATION 16:** It is further recommended that a series of monthly visits and talks by employers or experienced professionals in the discipline being taught, be organised each year in order to give students a real world perspective of the industry they are training for and the workplace they will enter. This may necessitate providing incentives for employers and professionals to participate.

**RECOMMENDATION 17:** Where possible all teachers should be assisted to develop case studies and design project/homework assignments that are more relevant to the likely circumstances in which students will apply the knowledge and training they are receiving, so as to reinforce learning and improve their ability to apply their education and training when they enter the workplace.

**RECOMMENDATION 18:** In order to improve the employability of VTC graduates and trainees, it is recommended that UNRWA continue to acquire or develop a suite of certifiable Computer Based Training Modules to supplement all courses offered with training on personal skills, soft-skills, time-management skills, office and computing skills.

**RECOMMENDATION 19:** The feasibility of provision of English/French language supplementary training for trainees via CBT (arguably the most effective language training method) to complement or supplement existing teaching should be investigated.

**RECOMMENDATION 20:** If UNRWA is to outsource training to NGOs then sustainable, cooperative mechanisms to update workshops, train teachers and improve courses with project partners are essential.

**RECOMMENDATION 21:** It is recommended that teachers be provided with a contract for at least the length of time to deliver a course to one group of students so as to minimise the potential for disruption in the middle of the training cycle.

**RECOMMENDATION 22:** It is recommended that UNRWA HQ conduct exit interviews with departing Daily Paid teaching staff, to provide a basic protection for teachers in a vulnerable situation and also to ensure a smooth handover to replacement teachers.

**RECOMMENDATION 23:** It is recommended that in the context of the Daily Payment system, that UNRWA give consideration to the establishment of a formal Continuing Professional Development programme comprising certified online, self-study and taught courses, that would assist all UNRWA teachers to upgrade their skills and reward them with validation of their efforts and certification as applicable.

**RECOMMENDATION 24:** It is recommended that consideration be given to organising the VTC teaching system on a department/faculty basis lead by teachers on permanent contracts,

who would assume responsibility for maintaining, standards, developing curriculums and capturing the knowledge and experience of teachers who are employed on a more irregular basis.

**RECOMMENDATION 25:** It is recommended that consideration be given to developing an internship program at UNRWA and other UN agencies in Lebanon for semi-professional graduates and trade skills trainees that would offer the opportunity to get certifiable experience, while providing UNRWA with some additional resources at a relatively low cost.

**RECOMMENDATION 26:** In particular it is recommended that an internship program be developed at STC/NTC for graduates to develop training skills and training practice, as well as helping to provide tutoring and mentoring services to students and trainees.

**RECOMMENDATION 27:** It is recommended that donor funding be sought for a scholarship program that would assist VTC graduates get Industry Standard Qualifications typically provided by international equipment manufacturers (such as Cisco Training Certificates for IT graduates) that would improve the employability of Palestine refugees in Lebanon.

**RECOMMENDATION 28:** In the context of the chronic electricity shortages and the shortage of library books, it is recommended that consideration be given to the purchase of e-Book (back lit) Readers (such as the Amazon Kindle) that could be lent to students either for the length of their studies or on a timeshare basis as appropriate.

**RECOMMENDATION 29:** It is recommended that consideration be given to establishing Study Hall facilities at VTCs and/or in NGO premises in camps where young people can self-study, do homework or use the internet for educational purposes in a safe and supervised environment that is compatible with learning.

**RECOMMENDATION 30:** It is recommended that consideration be given to operating NTC and STC on a dual shift basis, which would improve student throughput and improved the efficiency of utilisation of these facilities.

**RECOMMENDATION 31:** It is recommended that NTC and STC be respectively rebranded as Siblin Training College – North Campus and Siblin Training College – South Campus in order to confer the benefit of the good reputation of STC on all graduates of the UNRWA VTC system.

## **OUTCOME 1.2 RECOMMENDATIONS**

**RECOMMENDATION 32:** In the context of equipping teachers to cope with the rapidly changed nature of education and training it is recommended that up-skilling courses provided to teachers include - addressing multiple intelligence types (e.g. Logical-mathematical, spatial, linguistic, Interpersonal etc.), the use of multiple teaching formats, - and multiple assessment techniques.

**RECOMMENDATION 33:** It is recommended that UNRWA STC/NTC should consider more active guidance of NGO training providers in harmonising course designs and formats across

different NGOs training facilities, and possibly assuming a role as a certifying authority for such courses.

### **OUTCOME 1.3 RECOMMENDATIONS**

**RECOMMENDATION 34:** It is recommended that as a matter of urgency that UNRWA and UNICEF cooperate to identify literacy training courses formats, curriculums and training materials already in use in other Arabic speaking countries, so that a rapid solution to improving the training provided under this component can be effected.

**RECOMMENDATION 35:** It is recommended that in the context of the inadequate teaching facilities prevalent in the Community Service Centres and the obvious attractiveness of computer based solutions to the beneficiaries, that UNICEF seek to identify computer based solutions used in other countries for possible re-use in Lebanon. (Seeking cooperation with the UNESCO funded project in Lebanon - Adult Literacy Using Information Technology (ALIT) would seem appropriate.)

**RECOMMENDATION 36:** It is recommended that more robust oversight and technical support mechanisms to be employed by UNICEF to minimise staff turnover at partner NGOs.

### **OUTCOME 2.1 RECOMMENDATIONS**

**Recommendation 37:** It is recommended that ESCs aim to further automate the registration and profile maintenance functionality, so as allow jobseekers to pre-input (via the internet or at self-service PCs at the ESC premises and UNRWA VTCs) registration data themselves prior to meeting with the Registration Officer and to subsequently update their profile themselves as their circumstances change.

**RECOMMENDATION 38:** It is recommended that the registration process should result in Jobseekers being provided with a Registration pack comprising:

- (a) A copy of their registration form for their reference;
- (b) A basic CV comprising information collected during the Registration Process which could be used as the basis for the job-seeker developing and improving their CV under the guidance of the ESC counsellor; and
- (c) Printed guidance material on searching for jobs, interview skills, negotiating wages, employers and employees' rights and duties, how to assess one's skills, abilities, and knowledge, how to plan for one's career etc.

**RECOMMENDATION 39:** It is recommended that the ESCs adopt the use of SMS and social media tools such as Twitter in order to more efficiently contact jobseekers regarding job opportunities and training place referrals.

**RECOMMENDATION 40:** It is recommended that when the new database is deployed that the Employment Unit staff at LFO take over the task of creating and generating management reports so as to free up centre staff from providing personal support services to jobseekers.

**RECOMMENDATION 41:** It is recommended that performance metrics be re-focussed to include qualitative measures such as:

- (a) Placements as a result of ESC referral, and what level of quality jobs are placed; and
- (b) Placements in jobs associated with education or training.

**RECOMMENDATION 42:** It is recommended that a strategy for ESCs liaising with larger enterprises should be developed, possibly involving a single ESC located at UNRWA LFO interfacing with larger Lebanese enterprises and foreign companies, with local ESCs dealing with SMEs.

**RECOMMENDATION 43:** It is further recommended UNRWA, UNICEF and ILO cooperate during the remaining lifetime of this project to advocate that all UN agencies in Lebanon use their privileged access to the business community in Lebanon and in particular the branches of international companies in Lebanon, to open new avenue of quality job opportunities for Palestine refugees.

**RECOMMENDATION 44:** It is also recommended that UNRWA, UNICEF and ILO cooperate during the remaining lifetime of this project to advocate that all UN agencies in Lebanon actively encourage employment of Palestine refugees to social contacts, suppliers & contractors.

**RECOMMENDATION 45:** It is recommended that the ESCs develop a process so that all VTC and NGO students and trainees are registered with the ESCs before they complete their education or training.

**RECOMMENDATION 46:** It is recommended that an internship programme be established at the ESCs so as to allow suitably qualified VTC graduates get work experience and provide additional resources to the ESCs.

## **OUTCOME 2.2 RECOMMENDATIONS**

**RECOMMENDATION 47:** It is recommended that training should be mandatory before drawdown of microfinance loans.

**RECOMMENDATION 48:** It is further recommended that the design of all training activities and assignments should be focused on micro-business ideas of trainees, so as to reinforce the impact of the training, and should re-use free online training material where possible to supplement training.

**RECOMMENDATION 49:** It is recommended that UNRWA and UNICEF proactively identify viable social-entrepreneurship opportunities and match with high capacity individuals (university/VTC/short skills training graduates etc. and jobseekers) interested in starting own businesses and back up with intensive coaching.

## **OUTCOME 2.3 RECOMMENDATIONS**

**RECOMMENDATION 50:** Enhanced oversight of the operation of the revolving funds is recommended, so as to ensure that the funds are operated in an appropriately transparent and accountable manner to include:

- (a) vesting the revolving microfinance fund in a more transparently independent grouping which would include the existing local partner but also other stakeholders;
- (b) The operation of accounts linked to these funds should follow the norms prevalent in clubs and societies everywhere:
  - Multiple signatories on bank accounts
  - Simple prudent accounting measures
  - Regular independent audit of finances
- (c) For transparency and personal security reasons, large amounts of cash belonging to the fund should not be held by individual personnel (appears to be current practice, according to interviewed personnel).
- (d) The loans provided should be contingent on potential loan beneficiaries completing the training.
- (e) The training provided should address beneficiary needs at both a group level and at an individual level.

**RECOMMENDATION 51:** The donors to the fund should ensure that the interest rate charged is only that required to cover losses (from bad loans) and legitimate expenses.

### **OUTCOME 3.1 RECOMMENDATIONS**

**RECOMMENDATION 52:** It is recommended that in future PBF projects, where components are part-funded or jointly funded with other Donors that in the interests of transparency and accountability there should be an agreement between the Donors as to the demarcation between those components funded by the PBF and the other Donors.

**RECOMMENDATION 53:** It is recommended that ILO provide to the Final Evaluator a summary of the mechanisms employed to respond to data problems or flaws established (re-interviewing, dealing with non-response and sampling errors, etc.)

**RECOMMENDATION 54:** If it is possible and permitted to conduct future surveys it would be useful if more detailed questions were included that would complement the UNRWA and UNICEF components of this project including:

- (a) Questions probing the link between educational attainment and the type of education and employment taken, so as to better establish to what extent education influences employment chances and choices.
- (b) Questions regarding the dynamics of the labour market for Palestine refugees such as:



- Questions which highlight more explicitly why employees leave jobs; and
- Questions which better indicate the employers' treatment of employees in the workplace.

### **OUTCOME 3.2 RECOMMENDATIONS**

**Recommendation 55:** It is recommended that consideration be given by ILO and/or the UNRWA Donor Relations Unit (DRU) to establishing a register of all previous and currently active UN and donor funded projects for Palestine refugee beneficiaries, and a library of deliverables produced by these projects for use by UNRWA, UNICEF, ILO and NGO personnel in designing future developmental interventions, research or policy development.

**RECOMMENDATION 56:** It is recommended that as a matter of urgency that a liaison meeting be held with relevant UNRWA staff to maximise the utility of the Labour market Analysis to operational UNRWA staff and also to allow UNRWA staff provide input to the Labour market Analysis process.

### **POSSIBLE AREAS FOR FURTHER INVESTIGATION**

**RECOMMENDATION 57:** To complement the Labour Force Survey and the Labour Market Analysis in the South, it is recommended that consideration be given by ILO to the conduct of an analysis of the Palestinian camp economy,

- (a) to develop information on the contribution of the Palestine refugees to the Lebanese economy for advocacy purposes; and
- (b) to identify what portion of the Palestine refugee economy in Lebanon is spent on goods and services provided by Palestine refugees, so as to get a better understanding of the opportunities for increasing the share of the camp economy held by Palestine refugees and so identifying possible job/entrepreneurial opportunities.

**RECOMMENDATION 58:** It is recommended that this work be supplemented by studies which:

- (a) Identify the contribution to the Lebanese economy of the Palestine refugee community through their contribution to Lebanese GDP, the donor funds that are attracted by their presence and the economic impact of international agency staff and foreign contracted personnel who work with the Palestine refugees on the Lebanese hospitality, travel and retail sectors; and
- (b) Identify the opportunity cost to the Lebanese economy of failing to capitalise on the economic potential of the Palestine refugees Community.

**RECOMMENDATION 59:** It is recommended that UNRWA consider the possibility of develop a system for validating and certifying all forms of learning including formal, non-formal and informal learning, so as to improve the employability of Palestine refugees many of whom have been forced to drop-out from education or training.

**RECOMMENDATION 60:** So as to facilitate Life-Long Learning (LLL) and cater for the needs of Palestine refugees, many of whom had interrupted education and training histories, it is recommended that UNRWA consider developing a credit based Qualifications Framework, which will allow individuals to get credit for and combine all prior learning so as to provide them with qualifications.

## 1. INTRODUCTION

### 1.1 SITUATIONAL ANALYSIS

Lebanon is one of the most politically complex and divided countries in the Middle East, with its political context strongly linked to the Israel-Palestine conflict.

Conflict and violence in Lebanon have periodically devastated the country and Palestine refugees have often been caught up in these broader local and regional dynamics.

Decades of strife contributed to a substantial deterioration in Lebanese-Palestinian relations. Many Lebanese still blame today the Palestinians for allegedly having sparked the civil war in 1975. The Sabra and Shatila massacre (1982) as well as the “war of the camps” (1985-1987) are grim examples of this tumultuous history between Lebanon and the Palestine refugee communities.

Concurrently there is a wide consensus across the Lebanese political spectrum of the need to avoid “*Tawteen*”, i.e. permanent resettlement of Palestinians in Lebanon.

The Lebanese government’s policy towards the Palestine refugee population remains very sensitive. Considered as foreigners despite many having been born in Lebanon, Palestine refugees have for decades been deprived of their socio-economic, civil and basic human rights.

Despite the recent amendments to the Labour Law and Social security Law (approved by the Parliament on 17 August 2010), Palestinians are still barred from owning property or practicing in more than thirty professions and/or unionised occupations, among which are all liberal professions.

Only 37%<sup>17</sup> of the working age population is employed and those with a job are often in precarious employment.

The 2010 UNRWA / American University of Beirut (AUB) Socio-Economic survey shows that two thirds of Palestine refugees are below the poverty line, which is twice as much as the Lebanese population.

While Lebanon has moved along a path of economic recovery since the end of the civil war, the situation in the Palestine refugee camps has been one of the cumulative decline. This, together with the continued presence of arms in the camps has left them exposed to increasing risks of instability.

Palestine refugee youth in particular are often left with little prospect for a better future. They feel frustrated, disillusioned and often see little purpose in continuing their education in the absence of opportunities to work afterwards. This triggers further tensions and constitutes fertile ground for political mobilization.

As mentioned in a recent report issued by the International Crisis Group, Palestine refugees represent a ‘Time Bomb’: “*Lebanese do not want them to be assimilated in their country;*

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<sup>17</sup>Chaaban, J., Ghattas, H., Habib, R., Hanafi, S., Sahyoun, N., Salti, N., Seyfert, K., Naamani, N. (2010), “Socio-Economic Survey of Palestinian Refugees in Lebanon”, Report published by the American University of Beirut (AUB) and UNRWA

*Israel will not allow them to return; they are well-armed, socially marginalized and economically disenfranchised; and they could well be mobilized by opponents of an eventual peace deal to undermine it”.*<sup>18</sup>

The Palestinian question in Lebanon is therefore not simply a pressing humanitarian concern, but also has important security implications<sup>19</sup>.

The jobless or underemployed, especially the youth<sup>20</sup>, are easy to recruit as the perpetrators of renewed violence. For that reason, addressing Palestinian youth unemployment is considered as an urgent priority, both in the field of peace-building and in efforts to foster economic development.

Youth represents the majority of the Palestine refugee population. According to the UNRWA / AUB survey, half of the Palestine refugee population in Lebanon is younger than 25 year-old and 22 % of refugees belong to the 15-24<sup>21</sup> age category (48% female, 52% male).

It is often argued that a high proportion of young people in the total population – referred to as a ‘Youth Bulge’ - leads to increasing insecurity and makes fragile states such as Lebanon especially prone to conflict<sup>22</sup>.

The threshold for youth bulges is generally set at 20% of young people in the overall population. When a fragile state is already overwhelmed by social, economic, environmental and policy strains - as Lebanon currently is - the chances for degeneration into conflict and civil unrest are even greater<sup>23</sup>.

In a context of deprivation and lack of social and economic equity, it is thus identified that when there are high proportions of youth in the population, young people may become a source of instability.

If young people are left with no alternatives but unemployment and poverty, intuitively they are increasingly likely to join an armed group as an alternative way of generating income.

In Lebanon, joining organizations or movements involved in violence remains an attractive option for many youth whose education and employment prospects are discouraged by many restrictions. Palestine refugee youth are clearly at risk of political enrolment. A 2009 assessment on protection<sup>24</sup> issued by the Danish Refugee Council shows that some of the

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18 “Nurturing instability: Lebanon’s Palestinian refugee camps”, Middle East Report N° 84 - 19 February 2009, International Crisis Group

19 “Building a better relationship”, Rex Brynen, McGill University, prepared for the International Development Research Centre, 15 June 2009

20 The UN’s definition of youth, which refers to persons between the ages of 15 and 24 years old, will be adopted in this proposal; it represents the transition age from childhood to adulthood. Their independence is materialized financially by their access to the labor market and their ability to produce wealth, generate income and assets. Socially, youth is also a period when women and men develop their personality outside their families.

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22 Samuel Huntington, quoted in “Youth and Violent Conflicts”, UNDP, Bureau for Conflict Prevention and Recovery, 2006

23 Hendrixson, Anne, 2003, The Youth bulge.

24 “Community Perspectives on Protection”, Danish Refugee Council, October 2009

youth from Ain el-Hilweh camp, particularly those who are not employed, reported being approached by armed factions, encouraging them to join their ranks in return for privileges and a monthly salary.

Young Palestinians are widely affected by joblessness and underemployment, with large proportions of those aged between 15 to 24<sup>25</sup>, being jobless or under-employed.

They frequently exhibit lack of faith in the future, and often do not see the value of enrolling in education, manifest in the following educational attendance statistics:

- 8% of those between 7 and 15 years old were not at school in 2010,
- 50% of those between 16 and 18 were not enrolled in secondary school.

Given the restrictions on access to work, they are often at risk of becoming trapped in dangerous, insecure and low paying activities in the informal economy, rendering them even more vulnerable to joining conflicts and violent radicalization.

Literature shows that youth facing deprivation, poverty and frustration resort to violence in the presence of factors such as the availability of weapons, extremist ideology, leadership factors, and trigger events.

Also, while high enrolment rates at all levels of education are expected to be associated with a reduced risk of conflict<sup>26</sup>, strong correlation exists between lack of schooling and low alternative income opportunities as important reasons for joining an armed group<sup>27</sup>.

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25 Figures for other age groups are 49,24% (25-34); 53,84% (25-34); 53,84% (35-44): 49,02% (45-54);46,39% (55-56), in Chaaban, J (opus cit).

26Urdal, Henrik, A clash of Generation? Youth Bulges and Political Violence, Centre for the Study of civil war, The International Peace Research Institute, Oslo, 2006.) page 612.

<sup>27</sup>Brett Rachel, and Irma Specht, 2004, Young soldiers: Why they choose to fight, Boulder: Lynne Rienner; in Urdal, Henrik, A clash of Generation? Youth Bulges and Political Violence, Centre for the Study of civil war, The International Peace Research Institute, Oslo, 2006, p. 610).

## **1.2 THE PEACE BUILDING FUND**

### **GENERAL**

The PBF, a Multi Partner Trust Fund (MPTF) of the Secretary-General (SG), is a flexible peace-building tool that supports the UN's broader peace-building objectives in countries at risk of relapsing into conflict. It is intended to be a catalytic fund driven by existing planning, coordination and monitoring mechanisms to support the peace-building strategies of in-country UN leadership.

The PBF relies on the analytical, programming and implementation capacities of UN Departments, Funds, Programmes and Specialized Agencies to deliver peace-building results within their mandates. The PBF thus operates within a much broader UN peace-building effort.

The scope of the Fund, as set out in its ToR, covers 4 key areas of intervention:

1. Activities designed to respond to imminent threats to the peace process, support for the implementation of peace agreements and political dialogue;
2. Activities undertaken to build and/or strengthen national capacities to promote coexistence and peaceful resolution of conflict and to carry out peace-building activities;
3. Activities undertaken in support of efforts to revitalise the economy and generate immediate peace dividends for the population at large;
4. Establishment or re-establishment of essential administrative services and related human and technical capacities

The PBF's ToR has recently been revised to include emphasis on the following:-

- Expanded funding criteria to include initiatives that stimulate the economy and deliver real peace dividends;
- An opportunity for NGOs to receive funding through partnerships with a recipient UN organization;
- Improved synergy between the Peace-Building Commission (PBC) and the PBF through greater alignment of planning processes;
- A push to diversify funding among UN partners;
- Documentation of lessons learned to enable the UN and its partners to improve future performance.

The two funding windows of the PBF are:

1. The Peace-building and Recovery Facility (PRF) which is driven by national ownership and stakeholder engagement in the management of PBF resources at the country level;
2. The Immediate Response Facility (IRF) which provides rapid funding for immediate peace-building and recovery needs.

### **PRF**

The PRF is a programme-based funding mechanism typically applied within five years of the end of conflict to engage national partners and support:

- (a) addressing countries at significant risk of (re)lapsing into conflict;
- (b) priorities within existing planning frameworks that explicitly incorporate peace-building goals; and
- (c) full and effective partnership between UN and national authorities to identify peace-building priorities and oversee PBF resources.

The PRF is driven by UN / Government engagement and partnership with key stakeholders.

The projects approved under the PRF are of medium duration within a 24 - 36 month priority plan.

## **IRF**

The IRF is the project-based financing mechanism of the PBF that was created to address critical peace-building needs in the immediate aftermath of conflict or as a result of a dramatic change in the country situation.

IRF funding is typically part of a larger package of UN support in such situations, and is based on a strategic framework plan that serves as the basis for the broader UN intervention.

Allocations from the fund are needs based, relying on existing strategic frameworks, underpinned by a conflict analysis, that explicitly address peace-building goals.

All PBF financing is disbursed through the Fund's Administrative Agent (the MPTF Office) to Recipient UN Organizations which work with a national or locally-based implementing partner to implement approved projects.

Project implementation is guided by the rules, regulations, and policies of the Recipient UN Organizations.

Countries eligible for funding from the IRF include those emerging from conflict or at risk of relapsing into conflict, as well as those that are on the agenda of the PBC.

Assuming country eligibility is obtained, PBSO reviews the submission against the following criteria at both the project and portfolio level including:

- (a) Critical Gap: The proposal must identify the funding gap it will fill (and/or activities that others cannot fund), and describe the strategic framework from which it is derived, including the process that led to the broader framework and its current implementation status);

- (b) Strategic: Projects must be of direct and immediate relevance to peace-building and clearly link up to the PBF Priorities and Outcomes (see PBF Results Framework);
- (c) Catalytic Impact: The project must demonstrate its potential catalytic effect on the engagement of other stakeholders in the peace-building process. In addition, it must identify how its achievements will be sustained or built upon once the project is completed. The project must include a plan for securing financial commitments for the next phase of activities and/or an exit strategy;
- (d) Capacity: The Recipient UN Organizations and implementing partners must have a demonstrated capacity to implement the projects in the timeframe proposed (eg. based on past delivery rates). Where capacity is lacking, the proposal must describe the measures that will be taken to redress this gap;
- (e) Monitoring & Evaluation: Each project must identify key indicators against which its achievements toward the PBF Priority Areas/Outcomes may be measured. Where such data is lacking, the proposal must describe the measures that will be taken to redress this gap.
- (f) Risk: The proposal must include a summary analysis of the risks affecting the implementation of the larger action plan, as well as the projects included in the submission.
- (g) Technical Feasibility: The project(s) must be technically sound, with project outcomes that are feasible given the project budget and duration.

The reporting requirement for the IRF is in the form of quarterly project brief updates, with full annual reporting at project level.

The responsibility for achieving project results rests with the Recipient UN Organization. Accordingly solid results-based Monitoring and Evaluation (M&E) and reporting is a key requirement of the PBF's mandate.

The responsibility for monitoring and reporting at project level rests with the Recipient UN Organizations.

The Recipient UN Organisations have fiduciary accountability for PBF funds disbursed to them. Accordingly they are accountable for project implementation and achievement of results (based on respective financial regulations, rules and procedures) and are responsible for notifying the PBF JSC and the MPTF Office of any allegation of misuse of funds in relation to the implementation of activities (incl. corrupt, fraudulent, collusive or coercive practices).

Each Recipient UN Organization will use the funds disbursed to it by the Administrative Agent from the PBF Account to carry out the activities for which it is responsible as set out in the approved programmatic document, as well as for its indirect costs.



Where a Recipient UN Organization wishes to carry out its programmatic activities through or in collaboration with a third party, it will be responsible for discharging all commitments and obligations with such third parties.

Monitoring and evaluation of programmatic activities will be undertaken by the respective Recipient UN Organizations in accordance with the provisions contained in the approved programmatic documents, which are to be consistent with the respective regulations, rules and procedures of the Recipient UN Organizations.

Each Recipient UN Organization will take appropriate measures to publicize the PBF and to give due credit to the other Recipient UN Organizations.

### **1.3 THE PROJECT**

#### **GENERAL**

The project *'Empowerment of Youth at Risk Through Job Creation in Areas of Tensions, Lebanon'* was approved in November 2011 with a total budget of USD 2,002,719, distributed among 3 UN Recipient Organisations – UNRWA (lead partner), UNICEF and ILO.

This project falls under the PBF Priority 3 *'Activities undertaken in support of efforts to revitalise the economy and realise immediate peace dividends'*, which supports employment schemes and economic growth initiatives that would provide a 'Peace Dividend' which deters the population from engaging in conflict.

In particular it is specifically targeted at IRF Outcome (13): *'Youth empowerment and job creation programmes incorporated in government ministries to overcome persistent and pervasive unemployment that pose an ominous threat to the stability of post-conflict societies.'* This peace-building intervention therefore targets the Palestine refugee youth between 15 and 24 affected by joblessness, underemployment and low education levels.

The project also is compatible with the (PBF) Priority Plan's Priority 2 targeting *'Areas of Tension'*. In this regard the Palestine refugee camps in Lebanon have been identified as areas suffering chronic instability with a high potential of further deterioration. This project thus targets Palestine refugee youth that are living in areas of tension in Lebanon, where they are at risk of exploitation by militant and radicalised groupings.

Through the PBF (IRF) and by funding high impact project initiatives which would stabilise their socio-economic environment, the partner recipient UN Organisations are aiming to maintain vulnerable Palestinian youth away from violent paths by providing them with life planning opportunities that will keep them occupied and contribute to fulfilling their basic rights.

This project is part of the USD 3 million overall PBF plan for Lebanon which was approved by the Government of Lebanon. The budget for this project is 2,002,719 USD. The implementation of the project as a whole is undertaken in coordination with a Lebanese national partner, the Lebanese Palestinian Dialogue Committee (LPDC). In this regard, the project is also under the supervision of the JSC composed of the UNRC and the (Lebanese) Prime Minister's office.

#### **PROJECT OBJECTIVES**

The primary objective of the UNRWA, ILO and UNICEF cooperation on Palestine refugee employment is to mitigate the risk of violent conflict through promotion of socio-economic development and peace building.

The project also aims to promote both dialogue and improved interactions between Palestine refugees and the Lebanese community.

By encouraging the transition from joblessness to long-term employment, the project aims to equip Palestine refugees to gain decent livelihoods and become self-reliant.

The project thus encompasses a dual peace building dynamic:

1. within the Palestine refugee community living in the camps; and
2. between the Palestine refugee camps and the host economy.

The first components of this project aim at empowering youth through the provision of skills training and a comprehensive job creation programme.

Through the socio-economic inclusion of Palestine refugees, it is hoped that the tensions between the Lebanese and the Palestinian communities will be reduced and the mutual grievance reduced.

To this end conflict management will be included in the training curriculum and vocational training centres should include in their curricula the study of human rights.

The third and fourth components are more policy-oriented, aimed at improving information on the Lebanese labour market, and assessing the policy options for providing social protection to Palestinians in Lebanon<sup>28</sup>.

Specific outcomes desired of this project include:

- |            |  |
|------------|--|
| Outcome 1: | Improved employability of Palestine refugees;  |
| Outcome 2: | Increased access to job and self-employment opportunities;   |
| Outcome 3: | Information gap on the labour market supply and demand concerning Palestine refugees in Lebanon addressed; and |
| Outcome 4: | Cost and feasibility of providing social protection to Palestinians in Lebanon is assessed.                    |

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<sup>28</sup> The 17 of August 2010, the Lebanese parliament approved several amendments related to the labour and social security laws. It presents several positive outcomes, notably the lifting of the reciprocity injunction and the legislative removal of obstacles for registered Palestinian refugees to obtain work permits. Equally importantly, registered refugees will be able to receive end of service benefits through the Lebanese Social Security fund to which employers are contributing on their behalf.

In Palestine refugee camps, it is hoped that generating employment for Palestine refugees would enable the creation of enhanced life-chances, thereby alleviating the negative effects of marginalization.

Similarly, it is identified that employment can reduce social unrest among marginalized groups, which prepares the ground for peace consolidation. Accordingly the project will target those youth which are most exposed to the risk of violence or radicalization.

To this end, UNRWA and UNICEF under the auspices of this project are involved in providing:

- vocational training,
- the establishment of a youth empowerment and job creation programme,
- and providing micro-credit facilities as a means of enhancing the employability and life-chances of project beneficiaries.

Priority for improved employability is being given to vulnerable youth, specifically:

- who are not enrolled in any education system,
- who lack basic literacy skills,
- who dropped out from schools without any degree, certificate or chance to access vocational training centre,
- and who are working in the informal sector without protection.

It is intended that by enrolment of such young people in short-term vocational skill trainings, apprenticeships and on-the-job training schemes will increase their chance to access the Labour market.

Likewise, relatively well educated Palestinian youths who have a Vocational Training diploma, obtained their Baccalaureate, or graduated from Universities will benefit from placement services offered by Employment Services Centres (ESCs) and also from self-employment pilot programmes.

It is further hoped that referral of Palestinian job seekers to training in Lebanese training courses and placement in employment with Lebanese employers, will prove a useful vehicle for building trust between the Lebanese and Palestinian communities.

To this end Palestinian youth are being placed in apprenticeships in Lebanese companies. They are being coached and trained by their Lebanese employers and are in contact with Lebanese colleagues.

Similarly, the Employment Services Centres (ESCs) managed by UNRWA are not exclusively aimed at Palestinians, but it is hoped will also be used by Lebanese people living in interface and neighbouring communities, who can learn about available vacancies and be referred to employment through the centres.

In the Palestine refugee community there is an unequal decision-making power between women and men. Besides culturally bound gender discriminations, Palestinian women's

lack of control over financial resources affects their participation in decision making in the household.

Accordingly although young men who are more likely to become violence perpetrators are the primary focus of this project, the participation of women and girls is encouraged in a number of ways:

- it is intended that 30% of job seekers benefiting from ESC's services will be women;
- the apprenticeship intervention has a target of 20% female participation; and
- the pilot programmes on self-employment and access to micro-credit will also target women "Home Workers."

These interventions are thus intended to provide opportunities for women to access meaningful jobs opportunities.

Successful placements in the labour market of women and girls will generate income, which hopefully will result in a positive spill-over effect of changing the perception in the Palestinian community of women as economic agents. This it is hoped will position women to become more influential within the community, with a potential to lead by example and affect the decisions of the household and of the youth within the family. This economic empowerment is intended to have a direct impact on 'Practical gender needs' and a side effect on 'Strategic gender needs' (i.e. on gender division of labour and power relations at household level).

Another intended product of the project is the improved access to information for both women and men on their rights with regards to the labor market, which will also empower women (increased access to information on legal rights.)

In parallel with active initiatives to improve the employability of Palestine refugee youth, the ILO Regional Office for Arab States is seeking to assist through working towards the collection and analysis of data on the Palestinian labour force and improvement of information on the demand-side of the Lebanese labour market.

Thus the project as planned, favours an increased interaction between the two communities, enabling them to identify common grounds and understand each other's perspectives. Ultimately, it is hoped that in this way that the project will contribute to reducing the existing animosity between the two communities.

## **TARGET AREAS**

The potential for tension spilling into and out of the camps is rising, posing a risk to the stability and security of Lebanon but also to the Middle-East region as a whole.

With the high prevalence of poverty in Palestine refugee camps in North and South Lebanon, and the frustration caused by the restrictions imposed on Palestinians, Lebanon can be considered as highly vulnerable to a relapse of conflict, involving the Palestine refugee community.

The IRF interventions are thus being implemented in two particularly vulnerable “areas of tension”:

1. South Lebanon Area (SLA)
2. North Lebanon Area (NLA)

SLA is particularly at risk of instability, given its proximity to Israel/Palestine and that these areas contain a very high proportion of extremely poor refugees. In addition, Saida and Tyre contain 59% of youth aged between 15 and 24.

The security situation in Ain el-Hilweh camp in Saida, (which is the most populated camp in Lebanon), or Burj Shemali in the South, has become particularly volatile, as shown by the high recurrence of security incidents in those camps. Ain el-Hilweh is also known for sheltering some radical groups that have a violent and military conception of Islam, and which are actively recruiting among the youth.

NLA is also considered as a sensitive area, enclosing 10152 beneficiaries. Following the conflict between the radical group Fatah al-Islam, and the Lebanese Armed Forces (LAF) in 2007 - which was the most serious case of internal fighting in Lebanon since the end of the Civil War in 1990 - the Nahr el-Bared Camp (NBC) was completely destroyed. The resultant displacement of over 26,000 Palestine refugees from the camp and its adjacent areas created a humanitarian crisis, the effect of which are still being felt today.

The displaced and returning families to NBC adjacent areas have lost everything they have built and worked for over the last 60 years – their homes, personal and household belongings and means of livelihood. The surge of refugees to the surrounding areas of the camp resulted in homelessness and overcrowded temporary living conditions.

The socio-economic impact of the crisis has been overwhelmingly negative. Unemployment immediately following the crisis rose amongst males from 25% to 79% and females 45% to 79% (ILO / UNRWA, 2007).

The persistence of access restrictions from the LAF has significantly hampered the recovery of the camp.

#### **CRITICAL GAPS ADDRESSED BY THE PROJECT AND ITS INTENDED CATALYTIC EFFECTS**

##### **ADDRESS NEED TO STIMULATE PALESTINIAN REFUGEE EMPLOYMENT LEVELS**

Globally it is intended that this initiative on stimulating Palestine refugee employment will enable UNRWA, UNICEF and the ILO to empower and complement their interventions in this domain as well as to promote conflict resolution between the Palestinian and the Lebanese communities.

##### **ENCOURAGE SELF-EMPLOYMENT**

UNRWA has identified a need to support those among the Palestine refugee population who want to become self-employed. This component of the UNRWA employment framework has not received any funding yet. It needs to be reviewed to improve its effectiveness and targeting. This project supports UNRWA in piloting the reform, by implementing a market-based system strategy for the support of self-employment. It is intended that self employment interventions will enable the creation of livelihood opportunities and thus decreased risk of joining violent organizations, which also contribute to peace consolidation.

#### ADDRESS GEOGRAPHIC FUNDING GAP

Conflict prevention and peace-building in NLA in the form of a Millennium Development Goal, three-year joint programme involving UNRWA, the ILO, UNDP, UNFPA, UNICEF and UNESCO, started in 2009.

This programme aims at mitigating the risk of relapse into violent conflict through the promotion of socio-economic development and peace building in sensitive communities in the North.

Under this programme, UNRWA has provided dialogue-based training for the popular committees - the representative body for all camp inhabitants –but UNRWA has not carried out any specific employment interventions to promote conflict resolution dialogue between the Palestinian and Lebanese communities.

Consequently, it is intended that this project would address this gap in the North of Lebanon by connecting Palestinian youth at risk more closely with Lebanese employers through the job creation programme.

In parallel, UNRWA has been able to secure funds from the Swiss Development Cooperation (SDC) for a two-year employment project in the South of Lebanon.

#### ADDRESS AGE GAP

At present no specific interventions address the needs of the 15-24 year-olds which is an age group at risk of political enrolment and mobilization<sup>29</sup>.

While UNRWA funds its two vocational training centres in Lebanon, the agency is unable to provide further funding for those individuals who do not have the required skills to enter its vocational training centres.

Additionally, given the financial difficulties faced by UNRWA, it has become increasingly problematic for UNRWA to improve the quality of teaching methodology, or to upgrade the centre's equipment.

This impacts negatively on the capacity of UNRWA to improve the employability of the Palestine youth vis-à-vis the Lebanese labour market needs.

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<sup>29</sup>The UN's definition of youth, which refers to persons between the ages of 15 and 24 years old, will be adopted in this proposal; it represents the transition age from childhood to adulthood. Their independence is materialized financially by their access to the labour market and their ability to produce wealth, generate income and assets. Socially, youth is also a period when women and men develop their personality outside their families

This project aims to address this gap. In addition, the project also secures funds for apprenticeships that have proved successful elsewhere, but which UNRWA has not been able to foster in the North until now, due to the lack of funding.

#### PROVIDE SUPPORT FOR COMMUNITY SERVICE ORGANISATIONS

In the past, by supporting Community-based-organizations and NGOs, UNICEF has been working with the most marginalized Palestine refugee children and youth at a small-scale level without providing them the opportunity to participate in vocational training courses or employment schemes.

Through provision of psychosocial support, alternative learning systems and peer support networks, the project aims to reach out to the most marginalized children and youth and create links and prospects for them to engage in quality vocational training and employment schemes.

#### ADDRESS CAPACITY BUILDING REQUIREMENTS OF STAKEHOLDERS

Through this project it is intended that the institutional capacities of NGO networks in Palestine refugee camps will be strengthened to enable them to provide adequate and quality services to target beneficiary groups.

It is further intended that another catalytic effect of this IRF programme will be capacity building with the Lebanese authorities.



## **2. IMPLEMENTATION OF THE EVALUATION**

### **THE PURPOSE OF THE EVALUATION**

The primary objectives of the mid-term evaluation were as follows:

1. To assess the Relevance, Effectiveness, Efficiency, Prospective Impact and Sustainability of project activities;
2. To identify any Corrective Measures necessary to achieve projective goals within the remaining timeframe of the project;
3. To provide Recommendations on how to improve project activities and enhance their impact.

When addressing these questions, the impact of the following factors was considered including:

- Relevance of outcome/outputs;
- Capacity of the Key Partners to achieve outcomes;
- The levels of stakeholder engagement;
- Management/Coordination mechanisms and production of outputs;
- Monitoring mechanisms employed;
- The quality of project planning and definition;
- Partnership strategy and formulation;
- How successful is the communication between the stakeholders;
- Learning from previous projects and learning from current projects; and
- Risk management and accountability.

The following specific evaluation tasks identified in the ToR set the scope of the evaluation:

1. Determine/assess if the project achievements so far are in line with its stated objectives, outcomes, and outputs; and explain why/why not, what kind of corrective measures are needed to take place provide guidelines accordingly;
2. Assess the proper use of resources against its listed outcomes; ToRs and contracts: are they in line with the project documents and explain why/why not; are the allocated resources utilizing its fund efficiently and explain why/why not;
3. Assess the project implementation procedure (operational procedures, selection criteria, procedures for control of projects' implementation) and their influence regarding the project effectiveness;
4. Examine the UN joint fund model mainly the coordination between UNRWA, UNICEF and ILO; provide recommendations for the next period;

5. Document lessons learned, success stories, and good practice in order to maximize the experiences gained and provide recommendations on how to best utilize them for the next period;
6. Provide recommendations on how to build on the progress achieved for this period and ensure that it is going to be sustained by the relevant stakeholders and partners and explain why/why not; and
7. Assess the sustainability measures in place that should ensure the benefits of the project's intervention, are going to be continued in the long term, what kind of corrective measures are needed to take place, provide guidelines accordingly.

#### **THE EVALUATOR**

The Evaluator was chosen by UNRWA as lead partner (pursuant to agreement at the first meeting of the project partners) following two stages competitive process involving:

- (a) The completion of a 3 hour technical test under exam conditions in which the prospective candidates were asked to produce:
  - i. A proposed methodology to be followed in the conduct of the Mid-term Evaluation;
  - ii. The proposed timeframe for the Mid-term Evaluation;
  - iii. The proposed layout of the Monitoring & Evaluation report.
- (b) A telephone interview with shortlisted candidates.

The Evaluator chosen had relevant education, training and work history as follows:

- A third level academic background in Engineering, an MBA and accounting qualification, as well as fourth level training in statistics for research purposes and modern teaching and assessment techniques;
- Professional qualifications in Engineering and Arbitration;
- A varied work history over a 20 year period at management level including technical training (in a corporate environment), research & innovation, business process re-engineering;
- Experience as a consultant at Key-Expert level including:
  - a previous donor funded consultancy assignment working over a 30 month period to improve the employability of young Palestine refugees;
  - the conduct of the internal monitoring and evaluation for that project; and
  - the design and implementation of a national system for qualifications for an EU accession country.

The Evaluator was contracted to conduct an evaluation mission of 22 workdays between Mon 05 Nov 2012 and Wed 05 Dec 2012. (Thu 22 Nov 2012 was a national holiday in Lebanon.)

#### THE APPROACH TAKEN AND METHODOLOGY USED IN THE EVALUATION

In line with the specific requirements of the ToR for the Mid-term Evaluation, the methodologies and techniques used were determined by the specific requirements for information, the availability of resources, the limited timescale available for the evaluation and the priorities of the project stakeholders.

As the UN Development Programme (UNDP) is the administrative agent for the MTRF and planned project activities are identified as project outcomes, the approach chosen by the Evaluator in conducting this evaluation aimed to be consistent with the Managing for Development Results (MfDR) concept and the guidelines contained in the following documents:

- 'UNDP Handbook On Planning, Monitoring And Evaluating For Development Results;' and
- UNDP 'Guidelines For Outcome Evaluators.'

MfDR is an effort to respond to the growing demands for public accountability to citizens in both the developed and developing world on how assistance is used, what results are achieved, and how appropriate these results are in bringing about desired changes in human development. This approach encourages development agencies to focus on building partnerships and collaboration, and ensure greater coherence.

The MfDR concept is Results Based Management (RBM) in action, but it is oriented more towards the external environment and results that are important to programme beneficiaries and less towards an agency's internal performance.

MfDR promotes stronger focus on sustainability through measures that enhance national ownership and capacity development.

The UNDP guidelines recognise that while ***"there is no official blueprint for how to conduct an outcome evaluation"***, that ***"each outcome evaluation must be tailored to the nature of the individual outcome under review, as well as the realities of time and data limitations"***.

Accordingly the UNDP guidelines set the role of an evaluator as being ***"not to collect large volumes of primary data or conduct methodologically perfect academic research"*** but ***"to pass judgement based on his/her best professional opinion"***, using a ***"a rough but universal logic of analysis and reporting"***.

The Guidelines recommend that an outcome evaluation should comprise the following:

- a review of change in the outcome itself;
- an analysis of pertinent influencing factors;

- assess the contribution of (the donor) and its partners; and
- culminates in suggestions about how to improve the approach to results.”

In this context the evaluation criteria were devised with reference to the relevant IRF priority and target outcomes:

- IRF Priority area 3: Revitalize the economy and immediate peace dividends
- IRF Outcome (13): Youth empowerment and job creation programmes incorporated in government ministries to overcome persistent and pervasive unemployment that pose an ominous threat to the stability of post-conflict societies.

And also with reference to the specific project target outcomes:

- |            |   |
|------------|---|
| Outcome 1: | Improved employability of Palestine refugees  |
| Outcome 2: | Increased access to job and self-employment opportunities   |
| Outcome 3: | Information gap on the labour market supply and demand concerning Palestine refugees in Lebanon addressed |
| Outcome 4: | Cost and feasibility of providing social protection to Palestinians in Lebanon is assessed                |

The evaluation focussed not only on inputs and outputs but also on (potential) outcomes and (potential) impact. In addition the evaluation assessed the relevance and utility of existing outcome indicators.

The main Evaluation Questions were as follows:

1. Are the various project components progressing in line with stated objectives, outcomes and outputs and are there any areas where improvements or corrections might usefully be made?
2. Are the resources available being expended efficiently and appropriately, are there any areas where improvements or corrections might usefully be made?
3. How is the project being implemented and managed, are there any areas where improvements or corrections might usefully be made?
4. How are the partners working together and are there any areas where improvements or corrections might usefully be made?
5. What lessons have been learned and what success stories and good practice can be identified, and how can these be used to further project aims during the remaining life of the project and sustainably into the future.

Accordingly the methodology employed consisted of the following parallel activities:

- (a) Desk review of project reports and other documentation provided by the project partners;
- (b) Structured interviews with management and implementing staff from the project partners;
- (c) Structured interviews with project stakeholders;

- (d) Site visits to locations of project activities and attendance at relevant meetings and conferences at the invitation of project partners;
- (e) Focus group sessions with beneficiaries; and
- (f) An initial findings workshop to which the management and implementing staff of the project partners were invited to discuss initial findings and provide additional insight.

The design of the mid-term evaluation sought to conduct the evaluation in as transparent and participatory manner as possible.

Where feasible, practical and permissible, the involvement of Key Partners, Stakeholders and Beneficiary representatives in evaluation process activities was encouraged, and where appropriate, initial findings were shared with them, in order to allow them the opportunity to input their opinions of evaluation findings for consideration in advance of the compilation of this evaluation report.

The information provided by respondents at interview, focus groups and the initial findings workshop was collected by the Evaluator in the form of handwritten notes. The use of a recording device to collect comments at interview, focus groups and the initial findings workshop was considered but was dismissed as being inappropriate, unnecessarily intimidating and conferring the impression of the evaluation being an adversarial investigation which would be inconsistent with the objectives of the evaluation.

The Evaluator only considered evidence provided directly by the project partners and indirectly via interviews with individuals identified by the project partners as working on the project in fulfilment of project partners responsibilities or from focus groups with beneficiaries. In all cases the beneficiaries participating in the focus groups were selected by the project partners or their agents according to criteria set by the Evaluator.

Due to the short time available to the Evaluator and the limited opportunity to liaise successfully with project participants and beneficiaries, it is recognised that the evaluation was potentially vulnerable to encountering unrepresentative persons and opinions.

In this context the Evaluator sought to engage positively with the project partners and bring to their attention immediately any issues which arose during the interviews and focus groups, which might confer an unfair, unrepresentative impression of a specific project activity, so that they could provide clarification and an opportunity to provide additional evidence.

#### **IMPLEMENTATION FRAMEWORK & TIMEFRAME**

The Evaluator was contracted to conduct an evaluation mission of 22 workdays between Mon 05 Nov 2012 and Wed 05 Dec 2012. (Thu 22 Nov 2012 was a national holiday in Lebanon.)

In conducting this mid-term evaluation a four phased approach was adopted in which parallel planning, design, information gathering, analysis and reporting activities were planned so as to achieve mission objectives in a timely and efficient manner.

## PHASE 1 - PREPARATORY PHASE

The following is an outline of the preparatory phase conducted at the start of the evaluation mission:

- (a) A desk study review of relevant documents provided by project partners, so as to get up to speed on the project and identify evidence on which to form evaluation opinions.
- (b) Finalisation of M&E Framework Design in collaboration with the project partners directly involved with the midterm evaluation.
- (c) Establishing early initial personal contact with as many stakeholder representatives as possible, with a view to informing them of the documents and data needed from them and the type of questions that would be asked at subsequent interviews, field visits and focus groups with beneficiaries.
- (d) Design of e-survey which would provide early qualitative data that would assist in designing Field Visits, Interviews and Focus groups.

## PHASE 2 - EXECUTION PHASE

The following is the information gathering process undertaken in order to secure the information required to complete the objectives of the M&E exercise:

- (a) E-Survey - An e-Survey was designed to solicit the views and opinions of those email equipped beneficiaries who it would not be possible to meet during the evaluation process. It was intended that the information from this survey would be available as input to design of Field Visits, Interviews and Focus Groups.

The evaluator decided not to proceed with the e-survey due primarily to time constraints (resulting from the delay in approving the Evaluation methodology) and the impracticality of arranging and processing translations in the short time available. The work completed in designing the survey was however reused in subsequent Interviews and Focus Groups.

- (b) Structured/Semi-Structured Interviews - In conjunction with Field Visits where practicable structured/semi-structured interviews were held with key individuals involved with the implementation of the project and its sustainability into the future.

The design of the Structured/Semi-Structured interview with these individuals was deliberately organised as a natural, non-adversarial conversation, in a manner consistent with local social conventions and in a manner which was intended to secure and reinforce a positive spirit of partnership between the stakeholders and the evaluator.

In line with the MfDR concept, the Evaluator endeavoured to ensure that the Evaluation process would result in assisting the project partners to enhance the impact of their work to the beneficiaries.

- (c) Field Visits – In parallel with the programme of interviews with key individuals involved at an operational level with the project, a programme of (necessarily very brief) Field Visits to project partner premises and the sites of project activities was undertaken so as to gain a personal impression of project operations and establish contact with local project partner staff and beneficiaries.
- (d) Focus Groups – In the context of information collected in the Structured/Semi-Structured Interviews, Focus Group meeting(s) were organised with beneficiary groups during the Field Visits in order to get an outline impression of the impact of project interventions and the relative success of the project in achieving its objectives.

### PHASE 3 - ANALYSIS PHASE

In the context of the UNDP Guidelines, the analysis phase sought to evaluate explicitly and clearly, an independent, proactive assessment of the aforementioned midterm evaluation questions specified in the ToR.

To this end the analysis process focussed specifically on:

- (a) Project inputs and project outputs;
- (b) Potential outcomes and potential impact;
- (c) The relevance and utility of existing outcome indicators.

In line with the participative, transparent and pro-active approach adopted, efforts were made (where it was deemed feasible, practicable and permissible) to share initial findings with relevant project partner personnel as early as possible in order that they might be allowed to provide their feedback as further input to the evaluation.

Accordingly an Initial Findings Workshop was held at the end of the Evaluators mission in order that a full outline of issues emerging might be shared and to allow a further opportunity for project partners to make final additional input.

Due to the relative complexity of the project and the volume of information provided by the project partners, the analysis phase took substantially greater time and effort than envisaged.

### PHASE 4 - REPORTING PHASE

Notwithstanding the contractual necessity of closely correlating the Evaluation Report with the ToR in general and in particular the recommended Table of Contents suggested therein,

in line with the positive, transparent and proactive approach intended in conducting the mid-term evaluation, a participatory approach to finalising the design and organisation of the Evaluation Report, was adopted, with a view to enhancing the utility of document to the project stakeholders.

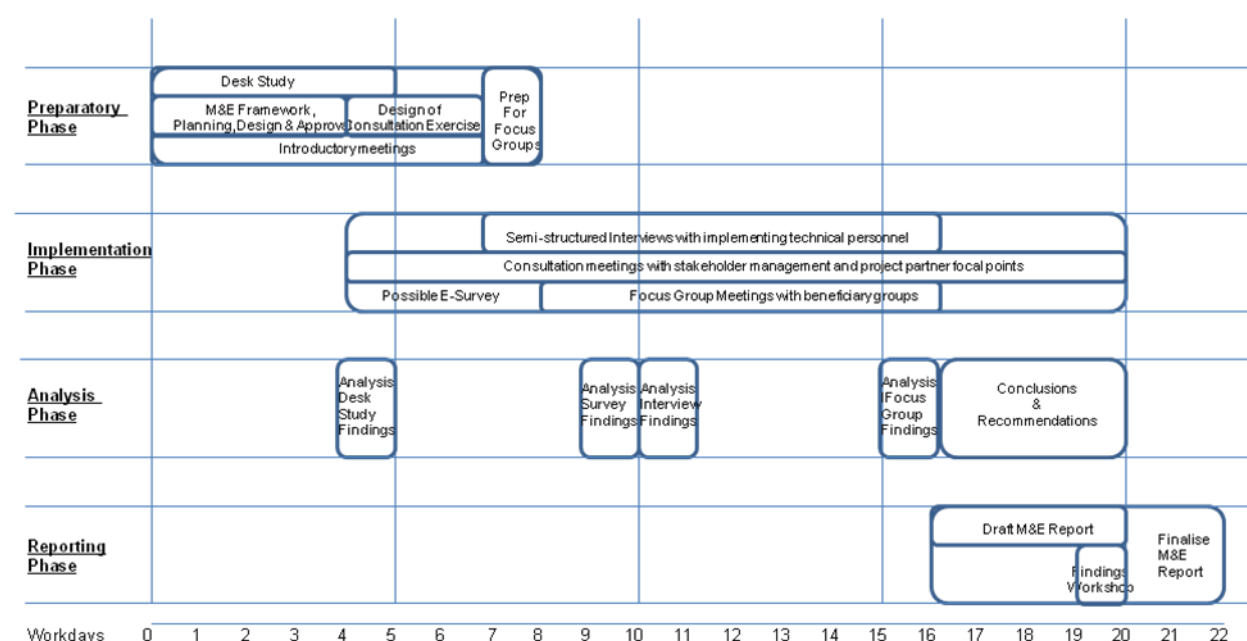
In this context the design chosen sought to reflect (where practicable and feasible) who will use the report and for what purpose.

Specifically the outputs from the reporting phase were:

1. A presentation to implementing personnel from the project partners on initial findings
2. This final report which is intended to be referenced by project partner personnel charged with implementing the project and UNDP personnel charged with administering the PBF funds in Lebanon.

#### IMPLEMENTATION TIMEFRAME

The planned timeframe for the conduct of the evaluation is outlined in figure 1 below:



**Figure 1 - Planned Timeframe for Conduct of Mid-term Evaluation**

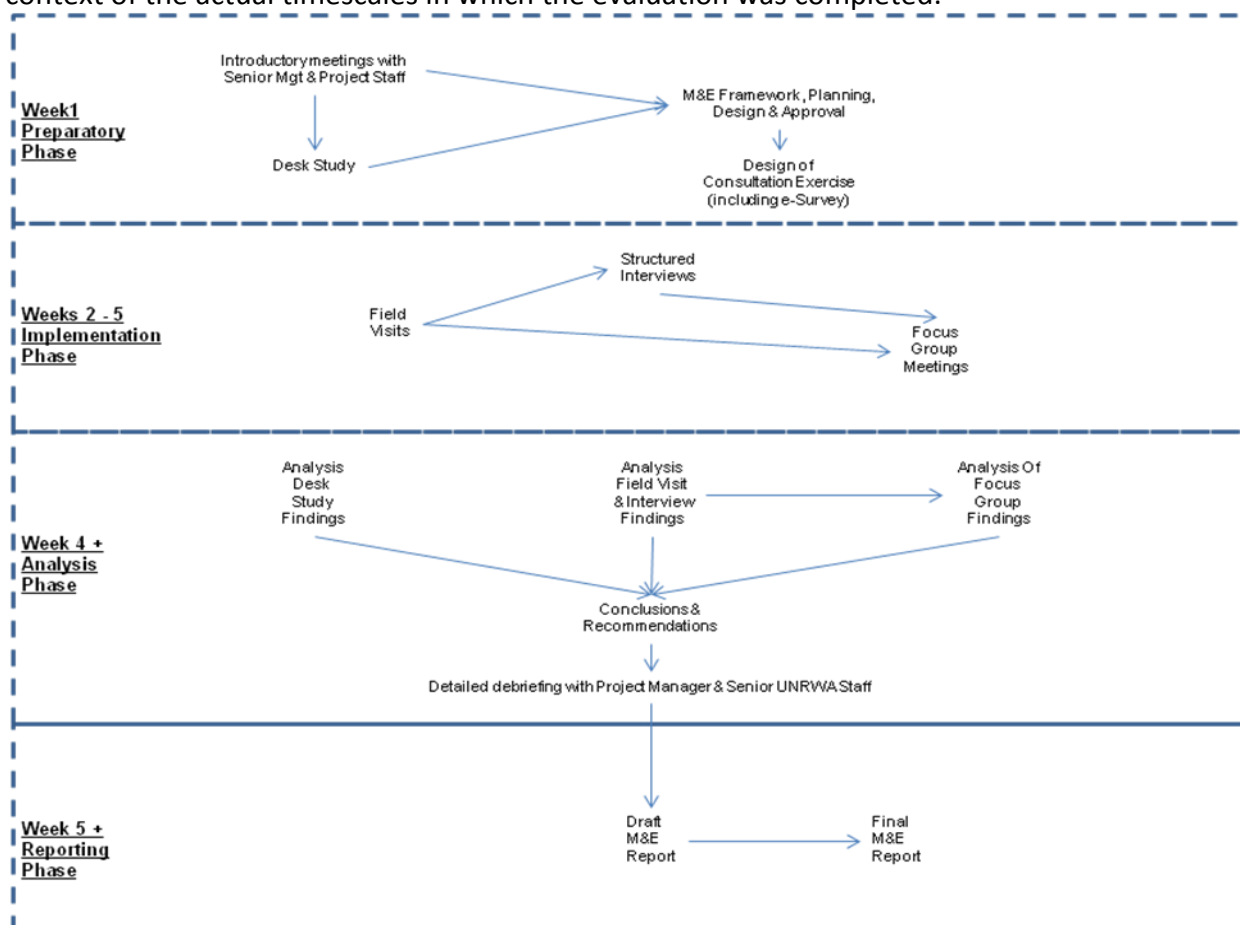
The ability to complete the implementation framework within the timeframe as planned was contingent on the cooperation and effective engagement of the project partners and the availability of local logistical support in arranging meetings, field visits and focus groups.

Notwithstanding some difficulties in this regard, the evaluator was able to meet with all personnel with a significant implementing role in the project, conduct field visits to centres of project activity and hold focus groups with beneficiaries relevant to each project component.



Due to the complexity of the project and the volume of information provided by the partners the completion of the analysis and reporting phases took significantly longer than intended.

Figure 2 is an outline description of the implementation framework for the evaluation in the context of the actual timescales in which the evaluation was completed.



**Figure 2 – Implementation Framework and Timeframe from Evaluation (as conducted)**

## CONSTRAINTS, LIMITATIONS AND CHALLENGES ENCOUNTERED

### RELATIVE COMPLEXITY OF THE PROJECT

This project though of short duration, is quite complex involving multiple UN Recipients Organisations and many sub-contracted implementing local partners, conducting a variety of activities impacting on quite large numbers of Palestine refugees with varying needs.

Accordingly while the Evaluation exercise was necessarily of short duration, it was difficult to meet with and effectively engage with all stakeholders and beneficiaries during the limited time available.

In particular it was recognised from the outset that because of operational priorities and prior travel commitments of key personnel, it might not be possible for the Evaluator to connect with all implementing personnel.

Similarly it was identified that effective access to beneficiaries might be inhibited by the prevailing security environment, transport availability for beneficiaries, as well as cultural and language barriers.

Accordingly it was understood and accepted that the implementation framework would have to be designed so as to be sufficiently flexible to cope with these limitations, whilst achieving the objectives of the evaluation in the limited time available.

However it is identified that while it is possible in such circumstances to get a good summary impression of the situation on the ground and the relative impact of project components, that accurate detailed analysis of specific project activities is unlikely.

#### COOPERATION OF PROJECT PARTNERS WITH THE EVALUATION PROCESS

Given the complexity of the evaluation, the co-operation of the project partners was intuitively very important in achieving the objectives of the M&E exercise.

However some project partners appeared to have difficulty with the implementation of the evaluation process in accordance with the agreed methodology and took time to effectively engage with the process and the evaluator.

Also much of the information provided by project partners, was in the form of many, very detailed general purpose documents which were very difficult to process and wasted much of the limited time available to the evaluator.

This necessitated an iterative series of inefficient requests for clarification and further information where gaps were identified.

These challenges had the effect of delaying the analysis and reporting phase.

### **3. FINDINGS, CONCLUSIONS & RECOMMENDATIONS**

#### **3.1 RELEVANCE, EFFECTIVENESS & EFFICIENCY**

##### **RELEVANCE**

This project is clearly relevant to the PBF priority to revitalise the (Palestine refugee) economy and realise immediate peace dividends, by supporting employment schemes and economic growth initiatives, that would provide a 'Peace Dividend' which might act to deter the population from engaging in conflict.

In particular it is readily consistent with the IRF priority of promoting youth empowerment and job creation programmes to overcome persistent and pervasive unemployment that pose an ominous threat to the stability of post-conflict societies.

The project components to promote the integration of the Palestine refugee job seekers into the Lebanese Labour Market and the Lebanese community, contribute directly to Peace Building and reducing the tension between the two communities.

Similarly the project is entirely compatible with the PBF priority of specifically targeting '*Areas of Tension*', focussing - on the Palestine refugee camps in general which are chronically unstable, - the NLA in particular which is very vulnerable to overspill from the instability in Syria, - and targeting illiterate and marginalised individuals, who are most open to exploitation by radical groups opposed to peace building initiatives.

It is accepted that the process for awarding PBF funding assessed the validity of the design and the strategic fit of the project and accordingly would not usefully be assessed in detail by this evaluation.

##### **EXPENDITURE OF RESOURCES**

UNRWA provided a full financial statement along with documentary proof in the form of staff contracts, invoices and receipts for all expenditure on this project to date. While the other project partners provided some cooperation agreements and contracts, they did not provide a similar level of detail on project expenditure within the timeframe of the evaluation. However as most project outcomes are on track and bearing in mind the relatively short duration of the project, the evaluation of expenditure of resources in detail can best be completed during the final evaluation.

##### **QUALITY OF PROJECT PLANNING AND DEFINITION**

The project as designed appears to be consistent with achieving progress towards the targeted outcomes of this project in an efficient and effective manner.

Individual project components appeared to be well designed with appropriate and achievable objectives.

However the performance indicators chosen did not sufficiently highlight the impact of these initiatives on the beneficiary community or cater for the likely requirements of project evaluators in assessing the impact of project activities.

Accordingly the initial project design did not cater for the efficient conduct of the mid-term evaluation exercise and the final project evaluation by aligning monitoring and reporting with the likely requirements of evaluators.

The utility and impact of the mid-term evaluation exercise similarly suffered from the apparent lack of preparation for the evaluation exercise by individual project partners.

UNRWA's open, positive and transparent approach in providing relevant information, access to personnel and cooperation in arranging meetings is highlighted as exemplifying best practice in this regard.

#### **MONITORING AND REPORTING MECHANISMS EMPLOYED**

The monitoring and reporting mechanisms appear to be used mainly for complying with mandatory reporting requirements and not for the purposes of improving operational performance or being reused for research, policy development or integrating with complementary activities of other project partner agencies or other complementary projects.

Specifically the Measurable Indicators/Target cited for each activity appear to be more focused on quantity rather than quality, and give little indication of impact on the beneficiary. In some cases the Measurable Indicators/Target descriptions are ambiguous and do not contribute to the efficient monitoring and evaluation of activities and impact. (For example: Outcome 1.2, Target 3 – '80% of the curricula is taught in UNRWA VTC with modern equipment'.

Likewise the Means for Verification are typically project reports based on statistics rather than evidence which is more suited to understanding the qualitative impact of project activities.

#### **CAPACITY OF THE KEY PARTNERS TO ACHIEVE OUTCOMES & THEIR LEVEL OF INVOLVEMENT WITH THE PROJECT**

UNRWA as the agency with primary responsibility for the welfare of Palestine refugees in Lebanon has considerable contingent capacities in education, training, counselling and employment support services built up over many years. It has supplemented these in-house capabilities in recent years through enhanced cooperation with local NGO partners, which it supervises closely. UNRWA management and technical staff appear to be heavily and closely involved with the project components under its control.

Unlike UNRWA which implements most of its activities directly, other partners have delivered project outputs for which they are responsible indirectly, as per project agreements.

UNICEF has much experience of working with local NGO partners to provide community support services to the Palestine refugee community. However it appears to be largely dependent on these local NGO partners to deliver services to beneficiaries, and consultants to deliver technical support. The direct involvement of UNICEF staff in projects therefore appears to be less hands-on and as reported to the evaluator by the local NGO staff during site visits appears to largely comprise field visits at irregular intervals.

ILO is the specialised UN agency that seeks the promotion of internationally recognised human rights and labour rights, and accordingly has substantial technical capacity to deliver relevant supports to this project. In this project ILO appears to have performed its components by outsourcing to consultants with some input from in-house technical experts and the project manager.

### **MANAGEMENT AND COORDINATION OF THE PROJECT**

The coordination of the project appears to be efficient and effective.

Monthly coordination meetings have taken place each month and compliance with monthly reporting requirements appears high.

Despite complaints from some project partners, the reporting overhead does not appear excessive and the design of the reporting templates by the PBF Coordinator minimises this overhead significantly.

However it is noted that the start-up and shutdown management and reporting overhead for shorter projects is similar to that for longer projects, and therefore shorter projects are intuitively less efficient in this regard.

The PBF Coordinator's role as a neutral project coordinator with an ambiguous relationship to the Donor, while at the same time reporting to UNRWA as lead partner, is less than ideal and somewhat compromises her relationship with UNICEF and ILO as a neutral project coordinator.

Notwithstanding these difficulties, the project is on target (see Appendices 5 & 6), with many objectives having been already met or exceeded and it is likely that all measurable objectives and targets will be met or exceeded by the end of the project.

Similarly the resources expended in this project are for the most part being efficiently employed in the manner envisaged in the project as planned.

**RECOMMENDATION 1:** It is recommended that in order to better assess the impact of the project on beneficiaries that consideration be given to enhancing the Measurable Indicators/Targets and Means of Verification to be utilised in the Final Evaluation to include some or all of the Additional Measurable Indicators and Additional Means of Verification proposed in Appendix 7.

**RECOMMENDATION 2:** To avoid replication of the difficulties encountered by the Evaluator during the Mid-term Evaluation, it is recommended that as a matter of urgency:

- (e) that the project partners agree the ToR for the final evaluation and proceed to recruit that individual immediately;
- (f) that the methodology to be used to conduct that evaluation be agreed in advance of the Final Evaluator's mission;
- (g) that the Final Evaluator be tasked to identify his/her information, field visit, interview and focus groups requirements in advance of his/her mission so as to minimise delays;
- (h) that the project partners assume responsibility for arranging field visits, interviews and focus groups relevant to their components.

**RECOMMENDATION 3:** To improve the efficiency & effectiveness of the M&E process in future PBF funded projects, the M&E consultant should be engaged for a short period at the start of a project, in addition to his/her mid-term M&E mission in order to:

- (e) write the M&E plan in conjunction with project partners (which would explicitly outline information requirements of evaluator);
- (f) align management and reporting outputs with requirements of M&E plan;
- (g) enable project partners to have early knowledge of M&E consultant expectations and information requirements; and
- (h) allow the M&E consultant gain early knowledge of project design and objectives.

## **3.2 PROSPECTIVE IMPACT**

### **GENERAL**

The project appears to have been conceived to attract PBF funding for the continuation of important activities already existing or already planned that were complementary to general PBF priorities and specific IRF goals.

The additional impact of this project is therefore difficult to determine, as from interviews with leading personnel and email responses to request for information, it is determined that the availability of PBF funding was variously used to:

- sustain and develop activities previously funded by other donors (UNICEF components);
- fill a shortfall in funding being provided by an existing donor (ILO Components); or
- provide new initiatives and additional capacity to existing initiatives, which would have likely taken place without the PBF funding, albeit in a reduced form (UNRWA and ILO components).

While all activities were worthwhile, very necessary and will contribute towards meeting PBF goals, they are not being implemented by the project partner agencies with the utmost PBF priorities and goals to the fore, as evidenced by the fact that implementing personnel were often unaware of PBF involvement in project activities and were unsure as to the nature and purpose of the PBF. There is thus limited visibility of PBF funding of project activities to implementing, personnel, beneficiaries and other stakeholders.

It is noted that all project partners highlighted the relatively short duration of the project and that a project of minimum 2 years duration was normally required to produce visible, sustainable impact.

### **PARTNERSHIP STRATEGY AND COMMUNICATION BETWEEN PROJECT PARTNERS**

One of the apparent goals of the PBF in Lebanon is to improve the cooperation and relationship between UN agencies working with Palestine refugees and their Lebanese neighbours.

Unfortunately this evaluation detected little evidence of enhanced cooperation or integrational impact between the Recipient UN Organisations participating in this project.

The evidence from interviews, focus groups and desk review of documents provided suggests that the activities conducted by each UN agency appear to have been largely conducted with little tangible involvement or integration with the activities of the other partner UN agencies, apart from some limited technical cooperation in the development and setting up of the literacy and micro-loans activities.

For example the reporting outputs for ILO components are not evidently being aligned with the requirements of UNRWA personnel involved in providing Employment Services or

Entrepreneurship supports. Similarly it is not evident that the literacy training initiatives organised by UNICEF were being transparently aligned with general UNRWA education and training services or the remedial services offered by UNRWA, other UN agencies or other donor initiatives. Likewise while there was evidence of ad-hoc individual meetings between UNRWA staff and colleagues at other partner agencies, it did not appear that UNRWA as lead partner used the project to develop additional liaison structures for enhanced cooperation with the other agencies, to sustain project activities after the end of the project.

This weakened the prospective impact of the very valuable activities conducted under the auspices of this project, though in fairness to the project partners the project length at 18 months is probably too short to engender effective engagement between the parties, without an explicit project target to this end.

The catalytic impact of these activities in forging a coherent response to common challenges with other compatible projects or initiatives being funded by other donors (such as the EU and SDC) however appears evident in some components.

**RECOMMENDATION 4:** It is recommended that the project partners before the end of this project should establish sustainable cooperation and liaison mechanisms that would result in improved effective cooperation between them on common activities such as advocacy programmes, literacy and remedial education programmes, community service centre offerings, micro-finance and self-employment programmes and capacity building for NGO partner.

#### **ENGAGEMENT OF BENEFICIARIES WITH THE PROJECT**

From interviews with implementing personnel and from the testimony of beneficiaries who participated at the focus groups, it appears that the prospective impact of project activities is undermined by the lack of initiatives to motivate and encourage the beneficiaries.

Many potential beneficiaries are understandably depressed by the poverty of their families and community, angered by the legal and security restrictions against them and traumatised by the impact of war and the constant instability of the environment in which they live.

In this context the project activities as planned and implemented, demand a lot from such people in terms of commitment, resolve and acceptance of teaching on issues such as gender equality, democracy and tolerance.

Therefore the absence of motivational and recreational initiatives to encourage and reward individuals who take part in project activities, weakens the prospective impact of project activities. In particular the absence of motivational and recreational activities for Palestine refugee youth and other project beneficiaries weakens the attraction of project activities to those who are most vulnerable to exploitation by radical and violent groups.

Likewise the lack of motivational and recreational activities inhibits the reduction of the tension and stress caused by chronic political instability, pervasive poverty and the lack of



civil rights experienced by the Palestine refugee community in general and vulnerable young Palestinians in particular.

Notwithstanding these challenges, the project has been successful in attracting significant participation from the groups targeted. This is due to the hard work of the implementing project personnel who in many cases appeared to have to make personnel representations to individuals to encourage their participation.

**RECOMMENDATION 5:** It is recommended that consideration be given by the PBF and/or the project partners to funding the development of a motivation and recreation strategy that would complement educational, employment, entrepreneurship and peace-building initiatives of the project partners.

#### **ENGAGEMENT OF OTHER STAKEHOLDERS WITH THE PROJECT**

While this project is primarily aimed at initiatives to improve the employability and life-chances of young Palestine refugees, the influence of parents and older generations on these vulnerable young people has not been given attention in this project.

From interviews with implementing personnel and from discussions with focus groups, it is apparent that young Palestine refugees are very involved with their immediate families and are very influenced by their older relatives. Thus for example the opportunities for young women, irrespective of their educational attainment, are frequently constrained by their parents, community elders and older male siblings.

A weakness identified therefore in project activities is the apparent lack of tie in with initiatives that seek to better include these important influencers in activities aimed at improving employability and discourage participation in radical or violent activity, and initiatives which are targeted at changing perceptions of the role of women as economic agents.

In general there is an apparent lack of a clear approach towards indirect beneficiaries.

**RECOMMENDATION 6:** It is recommended that measures to efficiently and effectively engage with older relatives of young trainees and community elders, be devised, so as to address cultural issues inhibiting employability of Palestine refugees and to recruit these major influencers on young people as persuaders against radicalisation or participation in violence.

### **3.3 SUSTAINABILITY OF PROJECT'S ACTIVITIES**

#### **FINANCIAL CHALLENGES**

Intuitively the sustainability of project activities will depend on the availability of sufficient financial resources to continue to offer the services developed during this project.

Funding is always a problem for project partners responsible for providing for the welfare of Palestine refugees – UNRWA and UNICEF. However a number of issues are combining to make this issue critical for each partner agency including:

- The global economic and financial crisis which is affecting donor contributions; and
- The Syrian conflict which is exacerbating the Palestine refugee problem in Lebanon and stretching UN agency resources to the limit.

It is understood that both UNRWA and UNICEF have identified replacement funding mechanisms to support project activities after the end of the project.

#### **ABILITY TO KEEP UP TO DATE WITH THE CHANGING NATURE OF EDUCATION AND TRAINING**

The ability of project partners to scale up their service provision to meet rising demands will likely be predicated on their readiness and ability to respond to the opportunities offered by the internet, electronic media and mobile communications to address target groups, particularly young people.

The impact of ICT on education and training will become more pronounced in the coming years as education and training systems around the world adapt to the meet the needs of learners in the internet age.

From interviews during this evaluation with implementing personnel and from discussions at focus groups, it is clear that young people are greatly attracted by the internet and information and communications technology in general.

Even those focus group participants, who were found to be functionally illiterate and/or disenchanted with conventional educational formats, were often able to use mobile phones and recreational computer applications.

This highlights the opportunities offered by increased use of modern technology to tackle the scale and nature of the educational and training challenges facing the Palestine refugee community.

Incorporating ICT into existing educational and training systems, and adapting to changes which such technology will bring to the workplace will be a huge challenge for UNRWA and UNICEF.

However it is clear that access to internet based teaching, career guidance and counselling resources will become more important in improving employability and reducing the disadvantages impacting on Palestine refugees.

In this context the ability of UNRWA and partner NGOs to update curricula, teacher teaching skills, teaching environments and teaching equipment will be a formidable challenge.

In particular the provision of access to the internet in a safe and culturally acceptable manner for female students, trainees and jobseekers will be increasingly important in the future.

### **THE IMPACT OF SECURITY PROBLEMS AND POLITICAL TENSIONS**

The security environment within Lebanon and the geo-political relationships between state and non-state actors in the region will have an enormous impact on the opportunities available to Palestinian youth in Lebanon in future years, as these relationships will impinge heavily on the implementation of Lebanese government proposals to remove or reduce obstacles to the employment of Palestinian refugees in Lebanon.

It is noted that the unstable and fragile security situation in the North, negatively affected the willingness of the job seekers residing in the camps to work in Tripoli city or to be placed in an apprenticeship in that area. This situation also negatively affected the number of vacancies and positions that became available in NLA and a significant decrease was noticed in the number and quality of the secured jobs.

The sustainability of ILO components is dependent on such factors to enable it repeat the Labour Force Survey at regular intervals and to assure the success of advocacy efforts on improving the rights of Palestine refugees to work and participate in the social welfare system in Lebanon.

Similarly the relationship between the Palestinian authorities and regional powers will dictate the availability of emigration opportunities for Palestine refugees to countries in the region.

### **IMPROVING THE EFFECTIVENESS OF NGO PARTNERS**

UNICEF's sustainability strategy is based on long-standing partnership agreements with local NGO partners such as GUP-W and Solidarity Association and seeking to develop their capacity over time. Similarly UNRWA is cooperating with NGO partners to deliver educational, training and complementary services to drop-outs and other marginalised groups who do not or cannot access their UNRWA services.

A weakness identified in this strategy is the apparent high turnover of teaching, counselling and other support staff at these local NGO partners which negates the impact of capacity building initiatives. (This problem also appears to affect UNRWA VTCs due to the inability to offer mission critical staff security of tenure and improved employment conditions due to financial difficulties.)

**RECOMMENDATION 7:** It is recommended that the PBF and/or the project partners investigate options for providing safe and culturally acceptable internet access to females for use in education and in accessing employment services.

**RECOMMENDATION 8:** As access to the internet via mobile phones and public access WiFi will definitely become more pervasive even in marginalized and disadvantaged communities such as the Palestine refugees in Lebanon, it is recommended that project partners plan for this reality and how they might utilise the internet, social media and mobile communications applications in the future to improve and/or expand the educational and employment services they offer to young Palestine refugees in the future.

**RECOMMENDATION 9:** It is recommended that UNRWA and UNICEF engage with partner NGOs to devise strategies for reducing the turnover of teaching and counselling staff, and for mitigating the effects of staff movements on beneficiaries of training, counselling and other support programmes.

### **3.4 STABILISATION EFFECTS**

#### **SCOPE AND SCALE OF THE PROBLEM**

It is difficult to determine the stabilisation impact of this project.

It is definite that without PBF funding many of these important and often essential activities would not have been possible.

Logically the increased availability of training opportunities, apprenticeship schemes, employment services, microfinance schemes and entrepreneurship assistance must contribute positively to the economic well being of the Palestine refugee community and thus to reducing the likelihood that beneficiaries might choose a violent or subversive path.

Likewise if the additional training, microfinance funds and improved employment support services were not provided, it would logically contribute to exacerbating the threat to the stability of the Palestine refugee camps and adjacent areas.

The impact on those individuals most likely to be the first to engage in violent activity is unclear, as it is likely that project duration is too short to institutionalise impact.

However this project is small in scale relative to the size of the problem it seeks to address, and so the impact must also be relatively small.

Similarly this project was conceived before the instability in Syria began to affect the NLA to the extent that it is currently, and accordingly was designed more to preserve a relatively stable situation from deteriorating due to difficulties between the Palestine refugee population and its host population, rather than to reduce tensions caused by external factors beyond the control of either the Palestine refugee community or their Lebanese hosts.

#### **IMPACT ON THOSE MOST AT RISK OF RESORTING TO VIOLENCE**

The majority of the participant beneficiaries in the activities in this project are probably unlikely to be those who are most likely to be the first to take part in violence, though they belong to those cohorts who are and thus have the potential to engage in violent, revolutionary activities started by others.

With the exception of the literacy training component, participation in activities supported by this project mostly requires the beneficiary voluntarily making an application to participate, which takes effort and initiative on the part of the individual concerned.

Similarly the activities themselves require significant effort on the part of beneficiaries if they are to participate in and benefit from them.

Likewise a person who takes a loan to start a business or participates in entrepreneurship training has not given up hope that a better future can be obtained through self-improvement and by working hard.

Intuitively therefore someone who persists in pursuing education and training despite the security, transport, cultural, financial and many other challenges hindering their progress on a daily basis, is still engaged with the systems which support the Palestine refugee community and still hopeful for the future.

Similarly a person who makes the effort to actively seek employment through the auspices of the ESCs, still believes that they can access employment opportunities and believes that the UNRWA system can help them.

Those most at risk of engaging in violent activities are logically those who have given up hope in conventional systems to improve their lot, who feel they have nothing to lose by participating in radicalised movements and little to gain by following the paths and opportunities provided to them by UNRWA, other UN agencies and NGOs.

This project does not appear to actively identify and recruit these individuals into training and offers little direct incentive to divert those most at risk of being radicalised from that path, to participate in project activities.

However this project does have the effect of offering hope to the community at large that there continues to be initiatives aimed at improving their situation, that they have not been forgotten and there is a chance that at least one family member could improve their life-chances. Because of the close knit family structures prevalent in the Palestine refugee community, project activities offer hope to all family members, including those most at risk of radicalisation.

#### **IMPROVED INTERACTION WITH THE LOCAL LEBANESE COMMUNITY**

The activities supported under this activity provided for little direct interaction or integration with local Lebanese people, apart from those participating in Apprenticeships engaging with mostly Lebanese employers and Lebanese fellow workers. It is also envisaged that eventually ESC services might be opened up to disadvantaged Lebanese living in interface communities.

However given the very difficult political and security situation in NLA, it was not possible to ascertain if these activities will have any impact on improved relationships or reduce tensions between the communities. The high drop-out rate of Apprentices who received on-the-job training placements outside Palestine refugee camps suggests that there has not been much improvement.

The Jobseekers who attended the focus group identified that one of the main reasons for engaging with the ESC apart from the obvious desire to get employment, is the perception that by sourcing employment through an UNRWA ESC they would be somewhat better protected against exploitation by Lebanese employers.

Several identified how on previous occasions they had not received payment for previous work done or had been abused in one way or another.

The reality that some Lebanese employers appear to be exploiting Palestinians is clearly a source of tension between the two communities which should be addressed in order to promote PBF objectives of engendering better relations between them.

**RECOMMENDATION 10:** It is recommended that under the aegis of the ESC initiatives to engage with employers, that consideration be given to offering HRM training to employers of Palestine refugees, with the objective of encouraging better employment practices and consequently reducing tension.

#### **IMPORTANCE OF REDUCING STRESS IN BENEFICIARIES**

Young Palestine refugees experience high degrees of stress in their lives due to:

- Experiencing chronic and pervasive poverty, whilst living adjacent to more advantaged and often affluent Lebanese neighbours;
- Living in cramped, crowded and substandard housing;
- Inadequate access to basic services such as electricity, water and waste removal;
- Lack of civil and employment rights in Lebanon;
- Chronic political and security instability and the threat of inter-communal violence and war with Israel;
- The aftermath of the 2006 war and the destruction of NBC by the LAF; and
- Pressure to find employment and stay employed, so that they might support their immediate families and be able to get married and have the opportunity of having a family of their own.

Apart from internet cafes where young men apparently spend hours playing violent computer games, there are very few options available to young men and almost none for young women to relieve this stress.

At the focus groups held with students and trainees, this lack of recreational facilities and programmes which would allow them to take their minds off their problems and the problems of their community, was highlighted repeatedly.

They also communicated that because of poor living conditions and chronic electricity shortages, many students and trainees cannot practically do self-study or homework.

Intuitively such circumstances offer fertile ground for recruitment of young disaffected people to subversive and violent activities.

Similarly while internet based games are providing recreation for young people, reportedly the internet is also being used by subversive elements to attract and radicalise young people.

In the context of PBF priorities and goals, it is important therefore that the internet and modern technology be harnessed for peace-building activities and not ceded to radical and subversive elements as an agent of violence and conflict.

**RECOMMENDATION 11:** To reduce the attraction of radical groups to vulnerable young people it is highly recommended that urgent attention be given to:

- (a) establishing recreational programmes to encourage and motivate young people, but also to allow them an opportunity to de-stress and relax, while diverting their energy and attention from negative activities; and
- (b) establishing Study Hall facilities at VTCs and/or in NGO premises in camps where young people can self-study, do homework or use the internet for educational purposes in a safe and supervised environment that is compatible with learning.

#### **IMPORTANCE OF ADVOCACY COMPONENTS IN REDUCING TENSION**

While participating beneficiaries' engagement with the project is evidenced by their participation despite the security and other challenges facing them, a great degree of frustration and despondency among young people was evident at focus groups.

In particular they appeared sceptical of where their efforts to educate and improve themselves would lead them, and while expressing a desire for scholarships to pursue further education and training, they did not appear to be hopeful that even such scholarships would definitely improve their life-chances.

Similarly many of the jobseekers encountered at the focus group in the ESC in Tripoli, were clearly engaging more in hope than expectation. The older and more qualified individuals participating in the focus group were particularly frustrated and disenchanted by their situation.

Notwithstanding close family ties, all except one person expressed a desire to immigrate to any country that would give them a visa, for any job role.

In the context of the risk of many Palestinian young people becoming radicalised and/or resorting to violence, the importance of the components of this project which would improve employability and support efforts to mitigate legal restrictions on Palestine refugees is clear.

In particular the manner in which the Labour Force Survey is interpreted and reported is thus of critical importance.

While accepting that the ILO standard international definition of employment derives from the requirement to accommodate the varying standards of all member countries and territories, it is essential that the technical necessity of using this standard in the Labour



Force Survey does not communicate false impressions and incorrect analyses of the situation of the Palestine refugee workforce in Lebanon, that would undermine their employment and life-chances.

The feasibility study on the extension of Lebanese social protection benefits to qualifying Palestine refugees is an important activity that will contribute to reducing tension between the Palestine refugee community and its host country, by removing a source of grievance. However because so many Palestine refugees work in the informal economy, the impact at least in the short-term of achieving the goal will necessarily be minimal.

Similarly the apparent importance of developing emigration opportunities as a tension release valve is clear.

**RECOMMENDATION 12:** It is recommended that the project partners cooperate to critically analyse the results of the Labour Force Survey to develop advocacy materials that support PBF goals in general and project objectives in particular.

### 3.5 EXAMINATION OF THE UN JOINT FUND MODEL

The Joint UN Fund Model as implemented in this project appears to suffer in some areas from a number of deficiencies as follows:

1. PBF objectives though consistent with all project components are not visibly communicated to implementing staff and third parties, and therefore the transmission of PBF objectives is intuitively muted in some components.
2. The structure of the management and reporting mechanisms for this project appears not to be conducive to championing PBF priorities in general and specific objectives relating to the improved interoperability of UN recipient organisations in particular.
  - (a) The absence of a project manager with a clear mandate to promote PBF objectives, enforce PBF rules and encourage effective and efficient cooperation between the project partners is a glaring deficiency.
  - (b) The structure of the project comprising components conducted separately by each agency meant that each UN recipient organisation had little requirement to effectively engage with the other project partners, even where intuitively the outputs from project components were relevant to the activities of other partners. For example:
    - i. Outcome 3 components relating to the design, reporting and dissemination strategies for the Labour Force Survey did not visibly support Outcome 1 and 2 component objectives of improving employability of Palestine refugees and encouraging self-employment and entrepreneurship. The interaction between ILO and UNRWA on this outcome as not evidently close.
    - ii. The visibility of UNICEF literacy and entrepreneurship training activities to UNRWA and their involvement with same appears to be limited at best.
    - iii. The on-going support provided by ILO to UNRWA in relation to the realisation of the ESC concept (which ILO developed) appears to be minimal.
3. The visibility of this initiative as a PBF funded project and a UN joint implementation between the 3 agencies is uneven, and in certain cases poor. It needs to be strengthened throughout the activities and strategies of the three partners. This would greatly improve understanding of involved stakeholders of the context of this project and promote the PBF support on the field.

**RECOMMENDATION 13:** Personnel who are implementing project activities and those who will have responsibility for sustaining project activities after the end of the project, should receive an appropriate, customised briefing on PBF priorities, objectives and goals.

### 3.6 RISKS & ASSUMPTION ANALYSIS

The assumptions identified for the project were as follows:

- (a) That a new Government of Lebanon would be formed and has the means to operate.
  - This has occurred.
- (b) That the political and security situation in the country would remain stable, allowing free movement within the whole country.
  - The political and security situation has become more unstable but free movement within the whole country has been largely maintained, albeit with occasional interruptions.
- (c) That the Lebanese authorities would support the approval of an implementation decree of the 17 August amendment of Article No. 59 of the Labour Law and Article No. 9 of the Social Security Law, pertaining to the employment of Palestine refugees in Lebanon.
  - This has not yet occurred. It is unclear when this might become possible.
- (d) That career guidance in schools and at community level will change the community perception towards female vocational training.
  - This has not yet occurred to the extent that the vast majority of females can participate in vocational training without difficulty.
- (e) That Palestine refugee females will be encouraged to join vocational training courses to acquire job skills leading to enhance employability chances.
  - This has happened to some extent but further improvement is required.
- (f) That the training of instructors at the VTCs would be by specialized trainers.
  - Apart from English Language Instruction, this has not yet occurred but is likely to happen shortly.
- (g) That tension would be eased through advocacy efforts and awareness raising campaigns.
  - This has not yet occurred.
- (h) That Palestine refugees will be encouraged to consider working outside their area of origin by the Employment Services Centre but also through the tutorial sessions on self-employment.

- Some progress has been made in this area. However this progress has been undermined by the precarious and volatile security situation, particularly in NLA.
- (i) That UNRWA will follow up systematically on the jobseekers recently referred through the Employment Services Centres in order to ensure the quality of placement.
- This is happening.

The following risks were identified:

- (a) Deterioration of the security situation inside and outside the camps and gatherings
- This has happened due mainly to the spill-over effects from the Syrian conflict.
- (b) Negative community perception regarding female vocational training may limit the female intake.
- This problem persists.
- (c) Disturbances in the political and security situation might delay the implementation of the training of instructors.
- This is not the main source of delay in implementing training of instructors.
- (d) Reluctance of Lebanese employers to hire Palestinians & reluctance of Palestinians to work outside the camp boundaries (mutual mistrust).
- This is a persistent problem which is exacerbated by political and security problems, and the difficult conditions prevailing in the Lebanese and global economy.
- (e) Imbalances in the Lebanese Labour market would lead to limited job opportunities and low quality of placement.
- The economic problems in Lebanon, which are particularly impacting on the construction, hospitality and retail sectors, are likely to hamper the employment prospects for the Palestine refugee workforce.
- (f) Partner NGOs might lack the capacity to progress project initiatives.
- The capacity of NGOs is being undermined due to the fact they are chronically overstretched, underfunded, suffer from a high turnover of implementing staff and are faced with having to attempt too much with too little resources.

## **4. OUTCOME 1 – IMPROVED EMPLOYABILITY OF PALESTINE REFUGEES**

### **4.1 OUTPUT 1.1 – PALESTINE REFUGEES GAIN TECHNICAL AND MARKETABLE SKILLS THROUGH PROVISION OF TRAINING COURSES**

#### **SUMMARY**

IMPLEMENTING PARTNER: UNRWA

MEASURABLE INDICATOR/  
TARGET

1. 100 x Young adults with no qualifications graduate from short skills training course
2. 400 x Youth graduate from TVET course delivered by North Training Centre

MEANS OF VERIFICATION: Quarterly & Annual Reports

#### **REPORTED ACHIEVEMENTS AT 31 OCTOBER 2012**

##### **TARGET 1**

- At the NAVTSS training centre in NBC, 30 trainees of Aluminium Fabrication and General Electric Installations finalised their trainings at end October. All trainees joined one month on-the-job training at different hosting parties in close coordination with ESC North
- Trainees from Beddawi are moving by contracted bus to NBC.
- Trainees of Hotel Management at WPA in Beddawi camp finished their trainings and started one month of on-the-job training. As well as training on computer skills for this group is still on going.
- Service contracts were signed with two TVET providers (Culture and Science Foundation, and Saida Orphan Welfare Society) to start running the training for the new intake.
- 65 trainees including 30% females and 5% PWDs are continuing their trainings in four courses as planned. Trainees showed commitment with the trainings in which no drop out cases is reported.

##### **TARGET 2**

- 171 trainees (98 semi-professional, 73 trades) (96 Males, 75 Females) are continuing their trainings in different trades and semi-professional courses at NTC. All trainees sat for the first periodic test.

#### **Findings, Conclusions and Recommendations**

From the Field Visit to NTC it is clear that it has great potential to develop into a fine institution of learning.

The management and staff interviewed displayed a vision and understanding - of how they wanted the centre to develop, - of the education and training needs of the community they serve, - and of the needs of the local and Lebanese labour market in which NTC graduates would seek employment.

NTC management and staff interviewed outlined internal initiatives with which they were attempting to meet the growing demand for their services within the constraints of the system and the resources available.

However they identified a number of difficulties which they feel are inhibiting progress including:

- (a) Priority requirement – the need for a single unified centre for semi-professional and trade courses. At present these courses are offered at different locations.
- (b) A shortage of library books and consumables.
- (c) A lack of teaching equipment – in particular multi-media equipment and projectors. (It is expected that Output 1.3 will address some of the equipment deficiencies highlighted.)

In particular they highlighted difficulties in motivating and encouraging students, particularly in the context of the difficult security environment, the devastation of NBC and the poor housing standards of most students and trainees.

The management and staff are to be commended for a number of initiatives, to motivate and encourage the students and trainees including:

- (a) A 'Student of the Week' programme with privileges extending to the student awarded the designation.
- (b) Organising through the generosity of a local business man (and former alumnus of the UNRWA system) for sets of tools to be awarded as prizes to graduating students of a trade skills class.

These initiatives reportedly had encouraged improved participation and performance by students awarded the 'Student of the Week' designation and enhanced the motivation of the trade skills trainees who received the tools.

Similarly the management and teachers also identified how they had organised visits/talks by employers which were successful in giving students a sense of the real-world in which they would apply their knowledge and also was useful in making contacts between the centre and potential employers. It is noted however that it has proven difficult to get employers to participate.

**RECOMMENDATION 14:** It is recommended that mainstreaming of motivational initiatives within the UNRWA system be progressed urgently so as to tackle problems with low morale among the students, and encourage participation and attendance rates.

**RECOMMENDATION 15:** It is highly recommended that donor funding be sought for graduation packs comprising a set of tools/work equipment and appropriate work clothing for each job type taught so as to improve attractiveness to employers of Palestine refugee graduates and also as an incentive to Palestine refugee students to continue their studies.

**RECOMMENDATION 16:** It is further recommended that a series of monthly visits and talks by employers or experienced professionals in the discipline being taught, be organised each year in order to give students a real world perspective of the industry they are training for and the workplace they will enter. This may necessitate providing incentives for employers and professionals to participate.

During the Field Visit the Evaluator interviewed two teachers (ICT and Business Studies) who were selected based on the background of the Evaluator. They were found to be very knowledgeable of their discipline and the manner in which they state that they teach was consistent with modern teaching practice.

However from discussions on the type of case studies used and assignments set, it appears that there is a tendency to use examples from academic textbooks rather than customising these case studies, exercises and assignments to reflect the kind of real world situations which the graduates are likely to encounter in the Lebanese context or in the Palestine refugee camps.

**RECOMMENDATION 17:** Where possible all teachers should be assisted to develop case studies and design project/homework assignments that are more relevant to the likely circumstances in which students will apply the knowledge and training they are receiving, so as to reinforce learning and improve their ability to apply their education and training when they enter the workplace.

To enhance its capacity UNRWA has outsourced the training of some trade courses to NGOs. During a Field Visit to an NGO operated VTC, it was identified that the training facility visited was of a good a standard and it was evident at interview that the teachers and trainers were knowledgeable, innovative in their teaching methods and that the trade skills courses offered were market focused and up to date.

However a number of difficulties were also evident including equipment shortages, electricity problems and the absence of internet access for computer laboratories.

It was also identified that the trainees despite receiving English language training appeared unable to exchange basic greetings and simple conversation in English.

**RECOMMENDATION 18:** In order to improve the employability of VTC graduates and trainees, it is recommended that UNRWA continue to acquire or develop a suite of certifiable Computer

Based Training Modules to supplement all courses offered with training on personal skills, soft-skills, time-management skills, office and computing skills.

While the cooperation between UNRWA and NGOs to provide trade skills courses, appears to be quite successful, a number of possible areas for improvement were identified.

**RECOMMENDATION 19:** The feasibility of provision of English/French language supplementary training for trainees via CBT (arguably the most effective language training method) to complement or supplement existing teaching should be investigated.

**RECOMMENDATION 20:** If UNRWA is to outsource training to NGOs then sustainable, cooperative mechanisms to update workshops, train teachers and improve courses with project partners are essential.

A problem relating to the tenure of teachers was identified as potentially undermining the impact of project activities.

Teachers are mostly employed on a Daily Payment basis, being recruited from a list of qualified teachers maintained by UNRWA. They are paid on a Daily Payment basis, which means they are paid for each day they teach. They do not receive payment during vacation periods, if they are sick or if they are undergoing training themselves. They can be terminated with little notice or similarly they can leave with little notice. Accordingly teachers are constantly looking out for better opportunities with more secure employment conditions.

The system offers the advantage of being able to quickly fill vacancies, provide additional teaching resources to support new courses and quickly replace non-performing or ineffective teachers.

However apart from the obvious difficulties for the teachers in supporting themselves financially, intuitively the Daily Payment system undermines the efforts of the centre to deliver quality training due to the obvious disruption caused to course programmes and thus to students when teachers leave or are replaced at short notice.

Similarly the system does not encourage the teachers to take ownership of the course that they teach or support them to upgrade their skills. Likewise the knowledge, experience and any training gained by teachers employed on this basis can potentially be lost quite easily, undermining the contingent capability of NTC and the UNRWA education system as a whole.

It appears that this situation has arisen because of the insecure financial circumstances of NTC and UNRWA, which means that UNRWA is not in a position to offer more secure terms of employment to these teachers. In the context of the insecurity of their tenure and their desire to improve their competence and employability, the teachers interviewed expressed a desire for a formal Certified (by UNRWA) Continuing Professional Development Programme, that would assist them in getting fulltime employment.



**RECOMMENDATION 21:** It is recommended that teachers be provided with a contract for at least the length of time to deliver a course to one group of students so as to minimise the potential for disruption in the middle of the training cycle.

**RECOMMENDATION 22:** It is recommended that UNRWA HQ conduct exit interviews with departing Daily Paid teaching staff, to provide a basic protection for teachers in a vulnerable situation and also to ensure a smooth handover to replacement teachers.

**RECOMMENDATION 23:** It is recommended that in the context of the Daily Payment system, that UNRWA give consideration to the establishment of a formal Continuing Professional Development programme comprising certified online, self-study and taught courses, that would assist all UNRWA teachers to upgrade their skills and reward them with validation of their efforts and certification as applicable.

**RECOMMENDATION 24:** It is recommended that consideration be given to organising the VTC teaching system on a department/faculty basis lead by teachers on permanent contracts, who would assume responsibility for maintaining, standards, developing curriculums and capturing the knowledge and experience of teachers who are employed on a more irregular basis.

The students selected for the Focus Group (2 males and 2 females, from different courses and years) were from those who were present waiting for their classes to start, so as not to disrupt the education and training process.

They students participating in the focus group appeared to be bright and were well dressed, but at interview clearly expressed their frustration and de-motivation with their situation.

In particular they highlighted the following problems which make it difficult for them to attend class and study well:

- (a) a lack of books;
- (b) internet access problems, particularly for girls;
- (c) security problems and difficulty accessing training centres due to security restrictions;
- (d) electricity shortages (resulting in little or no light in the evening time to do homework); and
- (e) transport difficulties between Baddawi and NBC.

They also highlighted that lack of recreational facilities and programmes which would allow them to take their minds off their problems and the problems of their community.

They further communicated that because of poor living conditions, many students and trainees cannot practically do self-study or homework

When invited to suggest ideas they had for improving their employability, the students suggested the following:

- (a) An internship program at UNRWA for VTC graduates to get experience of using their skills while giving something back to the system that has trained them; and
- (b) A scholarship program for further advancement of their vocational training at private vocational training institutes.

**RECOMMENDATION 25:** It is recommended that consideration be given to developing an internship program at UNRWA and other UN agencies in Lebanon for semi-professional graduates and trade skills trainees that would offer the opportunity to get certifiable experience, while providing UNRWA with some additional resources at a relatively low cost.

**RECOMMENDATION 26:** In particular it is recommended that an internship program be developed at STC/NTC for graduates to develop training skills and training practice, as well as helping to provide tutoring and mentoring services to students and trainees.

**RECOMMENDATION 27:** It is recommended that donor funding be sought for a scholarship program that would assist VTC graduates get Industry Standard Qualifications typically provided by international equipment manufacturers (such as Cisco Training Certificates for IT graduates) that would improve the employability of Palestine refugees in Lebanon.

**RECOMMENDATION 28:** In the context of the chronic electricity shortages and the shortage of library books, it is recommended that consideration be given to the purchase of e-Book (back lit) Readers (such as the Amazon Kindle) that could be lent to students either for the length of their studies or on a timeshare basis as appropriate.

**RECOMMENDATION 29:** It is recommended that consideration be given to establishing Study Hall facilities at VTCs and/or in NGO premises in camps where young people can self-study, do homework or use the internet for educational purposes in a safe and supervised environment that is compatible with learning.

During the course of this evaluation it was highlighted that the high demand for services of UNRWA VTCs was in part due to the good reputation of the UNRWA system in general and Siblin Training Centre in particular.

**RECOMMENDATION 30:** It is recommended that consideration be given to operating NTC and STC on a dual shift basis, which would improve student throughput and improved the efficiency of utilisation of these facilities.

**RECOMMENDATION 31:** It is recommended that NTC and STC be respectively rebranded as Siblin Training College – North Campus and Siblin Training College – South Campus in order to confer the benefit of the good reputation of STC on all graduates of the UNRWA VTC system.

## **4.2 OUTPUT 1.2 – PALESTINE YOUTH ARE BETTER INTEGRATED TO THE LABOUR MARKET THROUGH IMPROVED TVET CURRICULA, IMPROVED TEACHING METHODOLOGY AND BETTER EQUIPMENT**

### **SUMMARY**

IMPLEMENTING PARTNER: UNRWA

MEASURABLE INDICATOR/  
TARGET

1. 100% of UNRWA VTC instructors trained on updated teaching methods
2. 100% of UNRWA VTC curricula updated in accordance with labour market requirements
3. 80% of the curricula is taught in UNRWA VTC with modern equipment

MEANS OF VERIFICATION: Quarterly & Annual Reports

### **REPORTED ACHIEVEMENTS AT 31 OCTOBER 2012**

#### **TARGET 1**

- The second round of training is planned to take place in December. According to the feedback of the training and the focus group need assessment a full training package will be carried out.

#### **TARGET 2**

- The consultant submitted the draft of his second report on the Fields, Levels and the Certificates of VET.
- The TVET consultant reports submitted are under revision
- The consultant didn't respect the time plan in submitting deliverables and reports.
- The contract of the consultant was terminated and the process of recruiting TVET consultant with a researcher is on-going.
- A team of researchers is in place, - one of them already started to work on the VTE laws and regulations. The team will be conducting a comparative analysis of the UNRWA TVET system and the Lebanese one.

#### **TARGET 3**

- The process of assessing the training needs of UNRWA TVET instructors is on-going. Several Meetings with different institutions and persons were conducted during this.

### **FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

This project is progressing at a slower pace than envisaged due to difficulties with the consultant hired to complete this project sub-component. However because of corrective actions taken, it is likely that this component will be completed within the lifetime of the project and in any case this activity will most likely be developed and enhanced after the project ends.

The first instalment of training - English Language teaching methods – is already completed. The monitoring of the training is in place. Another intervention programme is under preparation to address the VTCs consultancy and training needs. The implementation was expected to start in December. Similarly a group of researchers is expected to be fully on board by mid December of 2012. The equipment requirements have been already identified and the process of procurement is in its final stage.

**RECOMMENDATION 32:** In the context of equipping teachers to cope with the rapidly changed nature of education and training it is recommended that up-skilling courses provided to teachers include - addressing multiple intelligence types (e.g. Logical-mathematical, spatial, linguistic, Interpersonal etc.), the use of multiple teaching formats, - and multiple assessment techniques.

It is identified that the relevance of courses to the labour market is dependent on the relative familiarity of the teacher with prevailing market requirements.

**RECOMMENDATION 33:** It is recommended that UNRWA STC/NTC should consider more active guidance of NGO training providers in harmonising course designs and formats across different NGOs training facilities, and possibly assuming a role as a certifying authority for such courses.

From interview with relevant personnel it is clear that UNRWA has a rigorous system of identifying and prioritising new equipment to be purchased is in place, which appears to be sound and well designed.

#### **4.3 OUTPUT 1.3 – PROSPECTS FOR MARGINALISED ADOLESCENTS AND YOUTH ENROLMENT IN QUALITY VOCATIONAL TRAINING AND EMPLOYMENT SCHEMES.**

##### **SUMMARY**

IMPLEMENTING PARTNER: UNICEF

MEASURABLE INDICATOR/  
TARGET

1. 100 x young Palestine refugees benefitting from literacy courses (of which 30% are female and 70% are male).
2. 7 Community Service Centres provide support to out of school and working children
3. Capacity building of NGOs on training and monitoring

MEANS OF VERIFICATION: Quarterly & Annual Reports

##### **REPORTED ACHIEVEMENTS AT 31 OCTOBER 2012**

###### **TARGET 1**

- Number of Beneficiaries: 176 young people are still benefiting from literacy courses in Nahr bared, Baddawi, Ein el Helweh, and the surrounding camps of Miyeh Miyeh, Rachidiyeh, Burj el Chemali and Qassimiyeh. Beneficiaries are disaggregated by gender as follows: 113 Boys and 63 girls (65% boys & 35% girls)
- An additional number of participants will be added in NBC and EHC based on request from UNRWA for job seekers candidates in need of literacy courses (Total of beneficiaries TBI soon).
- Improvement rate: Improvement has reached 50% in some camps like Baddawi camp where improvement is being noted on the literacy level (Arabic, English, mathematics and other skills related to their job's need) and psychological/psychosocial level (with intensive follow up visits to the family and the employer). Improvement is also reported in Ein el Helwe camp reaching between 30-40%.

###### **TARGET 2**

- Targeted Beneficiaries: There are as of today 123 marginalized girls and boys benefiting from the services provided in the community centers. They are either drop outs or working children.
- Establishment of community support centers: 7 Support centers are running as planned. In Baddawi, NBC and EHC, many activities are provided such as sports (football, basketball), intellectual games (painting, hand crafts, interactive games, monopoly, computer sessions, etc.) and other recreational activities aiming at raising

awareness on healthy life skills (smoking, hygiene, nutrition, drugs etc.), protection, exploitation and prevention of infectious diseases, in addition to career guidance sessions. The sessions also focused on alleviating and managing violence in addition to attending the psycho-social needs and listening sessions for the students. Parents were also benefited from the services provided at the centers where they participated in sessions on mental health, protection, psychosocial support, communication, violence and awareness on addiction and drugs prevention. Parents and employers involvement also included more than 200 home & work visits for follow up and vocational training guidance. On a case management front, 15 cases were referred to MSF, Beit Atfal Al Sumoud and Family Guidance Center for specialized follow up.

- Improvement rate: Improvement level is increasing in NBC and EHC to 40%. There is improvement in the behavior and attitude of some children who were very active during the visits conducted in June 2012 and are now less aggressive and edgy. Also, some students stopped smoking and are now acquiring more healthy habits. With regards to case management, severe cases are referred to different organizations for follow up such as: GUPW, Medecins sans Frontieres (for family management), Nabaa and Najdeh. As of today the improvement rate has reached 50% in some camps such as Beddawi and 30% in other camps such as Ein El Helwe where living conditions are really difficult and more management and reporting of several cases is reported.

#### TARGET 3

- Agreement was signed with NISCVT end of September. Consultation meetings will be held with up to 100 staff from NGOs and institution providing literacy education in all the camps in the regions in order to feed in the training manual development. Currently the list of NGOs and the schedule for the consultation meetings are being compiled and finalized.

### **Findings, Conclusions and Recommendations**

During Field Visits to literacy training provided by UNICEF supported Community Service Centres in the Baddawi and Ain El Hilweh camps, there were many problems evident with the training provided. The majority of the beneficiaries examined at random (from group identified by centre staff as being funded under this project) could not read or write or were functionally illiterate, despite having apparently received literacy training for up to 2 years in some cases.

Notwithstanding the difficult operational environment that many of the Community Service Centres experience, the level of illiteracy evident among apparently bright young people who had been in receipt of training for some time was unsatisfactory.

A number of apparent problems with the training being provided by the centres were evident during the evaluators visit.

The training is being provided in multi-purpose community support centres that provide psychological and emotional supports to vulnerable children, teenagers and young adults

with literacy problems. However these centres are typically very stretched in terms of the demands on them and the facilities are not conducive to a teaching or learning environment. There were noisy and subject to constant interruption distracting both teachers and students from learning.

It was clear that the teachers in many cases had little teaching training in general and limited knowledge of teaching illiterates. Also there is apparently a problem with a high level of turnover in NGO teaching staff.

No apparent structure to the literacy training interventions was evident.

There was no evidence provided that trainees are assessed properly to ascertain the relative level of their illiteracy and to identify if they have a learning disability.

Similarly trainees of all levels and abilities were typically grouped together against recommended best practice.

The curriculum and teaching materials shown were very basic, mostly homespun and in some cases not appropriate to the age-groups and abilities involved.

It is noted that UNICEF has stated that these issues are being addressed and will be progressed during the remainder of the project.

UNICEF's support appears to be mostly financial. The level of technical support provided by UNICEF could not be reliably determined but in any case it did not appear to be effective.

While UNICEF acknowledged some delays in providing support and identified that improvements would be forthcoming, it is clear from the fact that many of these NGO operated centres have been operating literacy training for many years, that there is a fundamental problem with the provision of literacy training in the Palestine refugee camps.

It is noted that UNICEF has signed agreements with Assumoud organization for the development of unified literacy and life skills training material that will be used to train the service providers in different camps. However the qualifications or capacity of this organisation to develop this material is not evident. It was disclosed by staff from the NGOs visited, that Assumoud has a reputation in the camps for conducting remedial education intervention but not for running literacy programmes. Assumoud was reported to have developed a literacy book back in 1980s which is not apparently in use. The current literacy training materials and technical support provided to NGOs are reportedly (by NGO centre staff) provided through a local specialized NGO in literacy called EPEP.

During discussions with the beneficiary youth at focus groups, it was identified that while most were bright and affable, a significant number appeared to be withdrawn and have personality problems which might hinder their benefit from the training provided. Some encountered were also suffering from war trauma.

An interesting finding however is that the majority of those examined who were found to be functionally illiterate were apparently able to use a mobile phone and computers for recreational gaming.

It was also highlighted that while illiterate males were often able to use computers and mobile phones, that female trainees were unable to do so, mostly due to the cultural restrictions on young girls using the internet in general and visiting internet cafes in particular.

This suggests that the use of ICT applications maybe an effective way of addressing literacy problems in the camp.

**RECOMMENDATION 34:** It is recommended that as a matter of urgency that UNRWA and UNICEF cooperate to identify literacy training courses formats, curriculums and training materials already in use in other Arabic speaking countries, so that a rapid solution to improving the training provided under this component can be effected.

**RECOMMENDATION 35:** It is recommended that in the context of the inadequate teaching facilities prevalent in the Community Service Centres and the obvious attractiveness of computer based solutions to the beneficiaries, that UNICEF seek to identify computer based solutions used in other countries for possible re-use in Lebanon. (Seeking cooperation with the UNESCO funded project in Lebanon - Adult Literacy Using Information Technology (ALIT) would seem appropriate.)

The Community Service Centres visited appear to provide excellent and essential supports particularly to marginalised and special hardship cases. The centres appear to have existed for many years funded by a succession of donors in some cases.

UNICEF philosophy of working with reliable local partners and developing their capacity over time appears sound in principle.

However the impression gained during the field visits, is that centres are understandably doing a little bit of everything in order to enhance the attractiveness of the centre to donors.

The capacity of the NGO and the centres to deliver is undermined by the unstable funding environment for critical programmes.

Some of the staff interviewed indicated that there was a high level of staff turnover at NGO partners due mainly to the fact that teaching and other technical staff, (who are often engaged on a part-time basis) were being paid very low wages by the NGOs.

Intuitively high turnover of staff, many of whom have received donor funded capacity building training is inefficient and undermines the effectiveness of supports provided to NGOs.



**RECOMMENDATION 36:** It is recommended that more robust oversight and technical support mechanisms to be employed by UNICEF to minimise staff turnover at partner NGOs.

## **5. OUTCOME 2- INCREASED ACCESS TO JOB AND SELF-EMPLOYMENT OPPORTUNITIES**

### **5.1 OUTPUT 2.1- PALESTINE YOUTH GRADUATES ARE BETTER INTEGRATED TO THE LABOUR MARKET THROUGH APPRENTICESHIP, AND IMPROVED EMPLOYMENT SERVICES**

#### **SUMMARY**

IMPLEMENTING PARTNER: UNRWA

MEASURABLE INDICATOR/  
TARGET

1. 100 youth enrolled in apprenticeship schemes.
2. Women participation in apprenticeship is equal or more than 20% of total number of youth involved.
3. 80% of jobseekers registered are referred to job opportunities
4. Approximately 450 jobseekers are registered and 100 are placed by the ESC in the North.
5. At- least 50% of job placements are qualified as quality jobs
6. All vacancies identified and listed by the ESC are easily available to jobseekers.
7. 30% of ESC beneficiaries are women.

MEANS OF VERIFICATION: ESC Weekly & monthly reports, Quarterly & Annual Reports

#### **REPORTED ACHIEVEMENTS AT 31 OCTOBER 2012**

##### **TARGET 1**

- The second intake of the apprenticeship started in September 2012 with a total of 20 beneficiaries. Out of the 20 apprentices, 14 dropped out.
- Most apprentices dropped out because they preferred working inside the camps rather than in Tripoli. Despite the fact that this issue was discussed with them through the individual coaching and in group sessions where they clearly stated that they did not mind working outside the camp.
- 11 apprentices were continuing their apprenticeship period during November.

##### **TARGET 2**

- During the initial apprenticeship intake 19.2% of the apprentices are females (5 out of 25). Out of the current 20 apprentices, 20% are females (4 out of 20)
- During the second intake of the apprenticeship 81.8% of the apprentices were females. (9 out of 11).

##### **TARGET 3**

- 89.5% of registered job seekers were referred to job opportunities. 663 were referred to job opportunities while 740 were registered in the database.

#### TARGET 4

- 740 job seekers were registered and 112 were placed.

#### TARGET 5

- 45.5% of placements were qualified as quality placements (51 out of 112).

#### TARGET 6

- All vacancies identified and listed by the ESC are easily available to jobseekers through:
  - Vacancy lists at the bulletin board at the ESC;
  - Announcements at UNRWA offices and installations in the areas;
  - Mailing list (job seekers, CBOs, NGOs, LFO ,
  - sharing between ESCs);
  - Social networks (Facebook)

#### TARGET 7

- 48.5% of those who received individual coaching were women; 36.6% of the number of job seekers referred to job opportunities were women; 35.7 % were placed

### **FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

This project sub-component appears to be progressing well and will likely achieve its targets by the end of the project.

It was evident from a Field Visit to the Tripoli ESC and interviews with relevant management staff, that this initiative is progressing well and providing valuable supports to the target beneficiaries in difficult circumstances.

However there is apparent inefficient use of very scarce resources due primarily to the very poor design of ESC database functionality and the lack of automation of the registration process and reporting requirements using simple macros.

The current design of database (provided by ILO) did not prove amenable to improvement and a new database is currently being developed that will create better links between the different ESC elements and automation of many tasks.

The Counsellor identified that CV preparation and telephoning Jobseekers to invite them to apply for job opportunities take significant amounts of the limited time available to her, which reduces the time available for individual and group counselling sessions.

It was noted that printed Counselling material (brochures, FAQs, tips for interviews etc.) was not routinely available.

It was further noted that much of the registration process involves collecting information which is included in a typical CV (personal data, educational profile, work history etc., which could be re-worked by a database macro to produce a basic CV that could be customised by the jobseeker with or without the help of the Counsellor.

**Recommendation 37:** It is recommended that ESCs aim to further automate the registration and profile maintenance functionality, so as allow jobseekers to pre-input (via the internet or at self-service PCs at the ESC premises and UNRWA VTCs) registration data themselves prior to meeting with the Registration Officer and to subsequently update their profile themselves as their circumstances change.

**RECOMMENDATION 38:** It is recommended that the registration process should result in Jobseekers being provided with a Registration pack comprising:

- (d) A copy of their registration form for their reference;
- (e) A basic CV comprising information collected during the Registration Process which could be used as the basis for the job-seeker developing and improving their CV under the guidance of the ESC counsellor;
- (f) Printed guidance material on searching for jobs, interview skills, negotiating wages, employers and employees' rights and duties, how to assess one's skills, abilities, and knowledge, how to plan for one's career etc.

**RECOMMENDATION 39:** It is recommended that the ESCs adopt the use of SMS and social media tools such as Twitter in order to more efficiently contact jobseekers regarding job opportunities and training place referrals.

**RECOMMENDATION 40:** It is recommended that when the new database is deployed that the Employment Unit staff at LFO take over the task of creating and generating management reports so as to free up centre staff from providing personal support services to jobseekers.

It is noted also that Performance Metrics focus on quantitative measures such as the number of referrals and the number of registered jobseekers placed irrespective of whether the referral or placement was done by the ESC.

**RECOMMENDATION 41:** It is recommended that performance metrics be re-focussed to include qualitative measures such as:

- (a) Placements as a result of ESC referral, and what level of quality jobs are placed;
- (b) Placements in jobs associated with education or training.

From discussions with the Outreach officer it was clear that the ESC concept is oriented towards referrals to and placement with small local businesses. It is not well equipped for dealing professionally with larger businesses.

In this regard it was noted that the Outreach officer was not provided with essential tools for his role:

- Business cards; and
- Definitive information on entitlement of employers to hire Palestine refugees.

Similarly it was noted that the Outreach officer typically wore smart-casual attire rather than a business suit which would be more appropriate when interfacing with larger companies.

**RECOMMENDATION 42:** It is recommended that a strategy for ESCs liaising with larger enterprises should be developed, possibly involving a single ESC located at UNRWA LFO interfacing with larger Lebanese enterprises and foreign companies, with local ESCs dealing with SMEs.

**RECOMMENDATION 43:** It is further recommended UNRWA, UNICEF and ILO cooperate during the remaining lifetime of this project to advocate that all UN agencies in Lebanon use their privileged access to the business community in Lebanon and in particular the branches of international companies in Lebanon, to open new avenue of quality job opportunities for Palestine refugees.

**RECOMMENDATION 44:** It is also recommended that UNRWA, UNICEF and ILO cooperate during the remaining lifetime of this project to advocate that all UN agencies in Lebanon actively encourage employment of Palestine refugees to social contacts, suppliers & contractors.

It is not evident that the ESCs are closely integrated with the VTCs and NGO training facilities.

**RECOMMENDATION 45:** It is recommended that the ESCs develop a process so that all VTC and NGO students and trainees are registered with the ESCs before they complete their education or training.

**RECOMMENDATION 46:** It is recommended that an internship programme be established at the ESCs so as to allow suitably qualified VTC graduates get work experience and provide additional resources to the ESCs.

## 5.2 OUTPUT 2.2- SUPPORT PROVIDED TO PALESTINE REFUGEES FOR THE DEVELOPMENT OF BUSINESS

### SUMMARY

IMPLEMENTING PARTNER: UNRWA

MEASURABLE INDICATOR/  
TARGET

1. 60 x Palestine Refugees will benefit from access to training on entrepreneurial skills.
2. 4 CMF will be established in southern areas
3. A total of 60 Palestine Refugees will develop their own businesses

MEANS OF VERIFICATION: Implementing partners and self employment officer,  
Monthly and Quarterly Reports

### REPORTED ACHIEVEMENTS AT 31 OCTOBER 2012

#### TARGET 1

- The contract with Majmoua has been completed and signed. The trainers are waiting for the full profile of the beneficiaries to tailor their training menu. UNRWA is now in the process of identifying two business development coaches that will provide onsite coaching for the loan beneficiaries.

#### TARGET 2

- In September it was reported that the identified partners will be two Community Based Organizations operating in Ein el Hilweh and Burj El Shemali camps, both of which have previous experience in managing community based microloans programs.
- Applications from potential beneficiaries are currently being collected and assessed. The assessment of other local partners, who will establish the remaining two Community Managed Funds, has commenced.

#### TARGET 3

- It was reported in August 2012 that the implementing had been recruited and that all technical and logistics preparation are finalized. The kick off of the field work is pending the finalization of the communication with relevant stakeholders (including Umbria's Chief areas officers and camp services officers)
- The research plan, timeline, and logistics for the second phase of fieldwork are currently underway in preparation to begin fieldwork in January. The design and methodology of focus groups for consumer panels has been developed, and will be

conducted during the coming month. The desk research for the final report is currently underway. Data from the previous phase of fieldwork has been cleaned and will be analyzed in the coming month.

## **FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

Despite being somewhat delayed implementing staff are confident that this sub- component is on track.

The sub-component initiatives appear to be well designed and take into account experience from the operation of existing micro-finance schemes, providing much needed entrepreneurial capacity to the Palestine refugee community

Based on discussions with project personnel and knowledge gained through the focus groups a number of recommendations are made as follows:

**RECOMMENDATION 47:** It is recommended that training should be mandatory before drawdown of microfinance loans.

**RECOMMENDATION 48:** It is further recommended that the design of all training activities and assignments should be focused on micro-business ideas of trainees, so as to reinforce the impact of the training, and should re-use free online training material where possible to supplement training.

**RECOMMENDATION 49:** It is recommended that UNRWA and UNICEF proactively identify viable social-entrepreneurship opportunities and match with high capacity individuals (university/VTC/short skills training graduates etc. and jobseekers) interested in starting own businesses and back up with intensive coaching.

### **5.3 OUTPUT 2.3- SUPPORT TO SPECIAL HARDSHIP FAMILIES AND YOUTH PROVIDED THROUGH MICRO ENTERPRISES AND YOUTH EMPLOYMENT SCHEMES**

#### **SUMMARY**

IMPLEMENTING PARTNER: UNICEF

MEASURABLE INDICATOR/  
TARGET

1. 120 micro-enterprises are set up by youth and/or special hardship families (including 60% of women and 40% of men)
2. Guidelines and Standard Operational Procedures (SOPs) on micro-credit for NGOs are developed
3. 40 youth trained on business and entrepreneurial skills, funds management and accounting (20 girls and 20 boys).

MEANS OF VERIFICATION: UNICEF Monthly Reports & Quarterly and Annual Reports

#### **REPORTED ACHIEVEMENTS AT 31 OCTOBER 2012**

##### **TARGET 1**

- The first phase of the training of GUPW started on late June until late August 2012. A clear schedule and provision plan for the applicants is being drafted currently and loans will be provided within the first 2 weeks of November 2012.

##### **TARGET 2**

- The training of NGOs started on late June until late August, reaching 18 NGOs staff. The guidelines will be made available at the end of the Young people training courses. There are 18 staff members from NGOs and committee members trained on the developed guidelines.

##### **TARGET 3**

- Training of young people started on 23rd of September for the first group and of young people and the last training for the third group will finish on 30 November 2012, for total of 60 marginalized and out of school young people.
- Some delay was faced at the initiation stage due to the political situation in EHC which led into a number of youth people not attending the training sessions on a regular basis. This was resolved through changing the venue of the training from GUPW inside the camps to Al Majmoua and vice versa depending on the criticality of the situation.

#### **FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**



This project is largely on track, though from discussions with UNICEF staff, there have been some delays in developing the guidelines and SOPs on micro-credit for NGOs.

From observations during the Field visit to Ain El Helweh camp and discussions with GUP-W staff, it is clear the microfinance funds are very important to the local community and appear to offer good service to beneficiaries.

However a number of issues arise which should be addressed as follows;

- (a) While there is no evidence of favouritism, there is a clear perception among the beneficiaries (articulated by several participants in the focus groups) that affiliation to the PLO confers privileged or prioritised access to the Microfinance fund, although UNICEF's records of loan beneficiaries apparently show that many beneficiaries of the loans are considered anti- PLO politically.
- (b) The breadth of experience represented in the loan committee might usefully be widened to include representatives of from local business community etc.
- (c) A succession strategy needs to be put in place so as to ensure that operation of the funds will continue to be effective in the event of individuals connected with it being no longer available.
- (d) A tracking exercise should be initiated on businesses helped by the fund, so as to better understand the impact of the initiative and capture ingredients of success/failure.

**RECOMMENDATION 50:** Enhanced oversight of the operation of the revolving funds is recommended, so as to ensure that the funds are operated in an appropriately transparent and accountable manner to include:

- (a) vesting the revolving microfinance fund in a more transparently independent grouping which would include the existing local partner but also other stakeholders;
- (b) The operation of accounts linked to these funds should follow the norms prevalent in clubs and societies everywhere:
  - Multiple signatories on bank accounts
  - Simple prudent accounting measures
  - Regular independent audit of finances
- (c) For transparency and personal security reasons, large amounts of cash belonging to the fund should not be held by individual personnel (appears to be current practice, according to interviewed personnel).
- (d) The loans provided should be contingent on potential loan beneficiaries completing the training.

- (e) The training provided should address beneficiary needs at both a group level and at an individual level.

The current rate of interest charged appears inordinately high, in the context of the reportedly small level of bad loans and minimal expenses taken by those operating the funds. (It is noted however that these rates are low in comparison to the rates apparently charged by other microloan funds which are reported as being up to 24%.)

**RECOMMENDATION 51:** The donors to the fund should ensure that the interest rate charged is only that required to cover losses (from bad loans) and legitimate expenses.

From observations during a Field Visit to Rachidiyeh camp and from discussions with implementing personnel it is clear that Al Moujmoua is a competent training partner with good knowledge of the Palestinian community.

During the Field Visit the Evaluator held a Focus Group with trainees who were receiving Entrepreneurial Training on that day. The Evaluators questions were very focused on assessing the trainees understanding of the basic process of establishing a business including:

- How to identify business opportunities.
- How to assess the feasibility of the business ideas and the capacity of an individual or group to realise the idea.
- How to go about starting a business.
- How to manage and run a business sustainably.

However a number of issues of concern arose as a result of the Field Visit:

- The trainees were mostly very well dressed, relatively mature individuals who did not appear to be marginalised or special hardship cases and appeared to making up the numbers, in that most stated that they had no intention of setting up a business, although some indicated that they were taking loans for relatives who intended to start businesses with the money (which is apparently common practice in order to support their families in trouble).
- On the day of the Field Visit the trainees turned up late and left early, and apparently attendance at the trainings were typically sporadic.
- Despite having received up to 9 days the training, the knowledge displayed regarding the identification of viable local business opportunities or the requirements for starting a business was in the opinion of the Evaluator very poor.

It is clear from discussions with beneficiaries however that the Revolving Loan fund is highly valued as it is money that is destined to stay in and improve the camps. The loans reportedly benefit not only individual recipients, but also impact positively on the social well-being of the entire community.

## **6. OUTCOME 3- THE INFORMATION GAP ON THE LABOUR MARKET SUPPLY AND DEMAND REGARDING PALESTINE REFUGEES IS ADDRESSED**

### **6.1 OUTPUT 3.1: QUALITY DATA ON PALESTINE REFUGEES' EMPLOYMENT (LABOUR FORCE SURVEY) IS PRODUCED.**

#### **SUMMARY**

IMPLEMENTING PARTNER: ILO

MEASURABLE INDICATOR/  
TARGET

1. Statistical measures and procedures (interview techniques, data checks, coding, training of interviewers, etc.) to control and monitor quality of labour survey data are designed, implemented, and made available
2. Mechanisms to respond to data problems or flaws established (re-interviewing, dealing with non-response and sampling errors, etc.)
3. Quality control measures implemented
4. A comprehensive report on labour market information is available with specific identification of labour market information (LMI) gaps on the demand side

MEANS OF VERIFICATION:

1. ILO Monthly & Quarterly Reports
2. Quality control methodology
3. Survey report/results

#### **REPORTED ACHIEVEMENTS AT 31 OCTOBER 2012**

The Labour Force Survey (LFS) has been completed as have (1) the statistical measures and procedures to control and monitor the quality of labour survey data, (2) mechanisms to respond to data flaws and (3) the implementation of quality control measures.

The LFS summary report produced in both English and Arabic. A workshop to present and discuss the survey results was organized on 20 November. More than 100 people representing different stakeholders (government, donors, civil society, international organizations, etc.) attended the event. Copies of the survey summary report were distributed during the workshop.

It was noted that outputs produced to date under this component did not comply with the PBF requirement that *"each Recipient UN Organization will take appropriate measures to publicize the PBF"*. Similarly ToRs and contracts of implementing personnel did not typically reference the PBF or PBF goals and priorities.

ILO has undertaken to ensure that the final report of the Labour Force Survey notes the PBF funding and includes the PBF logo. All PDF links to outputs from ILO components at the ILO and CEP websites will be modified. For the remaining period of the project, ILO will ensure that PBF funding is visible on all the other outputs.

It appears that this component was part of a larger EU funded project in which individual components were funded jointly and separately by the EU, PBF and ILO itself.

**RECOMMENDATION 52:** It is recommended that in future PBF projects, where components are part-funded or jointly funded with other Donors that in the interests of transparency and accountability there should be an agreement between the Donors as to the demarcation between those components funded by the PBF and the other Donors.

## **FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

This component appears to have been completed in an efficient and professional manner that complemented a similar survey conducted on the Lebanese labour force. Accordingly this study was a significant achievement bearing in mind the wariness of Lebanese authorities of initiatives which might be interpreted as facilitating ‘Tawteen’ – the permanent settle of the Palestine refugee community in Lebanon.

Even though the modules and definitions used in conducting the labour force survey followed the ILO’s standards and are adopted by particular statistical agencies in different parts of the world, it is noted that many stakeholders expressed reservations at the dissemination workshop regarding the definition of employment/unemployment. In particular they were concerned that this technical definition would result in inaccurate or misleading analysis of the Labour Force Survey data that would undermine the interests of the Palestine refugee community.

Similarly there was inadequate visibility of the mechanisms employed to respond to data problems or flaws established (re-interviewing, dealing with non-response and sampling errors, etc.) and the evaluator’s questions in this regard were not answered satisfactorily.

**RECOMMENDATION 53:** It is recommended that ILO provide to the Final Evaluator a summary of the mechanisms employed to respond to data problems or flaws established (re-interviewing, dealing with non-response and sampling errors, etc.)

While the Labour Force Survey is a very important and valuable dataset to academics, demographers, policy makers and other users, the utility of ‘Employment & Unemployment Module Data’ is somewhat compromised by the fact that it refers mostly to the week previous to the conduct of the survey, and does not delve into respondents’ employment history over the previous months and years.

It is identified that the inclusion of more information on the employment history of respondents, would permit better analysis by end-users of the typical employment circumstances and life-chances of the different sectors of the Palestinian labour force.

**RECOMMENDATION 54:** If it is possible and permitted to conduct future surveys it would be useful if more detailed questions were included that would complement the UNRWA and UNICEF components of this project including:

- (a) Questions probing the link between educational attainment and the type of education and employment taken, so as to better establish to what extent education influences employment chances and choices.
- (b) Questions regarding the dynamics of the labour market for Palestine refugees such as:
  - Questions which highlight more explicitly why employees leave jobs; and
  - Questions which better indicate the employers' treatment of employees in the workplace.

## **6.2 OUTPUT 3.2: LABOUR MARKET INFORMATION AT LOCAL LEVELS COLLECTED, ANALYSED, VALIDATED AND MADE AVAILABLE.**

### **SUMMARY**

IMPLEMENTING PARTNER: ILO

MEASURABLE INDICATOR/  
TARGET

1. Available LMI collected
2. Analysis on gaps available
3. At least 6 focus groups meetings organized with employer and other stakeholders
4. At least 2-3 research targeting specific sectors/ local communities undertaken
5. 2 workshops to disseminate results organized
6. Labour demand reports available
7. Available data made accessible

MEANS OF VERIFICATION:

1. ILO Monthly & Quarterly Reports
2. Quarterly & Annual Reports
3. Analysis report
4. Specific labour demand reports
5. Focus group reports
6. Research reports
7. Work plan

### **REPORTED ACHIEVEMENTS AT 31 OCTOBER 2012**

- It was reported in August 2012 that review and mapping of research on labour market and labour force pertaining to Palestinians is still on-going.
- It was reported in August that this action has witnessed minor delay the set plan due to procedural and administrative issues.
- It is intended that gap analysis will be initiated once mapping and review is completed.

### **FINDINGS, CONCLUSIONS & RECOMMENDATIONS**

It is reported that the analysis and reporting of the desk review is still under preparation. Questions and guidelines for the interviews and focus group meetings are under preparation.

Notwithstanding some delays, from interviews with ILO staff and the consultants hired by ILO to conduct this analysis, it appears that this valuable study will likely be completed within the lifetime of the project and to a good standard.

CRI - the consultants hired to complete this study appear to have much experience of the Palestine refugee issue. At interview, they were convincing as to their understanding of issues pertinent to this study and the methodology they proposed appeared sound and in line with best practice.

They highlighted that the biggest problem they were having was in accessing good quality data and reference material relating to the South Lebanon area in general and the Palestine refugees' situation in particular.

**Recommendation 55:** It is recommended that consideration be given by ILO and/or the UNRWA Donor Relations Unit (DRU) to establishing a register of all previous and currently active UN and donor funded projects for Palestine refugee beneficiaries, and a library of deliverables produced by these projects for use by UNRWA, UNICEF, ILO and NGO personnel in designing future developmental interventions, research or policy development.

It emerged during discussions with CRI that they were not briefed on who the end-user of target reader for their analysis would be, and so the design and focus of their report would likely follow their standard format. Similarly they did not anticipate interacting with relevant UNRWA staff involved in employment services or self-employment initiatives.

**RECOMMENDATION 56:** It is recommended that as a matter of urgency that a liaison meeting be held with relevant UNRWA staff to maximise the utility of the Labour market Analysis to operational UNRWA staff and also to allow UNRWA staff provide input to the Labour market Analysis process.

## **7. OUTCOME 4- COST AND FEASIBILITY STUDY OF PROVIDING SOCIAL SECURITY TO PALESTINE REFUGEES**

**OUTPUT 4.1: COST AND FEASIBILITY OF DIFFERENT POLICY OPTIONS FOR PROVIDING SOCIAL SECURITY TO PALESTINE REFUGEES IS ASSESSED.**

### **SUMMARY**

MEASURABLE INDICATOR/  
TARGET

- Policy options identified
- One workshop organized
- Study completed

MEANS OF VERIFICATION:

1. ILO Monthly & Quarterly Reports
2. Quarterly & Annual Reports
3. MOL annual reports

REPORTED ACHIEVEMENTS AT 31 OCTOBER 2012

- The financial assessment has been completed. It is now being revised and edited by ILO; it should be finalized and ready for dissemination by January 2013.
- A date for organizing a workshop to discuss the findings of the assessment and the policy options will be set in coordination with LPDC and CEP.

### **FINDINGS, CONCLUSIONS & RECOMMENDATIONS**

The review and editing of the financial assessment is on-going. As the workshop will be organized in partnership with LPDC and CEP, it will likely be postponed till early 2013.

In the context of the PBF priority to preserve stable and peaceful relations between the Palestine refugee community and the Lebanese host community, the urgency of making progress to improve the employment rights and standards for Palestine refugees is critical. This work is a very valuable contribution to this goal. However it is likely that the pace of reform will be very slow due to clashing political priorities for the Lebanese government.

The likely delays in achieving progress on this file together with the deteriorating security situation and the growing frustration of young Palestine refugees, points to the urgency of developing parallel measures to improve the employment opportunities for young Palestine refugees in Lebanon.



## **8. POSSIBLE AREAS FOR FURTHER INVESTIGATION**

One of the major achievements of this project is the completion of the Labour Force Survey and the Labour Market Analysis in the South, in conjunction with initiatives to improve access to employment and encourage and support entrepreneurship and self-employment. To build on these achievements it is useful to get a better understanding of the economic impact of the Palestine refugee community and their contribution to the Lebanese economy, so as to open up new opportunities for Palestine refugees and enhance the awareness of the positive aspects of the Palestine refugee presence in Lebanon among the host community.

**RECOMMENDATION 57:** To complement the Labour Force Survey and the Labour Market Analysis in the South, it is recommended that consideration be given by ILO to the conduct of an analysis of the Palestinian camp economy:

- (a) to develop information on the contribution of the Palestine refugees to the Lebanese economy for advocacy purposes;
- (b) to identify what portion of the Palestine refugee economy in Lebanon is spent on goods and services provided by Palestine refugees, so as to get a better understanding of the opportunities for increasing the share of the camp economy held by Palestine refugees and so identifying possible job/entrepreneurial opportunities.

Certification of education and training is all important in Lebanon. Thus those who have had interrupted education and training or sporadic education and training are at a disadvantage in the labour market, despite having a lot of knowledge and experience.

There are proven strategies which have been developed that permit validation and certification of all forms of learning including:

- (a) Formal Learning in educational and training establishments;
- (b) Non-Formal Learning typically involving workshops, community courses, interest based courses, short courses, or conference style seminars;
- (c) Informal Learning typically occurring in a variety of places, such as at home, work, and through daily interactions and shared relationships among members of society

The European Qualifications Framework (EQF) and the European Quality Assurance in Vocational Education and Training (EQUAVET) both provide good models for developing a credit based qualifications framework. As these systems were designed to cater for the very different systems of education and training in the EU and EU accession countries, they are very flexible and can adapt to the UNRWA system. By adopting the EQF and EQUAVET models, a ready mechanism for providing international recognition and equivalence for UNRWA qualifications would be realized.

**RECOMMENDATION 58:** It is recommended that this work be supplemented by studies which:

- (c) Identify the contribution to the Lebanese economy of the Palestine refugee community through their contribution to Lebanese GDP, the donor funds that are attracted by their presence and the economic impact of international agency staff and foreign contracted personnel who work with the Palestine refugees on the Lebanese hospitality, travel and retail sectors.
- (d) Identify the opportunity cost to the Lebanese economy of failing to capitalise on the economic potential of the Palestine refugees Community.

**RECOMMENDATION 59:** It is recommended that UNRWA consider the possibility of develop a system for validating and certifying all forms of learning including formal, non-formal and informal learning, so as to improve the employability of Palestine refugees many of whom have been forced to drop-out from education or training.

**RECOMMENDATION 60:** So as to facilitate Life-Long Learning (LLL) and cater for the needs of Palestine refugees, many of whom had interrupted education and training histories, it is recommended that UNRWA consider developing a credit based Qualifications Framework to international standards (such as the EQF/EQAVET), which will allow individuals to get credit for and combine all prior learning so as to provide them with qualifications.

## ANNEX 1 – TERMS OF REFERENCE



### UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST – UNRWA

UNRWA is the United Nations agency responsible for the protection, care and human development of a population of some 4.6 million Palestine refugees living in the Gaza Strip, the West Bank, Jordan, Lebanon, and the Syrian Arab Republic. The Agency is committed to assisting Palestine refugees in maintaining a decent standard of living, acquiring appropriate knowledge and skills, enjoying the fullest possible extent of human rights, and leading a long and healthy life. UNRWA is by far the largest UN operation in the Middle East with over 29,000 staff. Most of the staff members are refugees themselves, working directly to benefit their communities – as teachers, doctors, nurses or social workers.

#### Midterm Evaluation

Location	Lebanon Field Office
Type of Appointment	Consultant
Deadline for Application	26 September 2012
Vacancy Announcement Number	<u>961/2012</u>
Department/Division	Programme Support Office

#### Project background:

The project “Empowerment of Youth at Risk through Job Creation Programme in Areas of Tensions (Lebanon)” was approved in November 2011 with a total budget \$2,002,719 USD distributed among three UN agencies UNRWA, UNICEF and ILO. The project runs by UNRWA. UNRWA and UNICEF involve vocational training, the establishment of a youth empowerment and job creation programme, and micro-credit facilities. In parallel, the ILO works towards the collection and analyses of data on the Palestinian labour force and the improvement of information on the demand-side of the Lebanese labour market. The implementation of the project as a whole is undertaken through a Lebanese national partner, the Lebanese Palestinian Dialogue Committee.

This project falls under the PBF outcome “Revitalize the economy and immediate peace dividends”. Employment schemes and economic growth provide a ‘peace dividend’ which deters the population from engaging in conflict. It falls into the Priority Plan’s second priority, i.e. Areas of Tension”. The Palestinian camps have indeed been identified as areas suffering from chronic instability, with a high potential of further deterioration.

The project encompasses a dual peace building dynamic targeting Palestinians youth between the age of 15 and 24 years old in south and north Lebanon: a peace building dynamic within the refugee community living in the camps, and a second one between the camps and the host economy. Ultimately, it will contribute to reduce the existing animosity between the Palestinian and the Lebanese communities.

#### Project Development Objective:

Through the Immediate Response Facility programme, UNRWA, UNICEF and the ILO will focus on maintaining Palestine refugee youth away from violent paths and having them gainfully occupied, through selected high-impact projects, which would stabilize their socio-economic environment.

#### Key outcomes:

IRF Priority area 3: Revitalize the economy and immediate peace dividends

IRF Outcome 13: Youth empowerment and job creation programmes incorporated in government ministries to overcome persistent and pervasive unemployment that pose an ominous threat to the stability of post-conflict societies.

Accordingly, the project aim to empower Palestine youth and to put in place job creation programme to overcome persistent and pervasive unemployment that pose an ominous threat to the stability of Lebanon. These are achieved through:

Outcome 1: Improved employability of Palestine refugees

Outcome 2: Increased access to job and self-employment opportunities

Outcome 3: Information gap on the labour market supply and demand concerning Palestine refugees in Lebanon addressed

Outcome 4: Cost and feasibility of providing social protection to Palestinians in Lebanon is assessed.

#### Clients of Evaluation

The primary clients of the evaluation are UNRWA, UNICEF and ILO Regional Office for Arab States; and UNRC and Peace building Fund. Secondary clients include other units within UNRWA that may indirectly benefit from the knowledge generated by the evaluation, as well as project beneficiaries and partners.

#### Objectives of the consultancy:

UNRWA has initiated the present midterm evaluation to assess the relevance, effectiveness, and efficiency and the prospective impact and sustainability of project's activities; further, to provide recommendations and accordingly propose corrective measures to PSO and partners on how to enhance those areas.

Hence, the purpose of this midterm evaluation is to:

- Determine/assess if the project achievements so far are inline with its stated objectives, outcomes, and outputs; and explain why/why not, what kind of corrective measures are needed to take place provide guidelines accordingly;
- Assess the proper use of resources against its listed outcomes; ToRs and contracts: are they inline with the project documents and explain why/why not; are the allocated resources utilizing its fund efficiently and explain why/why not;

- Assess the project implementation procedure (operational procedures, selection criteria, procedures for control of projects' implementation) and their influence regarding the project effectiveness;
- Examine the UN joint fund model mainly the coordination between UNRWA, UNICEF and ILO; provide recommendations for the next period;
- Document lessons learned, success stories, and good practice in order to maximize the experiences gained and provide recommendations on how to best utilize them for the next period;
- Provide recommendations on how to build on the progress achieved for this period and ensure that it is going to be sustained by the relevant stakeholders and partners and explain why/why not; and
- Assess the sustainability measures in place that should ensure the benefits of the project's intervention, are going to be continued in the long term, what kind of corrective measures are needed to take place, provide guidelines accordingly.

### Methodology Approach

The mid-term evaluations will use methodologies and techniques as determined by the specific needs for information, the availability of resources and the priorities of stakeholders. In all cases, consultant is expected to analyse all relevant information sources, such as annual reports, project documents, internal review reports, and any other documents that may provide evidence on which to form opinions. Consultant is also expected to use interviews and focus groups as a means to collect relevant data for the evaluation.

The methodology and techniques to be used in the evaluation should be described in detail in the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

### Deliverables

The consultant is responsible for submitting the following deliverables to the PBF Coordinator under the Programme Support Office:

**Draft Final Report (to be submitted within 15 days of completion of the assignment)**

The draft final report will contain the same sections as the final report (described in the next paragraph). It will also contain an executive report that includes a brief description of the project, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. This report will be shared among the Programme Support Office and project partners to seek their comments and suggestions.

**Final Evaluation Report (to be submitted within 10 days of receipt of the draft final report with comments)**

The final report will contain an executive report that includes a brief description of the project, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. This report will contain the following sections at a minimum:

Cover Page

Executive summary

Introduction

Background, goal and methodological approach

Purpose of the evaluation

Methodology used in the evaluation

Constraints and limitations on the conducted midterm evaluation

Description of the project

Clearly identified findings

Levels of Analysis: Evaluation criteria and questions

Conclusions and lessons learned (prioritized, structured and clear)

Recommendations

Summary of potential areas for further investigation and implication for partners' strategies

Annexes

Recommendations: The findings of each evaluation area (relevance, effectiveness, effectiveness, efficiency, impact, and sustainability) should be followed by analysis and conclusion proposing recommendations and corrective measures to be carried out for the next period of the project. The conclusions that are to be presented in a priority order must be clear and practical taking into consideration the project duration, existing resources and political environmental constraints.

Timeline for the evaluation process

Execution phase:

Desk study:

Documents' review (project document, work plan, monitoring plan, financial statements and its related documents such as contracts and ToR, etc.).

Field visits

The consultant will meet all partners and visit the three project partners

The consultant will conduct field visits, interviews, and focus groups with project partners, project staff, project stakeholders, beneficiaries, service providers, etc.

The consultant will be responsible for conducting a debriefing with the key actors he or she has interacted with.

Reporting:

Throughout the assignment the consultant will work under the overall guidance and will report to the Field Programme and Support Officer (FPSO). During the fulfilment of his/her work, the consultant will ensure regular communication with PSO prior to the delivery of expected results. The consultant shall ensure quality and timely delivery of the expected results and will regularly inform FPSO of the progress as well as any obstacles that might occur.

### Final Report

The consultant will deliver a draft final report, (within fifteen days of the completion of the assignment).

The project partners may ask that data or facts that it believes are incorrect be changed, as long as it provides data or evidence that supports its request. The evaluator will have the final say over whether to accept or reject such changes. (Within fifteen days of delivery of the draft final report).

The project partners may also comment on the value judgments contained in the evaluation, but these may not affect the evaluator's freedom to express the conclusions and recommendations he or she deems appropriate, based on the evidence and criteria established.

On the completion of input from the project partners, the evaluator shall decide which input to incorporate and which to omit and submit to the PBF coordinator a final evaluation report within ten days.

Upon completion, the consultant will conduct a stakeholder workshop for dissemination of initial findings.

### Qualifications and Experience:

#### Essential:

Relevant background information in the following areas: Education; Business Management; Economics; International Development; Social Studies.

At least 7 years of professional experience in the assessment, planning, implementation and monitoring and evaluation of projects.

Experience in evaluations in the UN system;

Relevant regional experience preferably working on Palestinian refugee issues in Lebanon;

Experience in facilitating workshops for evaluation findings.

Proven experience in conducting consultancies

Excellent command of written and spoken English.

Excellent analytical skills

#### Desirable:

Ability to work independently

Strong planning and organization skills

Fully proficient computer skills and use of relevant software and other applications

#### CONDITIONS OF SERVICE:

Salary: Salary: at their interview, candidates will be asked what rate they charge.

Contract Duration: 1 month (Not Extendable)

#### EQUIVALENCY

Candidates with an equivalent combination of relevant academic qualifications, professional training and progressive work experience may also be considered.

#### GENERAL INFORMATION

UNRWA is an equal opportunity employer and welcomes applications equally from men and women.

It is Agency Policy to give full consideration to qualified disabled candidates whose disability does not impact their ability to perform the duties and responsibilities of the post.

Priority will be given to fully qualify registered Palestinian refugees.

Prior to the commencement of services, the consultant shall confirm and acknowledge in writing, and provide proof of the existence of, self-procured adequate private insurance against medical, disability and accident for the duration of the contract.

As a member of the United Nations system, UNRWA maintains a close relatives' policy. In this regard, if a candidate has a close relative (mother, father, brother, sister, son or daughter) who is already employed by the Agency, he/she can only be employed if the Agency is unable to find another suitable candidate.

UNRWA staff members with fixed term appointments may not be considered for any consultant/contractor position while in service. Candidates who are no longer employed by the Agency must have a minimum of 3 months break in service before they applying to any consultant/contract positions.

UNRWA is a United Nations organization whose staff are expected to uphold the highest standards of integrity, neutrality and impartiality. This includes respect for human rights, for diversity, and for non-violent means of dealing with all kinds of conflict. UNRWA staffs are expected to uphold these values at all times, both at work and outside. Only persons who fully and unconditionally commit to these values should consider applying for UNRWA jobs. UNWA is a non-smoking working environment.

هي منظمة تابعة للأمم المتحدة، وهي منظمة تفترض من موظفيها الالتزام بأعلى معايير الاستقامة والحياد الأونروا والنزاهة. ويشمل ذلك احترام مبادئ حقوق الإنسان واحترام التنوع وتبني الوسائل غير العنيفة في حل كافة أشكال النزاعات. المتوقع من موظفي الأونروا أن يقوموا بدعم هذه القيم في كافة الأوقات، سواء في أماكن العمل أم خارجه. إن أولئك الأشخاص الذين يتمتعون بالالتزام الكامل وغير المشروط بهذه القيم هم فقط الذين ينبغي أن يتقدموا بطلباتهم للعمل لدى الأونروا. الأونروا هي بيئة عمل لا يسمح فيها بالتدخين.

#### HOW TO APPLY

If you have got the skills and experience required above, and want to make an active and lasting contribution to improving the lives of Palestine refugees, then register on <http://jobs.unrwa.org> by creating a personal profile and completing the UNRWA Personal History Form. Only applications received through this website will be considered. Please



note that UNRWA only accepts degrees from accredited educational institutions. Candidates may also be invited to take a technical exam in order further evaluate their qualifications for the post. *Due to a high volume of applications received, only short-listed applicants will be contacted.* The United Nations does not charge a fee at any stage of the recruitment process. The United Nations does not concern itself with information on bank accounts. For any queries please send an email to: [recruitmentquestions@unrwa.org](mailto:recruitmentquestions@unrwa.org)

Date of issue: 13 September 2012

## ANNEX 2 – MISSION CALENDAR

Workday #	Day/Date/Time	Activities	Remark
1	Mon 05 Nov 12  AM – UNRWA HQ  PM – UNRWA HQ	<ol style="list-style-type: none"> <li>1. Introductory meetings with Lead Partner UNRWA: <ul style="list-style-type: none"> <li>• PBF Coordinator A. Atma</li> <li>• FPSO J. Dellage</li> </ul> </li> <li>2. Security briefing: B. Baker</li> <li>3. Basic Security In The Field Course</li> <li>4. Desk review of documents provided</li> </ol>	Formal start of mission
2	Tue 06 Nov 12  AM- UNRWA HQ  PM – UNDP HQ Downtown Beirut, UNRWA HQ	<ol style="list-style-type: none"> <li>1. Desk review of documents provided</li> <li>2. Introductory meetings with UNRWA implementing staff:</li> <li>3. Introductory meeting with UNICEF cancelled at their request</li> <li>4. Introductory meeting with Mr. R. Gedeon, UNRCO</li> <li>5. Advanced Security in the Field Course</li> </ol>	Focussed on UNRWA Components due to non-approval of evaluation methodology by other partners.
3	Wed 07 Nov 12  AM- UNRWA HQ,  PM-UNRWA HQ	<ol style="list-style-type: none"> <li>1. Desk review of documents provided</li> <li>2. Planning for visit to NTC</li> <li>3. Revision of planning methodology to take into account changes required by UNICEF</li> <li>4. Work on design of e-survey</li> <li>5. Preparation for visit to NTC</li> </ol>	Focussed on UNRWA Components due to non-approval of evaluation methodology by other partners.
4	Thu 08 Nov 12  AM – UNRWA HQ  PM-UNRWA HQ	<ol style="list-style-type: none"> <li>1. Desk review of documents provided</li> <li>2. Planned visit to NTC cancelled due to security problems in area</li> </ol>	Focussed on UNRWA Components due to non-approval of evaluation methodology by other partners.

		3. Work on design of e-survey	
5	Fri 09 Nov 12  AM – UNRWA HQ  PM – UNRWA HQ	1. Desk review of documents provided  2. Introductory meeting with ILO	Planning for ILO & UNICEF components pending expected formal approval of evaluation methodology
6	Mon 12 Nov 12  AM – UNRWA HQ  PM – UNRWA HQ	1. Approval of M&E methodology by all partners 2. Issuance of formal RFIs to each partners 3. Preparation for meetings with UNRWA staff	E-survey cancelled as impractical due to delays in securing approval of methodology by other partners. Work on e-Survey re-used to structure interviews and focus groups.
7	Tue 13 Nov 12  AM – UNRWA HQ  PM - UNRWA HQ	1. Preparation for site visits, initial design of interviews and focus groups 2. Meetings with UNRWA staff: • Mr. M. Farhat • Mr. Z. Kawash 3. Initial analysis of meetings & preparation for following day	Outlined in detail information required for evaluation as per ToR.
8	Wed 14 Nov 12  AM – UNRWA HQ followed by ILO HQ, Hamra  PM – UNRWA HQ	1. Preparation for meeting with ILO 2. Meetings with ILO staff: • Ms. S. Masri • Ms. R. Hokayem • Mr. J.F. Klein 3. Meeting with Ms. S. Omran, ILO 4. Initial analysis of info provided by ILO and Request for supplementary information.	Outlined in detail information required for evaluation as per ToR.
9	Thu 15 Nov 12  AM – UNRWA HQ followed by travel	1. Preparation for visit 2. Visit to UNRWA NTC, Nahr El	North Lebanon Area

	to North Lebanon Area  PM – NLA & UNRWA HQ	Bared Refugee camp 3. Meetings with centre management & staff 4. Focus group with trainees 5. Initial analysis of visit & preparation for following day.	
10	Fri 16 Nov 12  AM – UNRWA HQ followed by UNDP HQ Downtown, Beirut  PM – UNICEF HQ, Hamra & UNRWA HQ	1. Preparation for meeting with UNICEF 2. Meeting with Ms. S. Omran, ILO 3. Meeting with Mr. A. Costy, UNRC 4. Meeting with UNICEF: • Ms. I Castrogiovanni • Ms. A.Obeid • Mr. N. Kaddoura 5. Initial analysis of information received from UNICEF and request for supplementary information	Meeting with UNICEF delayed due to unavailability of UNICEF staff. Outlined in detail information required for evaluation as per ToR.
11	Mon 19 Nov 12  AM – UNRWA HQ followed by Travel to Saida  PM – Ain El Helwe & UNRWA HQ	1. Preparation for visit to Ain El Helwe camp 2. Visit to Ain El Helwe refugee camp GUPW centre and Community Service centre 3. Meeting with GUPW microfinance loan committee 4. Meeting with teacher and Psycho-support counsellor 5. Focus groups with literacy beneficiaries 6. Initial analysis of visit	UNICEF components
12	Tue 20 Nov 12  AM – UNRWA HQ & ILO HQ, Hamra  PM – AUB, Hamra & UNRWA HQ	1. Preparation for meeting with ILO 2. Meeting with A. Costy & J.F Klein (ILO) 3. Meeting with R. Mabsout, AUB 4. Request for supplementary information from ILO	Meeting requested by ILO to define scope of M&E

		5. Initial analysis of meetings	
13	<p>Wed 21 Nov 12</p> <p>AM – UNRWA HQ &amp; Hotel Holiday Inn Verdun PM- Grand Serail, Downtown Beirut &amp; UNRWA HQ</p>	<ol style="list-style-type: none"> <li>1. Preparation for ILO workshop</li> <li>2. Attendance at ILO workshop</li> <li>3. Meeting with PGSC</li> <li>4. Meeting with LPDC</li> <li>5. Initial Analysis of Meetings</li> </ol>	ILO Components
	Thu 22 Nov 12		National Holiday in Lebanon
14	<p>Fri 23 Nov 12</p> <p>AM- UNRWA HQ &amp; Al Majmoua HQ, Mar Elias PM – UNRWA HQ</p>	<ol style="list-style-type: none"> <li>1. Preparation for Field Visit with Al Majmoua in Rashidieh</li> <li>2. Meeting with Manal Hassoun, Al Majmoua</li> <li>3. Initial analysis of information received from Al Majmoua</li> </ol>	UNICEF Components
	Sat 24 Nov 12	1. Field Visit cancelled due to security difficulties	Ashoura
15	<p>Mon 26 Nov 12</p> <p>AM – UNRWA HQ followed by travel to North Lebanon Area PM – North Lebanon Area &amp; UNRWA HQ</p>	<ol style="list-style-type: none"> <li>1. Preparation of visit to NTC</li> <li>2. Visit to NAVTSS, Nahr El Bared Refugee Camp</li> <li>3. Focus group with trainees</li> <li>4. Visit to Association Solidarity, Baddawi Refugee Camp</li> <li>5. Focus group with Literacy students</li> <li>6. Initial analysis of meetings</li> </ol>	UNRWA & UNICEF Components
16	<p>Tue 27 Nov 12</p> <p>AM – UNRWA HQ PM – NPA, Cola &amp; UNRWA HQ</p>	<ol style="list-style-type: none"> <li>1. Preparation for meetings with UNICEF, NISCVT, CRI</li> <li>2. Meeting with UNICEF and NISCVT at NPA: <ul style="list-style-type: none"> <li>• A. Obeid</li> <li>• K. Aine</li> </ul> </li> <li>3. Initial analysis of meetings</li> </ol>	UNRWA & UNICEF cooperation elements
17	Wed 28 Nov 12		UNRWA Components

	<p>AM – UNRWA HQ &amp; CRI HQ</p> <p>PM – UNDP, Downtown Beirut &amp; UNRWA HQ</p>	<ol style="list-style-type: none"> <li>1. Preparation for meetings &amp; field visit to ESC Tripoli</li> <li>2. Meeting with Consultation Research Institute</li> <li>3. Meeting with R. Gedeon, UNRCO</li> <li>4. Initial analysis of meetings</li> </ol>	
18	<p>Thu 29 Nov 12</p> <p>AM – UNRWA HQ followed by travel to North Lebanon Area</p> <p>PM – ESC Tripoli &amp; UNRWA HQ</p>	<ol style="list-style-type: none"> <li>1. Preparation for visit to ESC</li> <li>2. Visit to Employment Services Centre, Tripoli</li> <li>3. Focus Group with Job seekers</li> <li>4. Initial analysis of meetings</li> </ol>	UNRWA Components
19	<p>Fri 30 Nov 12</p> <p>AM – UNRWA HQ</p> <p>PM _ UNRWA HQ</p>	<ol style="list-style-type: none"> <li>1. Preparation for Field visit to Rashidieh Camp</li> <li>2. Begin analysis of evidence</li> <li>3. Request for info to EU delegation re complementary project to ILO components</li> </ol>	
	<p>Sat 01 Dec 12</p> <p>AM – Travelled to Rashidieh Camp, Tyre from Beirut</p> <p>PM – Rashidieh Camp followed by return to Beirut</p>	<ol style="list-style-type: none"> <li>1. Visited UNICEF (via Al Majmoua) training for Microfinance fund beneficiaries</li> <li>2. Meetings with Al Majmoua teacher &amp; GUPW centre staff</li> <li>3. Focus group with trainees</li> </ol>	This was only day I could get to observe training provided by Al Majmoua and meet with beneficiaries
20	<p>Mon 03 Dec 12</p> <p>AM – UNRWA HQ</p> <p>PM - Hotel</p>	<ol style="list-style-type: none"> <li>1. Meeting with UNRWA:Z. Kawash</li> <li>2. Continue analysis</li> <li>3. Preparation for Initial Findings Briefing</li> </ol>	UNRWA Components
21	<p>Tue 04 Dec 12</p> <p>AM – UNRWA HQ</p>	<ol style="list-style-type: none"> <li>1. Meeting with UNRWA: M.</li> </ol>	UNRWA Components

	PM - Hotel	Farhat, Ali Kitimitto, H. Indelicato 2. Continue analysis 3. Preparation for Initial Findings Briefing	
22	Wed 05 Dec 12  AM – UNRWA HQ  PM – UNRWA HQ & UNDP HQ	1. Initial Findings Briefing 2. Final meeting with PBF Coordinator 3. Final meeting with FPSO J. Dellage 4. Final meeting with A. Costy & R. Gedeon	Formal end of mission

## **ANNEX 3 – PERSONS/GROUPS INTERVIEWED**

### **OFFICE OF THE UN RESIDENT COORDINATOR FOR LEBANON**

Mr. Alexander Costy  
Mr. Rony Gedeon

### **LPDC STAFF**

Ms. Lina Hamdan

### **PROJECT STAFF**

Ms. Abir Atma, Project coordinator

### **UNRWA Staff**

Mr. Jeremie Dellage, FPSO  
Mr. Ziad Kawash  
Mr. Majd Farhat  
Mr. Ali Kitimitto  
Mr. Rabieh Fakry  
Mr. Hisham Esper  
Ms. Helen Indelicato

### **UNICEF Staff**

Ms. Isabella Castrogiovanni  
Ms. Amal Obeid  
Mr. Nasser Kaddoura

### **ILO Staff**

Mr. Jean Francois Klein  
Ms. Sawsan Masri  
Ms. Rania Hokayem  
Ms. Sahar Omran

### **FIELD VISIT 1 - NTC**

#### **Management/Staff at NTC**

Mr. Ahmed Nasser, Acting Principal  
IT teacher  
Business studies teacher

#### **Participants in Student Focus Group at NTC**



2 first year students and 2 second year students (50% male/50% female)

**FIELD VISIT 2 – NAVTSS, NBC & SOLIDARITY ASSOCIATION, BADDAWI**

Vocational Training Centre

Centre manager

Centre accountant

Teacher - Air Conditioning

Teacher – Lift technology

Teacher - welding

Focus group – welding

Community Service Centre Staff

Manager

Teacher - Literacy training

Focus Group – Literacy Training

6 trainees – 3 males and 3 females, mixed ages

**FIELD VISIT 3 – GUP-W, AIN EL HILWEH**

Microfinance initiative

Revolving Microcredit Facility- Loan Committee

Community Service Centre - Literacy Training and Counselling

Centre manager

Centre psychological counsellor

Teacher - Literacy training

Focus group

8 trainees – 4 males and 4 females, mixed ages

**FIELD VISIT 4 – ESC TRIPOLI**

ESC staff

ESC Supervisor

Registration officer

Counsellor

Outreach officer

Participants in Jobseeker Focus Group at ESC Tripoli

14 Jobseekers – 2 males and 12 females, mixed ages

**FIELD VISIT 5 – AL MAJMOUA TRAINING, RASHIDIEH CAMP**

Centre manager

Teacher – Entrepreneurship training (Al Majmoua)

Focus group

20 trainees –male and female, mixed ages.

**CONSULTANTS INTERVIEWED**

Al Majmoua -	Ms. Manal Hassoun
CRI -	Mr. Redha Hamdan
Independents	Dr. Ramzi Mabhout
	Mr. Samih Geha

**ANNEX 4 –PROGRAMMATIC AND FINANCIAL REPORTING FROM THE THREE AGENCIES (UNRWA, UNICEF, AND ILO) AS OF END OF END OF OCTOBER 2012:**

Outcomes / Outputs	Indicators	Responsible Agency	Involved Parties	Baseline	Programmatic Monitoring		Target	Source of Verification	Financial Reporting in US Dollar		
					Q3 2012- end of October	comments			Q3 2012 - end of October	Total Budget	Description of fund
<b>OUTCOME 1: Improved employability of Palestine refugees</b>	Percentage of graduates working in a job in related to their studies.	UNRWA and UNICEF	UNRWA and UNICEF	zero				Annual and quarter reports	458,309.10	1,086,309.00	
<b>Output 1.1: Palestine refugees gain technical and marketable skills through the provision of skill training courses.</b>	1.1.1 Number of young adults with no qualifications graduate from short skill training courses.	UNRWA	UNRWA PSO	zero	110	Accumulative Q	100	Annual and quarter reports	114,632.00	241,275.00	Training courses, transportation, salaries for project manger, project officer and PBF coordinator
	1.1.2 Number of youth graduate from TVET courses delivered by North Training Centre.	UNRWA	UNRWA PSO	zero	171	Accumulative Q	400 (200 per year)	Annual and quarter reports	212,950.00	419,106.00	NTC: staffing, equipment, consumable supplies, electricity, reference books, production of open day, insurance, recreational activities, rent, internet connection, gas oil and other costs.
	1.2.1 Percentage of UNRWA VTC instructors trained on updated teaching methods.	UNRWA	UNRWA PSO	zero	31%	Accumulative Q	100%	Annual and quarter reports	4,800.00	60,000.00	STC: Trainer (Consultant), training fees
<b>Output 1.2 Palestine youth are better integrated to the labour market through improved TVET curricula, improved</b>	1.2.2 Percentage of UNRWA VTC curricula updated as per the labour market requirements.	UNRWA	UNRWA PSO	zero	0	Accumulative Q	100%		40,000.00	50,000.00	Accreditation Consultant

teaching methodology, and better equipment.	1.2.3 Percentage of the curricula is taught in UNRWA VTC with modern equipment.	UNRWA	UNRWA PSO	zero	0	Accumulative Q	80%		56.00	125,928.00	STC Equipment
Output 1.3: Prospects for marginalized adolescents and youth enrolment in quality vocational training and employment schemes increased	1.3.1 Number of Palestine youth benefiting from literacy courses	UNICEF	UNICEF, consultant & Implementing partner	zero	176 (65% boys and 35% girls)	Accumulative Q	100 (70% boys and 30% girls)	UNICEF monthly reports, Annual and quarter reports, Registration records, training material and evaluation forms	33,977.10	60,000.00	Sub-contract NGO, Contract consultant, Workshops & transportation, Communication
	1.3.1 Percentage of improvement among marginalized girls and boys in literacy			zero	30%	Accumulative Q	50% improved	UNICEF monthly reports, Annual and quarter reports, test score			
	1.3.2 Number of community service centres provide support to out-of-school and working children	UNICEF	UNICEF, consultant & Implementing partner	zero	7	Accumulative Q	7	UNICEF monthly reports, Annual and quarter reports, Registration and access records	51,894.00	90,000.00	Sub-contract NGO, Workshops & transportation, Communication
	1.3.2 Number of marginalized girls and boys benefiting from the services provided in the community centres			zero	124 (65% boys and 35% girls)	Accumulative Q	100 (70% boys and 30% girls)	UNICEF monthly reports, Annual and quarter reports			
	1.3.2 Percentage of improvement among marginalized girls and boys on PSS			zero	30%	Qualitative assessment reports submitted	30% improved, 100% reports submitted	UNICEF monthly reports, Annual and quarter reports, evaluation form			
	1.3.3 Number of NGO staff receiving training on	UNICEF	UNICEF, consultant & Implementing partner	zero	Training will start end Sept 2012	Accumulative Q	30	UNICEF monthly reports, Annual and quarter reports, Assessment of NGOs report, training material, Registration records & evaluation forms	0.00	40,000.00	Sub-contract NGO, Workshops & transportation, Communication
	1.3.3 Percentage of satisfactory level among trainees			zero	No data yet	Qualitative assessment reports submitted	40% satisfied, 100% reports submitted				

JP OUTCOME 2: Increased access to job and self- employment opportunities	percentage of Palestine Refugees registered in ESC placed in stable jobs	UNRWA and UNICEF	UNRWA and UNICEF	zero				Annual and quarter reports	196,595.00	504,391.00	
<b>Output 2.1: Palestine youth graduates are better integrated to the labour market through apprenticeship and improved employment services</b>	2.1.1 Number of youth enrolled in apprenticeship schemes.	UNRWA	Employment unit, ESC Staff, in coordination with P.M TVET, PBF coordinator	zero	34.00	Accumulative Q	100	Annual and quarter reports, ESC weekly and monthly reports	10,875.00	45,000.00	Monthly stipends for apprentices (150\$ for 3 Months)
	2.1.2 Percentage of women participation in apprenticeship.	UNRWA	Employment unit, ESC Staff, in coordination with P.M TVET, PBF coordinator	zero	29.4% ( 10 Out of 34)	Accumulative Q	20%				
	2.1.3 Percentage of jobseekers registered who are referred to job opportunities	UNRWA	Employment unit, ESC Staff, PBF coordinator	zero	102.8 % of registered job seekers were referred to job opportunities. 542 were referred to job opportunities while 518 were registered in the database.	Accumulative Q, JS from old database are still approaching ESC (service continuation)	80%				
	2.1.4 Number of jobseekers who are registered and number who are placed by the ESC in the North.	UNRWA	Employment unit, ESC Staff, PBF coordinator	zero	527 registered and 99 placed	Accumulative Q	450 registered, 100 placed				
	2.1.5 Percentage of job placements are qualified as quality jobs.	UNRWA	Employment unit, ESC Staff, PBF coordinator	zero	45% (45out of 99)	Accumulative Q	50%				
									81,235.00	131,791.00	Salaries, and running costs of the ESC in the north

	2.1.6 Percentage of vacancies identified and listed by the ESC are easily available to jobseekers.	UNRWA	Employment unit, ESC Staff, PBF coordinator	zero	100%	Accumulative Q	100%				
	2.1.7 Percentage of ESC beneficiaries are women	UNRWA	Employment unit, ESC Staff, PBF coordinator	zero	49.20%	Accumulative Q, Number of women who received counselling	30%				
<b>Output 2.2: Support provided to Palestine refugees for the development of business</b>	2.2.1 Number of Palestine Refugees who will benefit from access to training on entrepreneurial skills.	UNRWA	UNRWA PSO (Employment unit, ESCs, Socioeconomic Advisor, Self-employment officer)	zero	0	Accumulative Q	60	Implementing partners and self employment officer: Monthly reports, Quarterly reports	42,360.00	130,600.00	Consultant, business formation funds, equipment, transportation, salary for self employment officer
	2.2.2 Number of CMF that will be established in southern area	UNRWA	UNRWA PSO (Employment unit, ESCs, Socioeconomic Advisor, Self-employment officer);implementing partners	zero	2	Accumulative Q	4		10,000.00	112,000.00	salary socioeconomic advisor, training provider, support for loan distribution
	2.2.3 Number of Palestine Refugees who will develop their own businesses	UNRWA	UNRWA PSO (Employment unit, ESCs, Socioeconomic Advisor, Self-employment officer)	zero	0	Accumulative Q	60		0.00	10,000.00	support to SMEs
<b>Output 2.3: Support to special hardship families and youth is provided through Micro enterprises and youth employment schemes</b>	2.3.1 Number of micro-enterprises that are set up by youth and/or special hardship families	UNICEF	UNICEF & Implementing partner	zero	0.00	Accumulative Q	120 (including 60% women and 40% men)	UNICEF monthly reports, Annual and quarter reports, Application and Registration records	20,000.00	30,000.00	Sub-contract NGO, Workshops & transportation, Communication
	2.3.2 Guidelines/ standards procedures on micro-credit for NGOs are developed	UNICEF	UNICEF, consultant & Implementing partner	zero	1.00	Accumulative Q	1	UNICEF monthly reports, Annual and quarter reports, guidelines	21,625.00	25,000.00	Contract consultant, Workshops & transportation,

								material			Communication
	2.3.2 Number of NGOs staff & committee members trained on the developed guidelines.			zero	18.00	Accumulative Q	20	UNICEF monthly reports, Annual and quarter reports, registration record, evaluation form, consultant report			
	2.3.3 Number of youth trained on business and entrepreneurial skills, funds management and accounting	UNICEF	UNICEF, consultant & Implementing partner	zero	Training will start end Sept 2012	Accumulative Q	40 (20 girls and 20 boys).	UNICEF monthly reports, Annual and quarter reports, registration record, consultant report			Sub-contract NGO, Contract consultant, Workshops & transportation, Communication
	2.3.3 Percentage of satisfactory level among marginalized girls and boys on business entrepreneurial skills			zero	No data yet	Accumulative Q	50%	UNICEF monthly reports, Annual and quarter reports, evaluation form, consultant report	10,500.00	20,000.00	
<b>JP OUTCOME 3: The information gap on the labour market supply and demand regarding Palestine refugees is addressed</b>	A quality and reliable data on the Palestinian labour force is made available, A comprehensive report on labour market information is available with specific identification of labour market information (LMI) gaps on the demand side	ILO	ILO					Labour force survey report, quality control report, labour market report	32,126.01	136,000.00	
<b>Output 3.1: Quality data on Palestine refugees employment (labour force survey) is produced</b>	3.1.1 Percentage of statistical measures and procedures (interview techniques, data checks, coding, training of interviewers, etc.) to control and monitor quality of labour survey data are designed and implemented	ILO	ILO	zero	100% (Technical work is completed and payments are in process	Qualitative assessment report submitted	100% Measures and procedures are implemented	ILO Monthly reports, ILO Quarterly reports, Quality control methodology, Survey report/results	0.00	8,000.00	Consultant, Subcontract
	3.1.2 Percentage of the mechanisms to respond to data problems or flaws established and used (re-interviewing, dealing with non-response and sampling	ILO	ILO	zero	100% (Technical work is completed and payments are in process	Qualitative assessment reports submitted	100% respond mechanisms to data flaws are used		6,600.00	8,000.00	Consultant, Subcontract

	errors, etc.)										
	3.1.3 Percentage of Quality control measures implemented	ILO	ILO	zero	90%	Accumulative Q	100% measures to check quality control (data review, meeting discussions, etc.) are implemented		18,130.00	20,000.00	Consultant, Subcontract
<b>Output 3.2: Labour market information at local levels collected, analysed, validated and made available</b>	3.2.1 Available LMI collected	ILO	ILO	zero	30%	Accumulative Q	100% completed	ILO Monthly reports, ILO Quarterly reports, Quarterly reports, Annual reports, Analysis report, Specific labour demand reports, Focus group reports, Research reports, Work plan		45,000.00	Consultant, Subcontracts
	3.2.2 Analysis on gaps available	ILO	ILO	zero	0	Accumulative Q	100% completed		0.00		
	3.2.3 Number of focus groups meetings organized with employer and other stakeholders	ILO	ILO	zero	0	Accumulative Q,	At least 6				
	3.2.4 Number of research targeting specific sectors/local communities undertaken	ILO	ILO	zero	0	Accumulative Q	At least 2 to 3		253.11		
	3.2.5 Percentage of available data made accessible	ILO	ILO	zero	40%	Accumulative Q	100%		7,142.90	25,000.00	Consultant, Equipment
	3.2.6 Number of workshops organized to disseminate results	ILO	ILO	zero	0	Accumulative Q	2		0.00	20,000.00	Workshops
	3.2.7 Number of Labour demand reports are available	ILO	ILO	zero	0	Accumulative Q, Qualitative report submitted	100%		0.00	10,000.00	Consultant, Subcontract
<b>OUTCOME 4: Cost and feasibility of providing social security to Palestine refugees is assessed</b>	A study on social protection schemes for Palestine refugees prepared	ILO	ILO/CEP					ILO Monthly reports, ILO Quarterly reports, Quarterly reports, Annual reports, MOL annual reports	36,110.90	145,000.00	
<b>Output 4.1: Cost and feasibility of different policy options for providing social security to</b>	4.1.1 Number of Policy options identified	ILO	ILO / CEP	zero	100%	Accumulative Q	2-3 policy options are recommended	ILO Monthly reports, ILO Quarterly reports, Quarterly reports, Annual reports, MOL annual reports	10,400.00	15,000.00	Consultant, Subcontract
	4.1.2 Number of workshops organized	ILO	ILO / CEP	zero	0	Accumulative Q	1		10,000.00	15,000.00	Workshops



Palestine refugees is assessed.	4.1.3 Percentage of the Study completed, discussed and disseminated	ILO	ILO / CEP	zero	85%	Accumulative Q, Qualitative report submitted	100 % of Assessment finalized, discussed and disseminated			15,710.90	115,000.00	Personnel, Consultant, Subcontract
	4.1.3 Percentage of adoption of the recommended policy			zero		Qualitative report submitted	20% of recommended policy is adopted					

#### Total budget for all three partners

Description	Sub Total	PSC	Total
Total UNRWA budget excluding PSC	1,325,700	92,799.00	1,418,499.00
Total UNICEF budget excluding PSC	265,000	18,550	283,550.00
Total ILO budget excluding PSC	281,000	19,670.00	300,670.00
Overall Budget for all partners excluding PSC	1,871,700	Total with PSC	2,002,719.00

#### Total spending summary for all three partners:

Description	Total
Latest UNRWA spending without PSC	400,129.00
Latest UNICEF spending without PSC	45,937.10
Latest ILO spending without PSC	37,396.01

## ANNEX 5 - JOINT WORK PLAN / 22 Nov 2011 - 21 May 2013 (FINAL APPROVED)

Empowerment of youth at risk through job creation programmes in areas of tensions  
Joint Work Plan / 22 Nov 2011 - 21 May 2013

Empowerment of youth at risk through job creation programmes in areas of tensions																								
Joint Work Plan / 22 Nov 2011 - 21 May 2013																								
Targets per outputs		Activities					Time Line															Budget		
JP OUTCOME 1: Improved employability of Palestine refugees																								
Output 1.1: Palestine refugees gain technical and marketable skills through the provision of skill training courses.																								
Targets per outputs		Activities		2011		2012												2013					Budget	
				11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	Description	Amount
1.1.1 100 young adults with no qualifications graduate from short skill training courses		Perform a mapping of TVET training providers and contract selected providers based on the best offers																				Training courses, transportation, salaries for project manger, project officer and PBF coordinator	241,275	
		Carry out an outreach campaign at camps and gatherings for the first intake of trainees																						
		Select beneficiaries for the first intake																						
		Enrol 45 trainees, maintaining 20% of women's participation.																						
		Follow up on theoretical and practical training sessions for the first and second intakes																						
		Conduct meetings with trainees																						
		Conduct meetings with instructors																						
		Evaluate curricula for the first training term on the basis of job market requirements as reported by the ESCs.																						
		Conduct a mid-term evaluation of training courses for the first intake of trainees																						
		Conduct a final evaluation of training courses for the first intake of trainees																						
		Determine on-the-job training hosting parties in coordination with the ESCs for the first intake trainees																						
		Determine the term courses for the second intake of trainees																						
		Evaluate curricula for the second training term on the basis of job market requirements as reported by ESCs.																						
		Second intake for 60 trainees to start training in August 2012 ending in April 2013, maintaining 20% of women's participation.																						
		Conduct a mid-term evaluation of training courses for the second intake of trainees																						
Conduct a final evaluation of training courses for the second intake of trainees																								
1.1.2 400 youth graduate from TVET courses delivered by North Training Centre (200 per year)		Determine on-the-job training hosting parties in coordination with ESCs for the second intake trainees																						
		Enrol 200 trainees into TVET courses at North Training Centre																						
		Implement training plans for various trade courses																						
		Conduct a mid-term evaluation for the first and second year courses																						
		Evaluate curricula in response to job market needs, in coordination with the ESCs																						
		Assess, update, adapt and implement new curricula																						
		Determine on-the-job training hosting parties for all trainees in coordination with the ESCs																						
		Conduct end of school year examinations																						
		Place trainees in one month apprenticeship schemes with hosting parties																						
		Plan for the second school year intake																						
		Enrol 200 trainees for the second year of training																						
		Follow up on the theoretical and practical training sessions																						
Assess and update the training curricula according to job market needs																								
Subtotal 1.1																					660,381			
Output 1.2: Palestine youth are better integrated to the labour market through improved TVET curricula, improved teaching methodology, and better equipment.																								
Targets per outputs		Activities		2011		2012												2013					Budget	
				11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	Description	Amount
1.2.1 100% of UNRWA VTC		Conduct a training assessment for instructors at STC and NTC																				STC: Trainer (Consultant),	60,000	
		Map training providers in Lebanon in light of instructors' training needs and prepare a																						

instructors trained on updated teaching methods.	comparative list of potential training providers																	training fees	
	Determine the instructors' training plan and prepare the training agenda																		
	Contract selected training providers																		
	Train TVET Centre instructors on the new curricula and usage of equipment																		
	Conduct a final evaluation on the impact of the training of trainers																		
1.2.2 100% of UNRWA VTC curricula updated as per labour market requirements	Evaluate available curricula on the basis of job market requirements																	Accreditation Consultant	50,000
	Conduct a comparative analysis of the UNRWA TVET curricula and the Lebanese curricula																		
	Redesign the existing curricula and design the new curricula																		
	Train instructors on the new curricula as well as the Competence Based Training - CBT- approach																		
	Follow up on the acquired new training skills																		
	Conduct a final evaluation of the impact of the implementation of the new curricula																		
1.2.3 80% of the curricula is taught in UNRWA VTC with modern equipment	Prepare a list of equipment needed in light of curricula updating and enrichment																	STC Equipment	125,928
	Procure equipment on the basis of the List of Requirements -LORS- prepared by the TVET Centres' management																		
Subtotal 1.2																			235,928

[illegible]



Output 2.3: Support to special hardship families and youth is provided through micro enterprises and youth employment schemes																							
Targets per outputs	Activities	2011		2012												2013					Budget		
		11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	Description	Amount	
2.3.1 120 micro-enterprises are set up by youth and/or special hardship families (including 60% of women and 40% of men)	Consult UN agencies on the joint programme																				Sub-contract NGO, Workshops & transportation, Communication	30,000	
	Identify the implementing partner																						
	Finalize the work plan and Issue the contract																						
	Identify the young people and special hardships families																						
	Initiate the set up of micro-credit enterprises																						
	Set up the micro-credit enterprises																						
2.3.2 Guidelines and operational standard procedures on micro-credit for NGOs are developed	Consult UN agencies on the joint programme																				Contract consultant, Workshops & transportation, Communication	25,000	
	Draft TORs and bidding for consultant to document and develop operational standard guidelines																						
	Contract the consultant																						
	Develop guidelines and training material on entrepreneurship skills (funds management and accounting)																						
	Finalize the guidelines based on validation and consultation meetings																						
	Disseminate the standards																						
	Conduct capacity building of the NGOs , young people and Master trainers or coaches																						
	Evaluate the training																						
2.3.3 40 youth trained on business and entrepreneurial skills, funds management and accounting (20 girls and 20 boys).	Consult UN agencies on the joint programme																				Sub-contract NGO, Contract consultant, Workshops & transportation, Communication	20,000	
	Finalize the training material																						
	Identify the young people																						
	Initiate the training on business and entrepreneurship, funds management and accounting																						
	Implement the loans and microcredit training for young people																						
	Conduct a communication campaign and finalize documentation																						
	Conduct an assessment																						
Subtotal 2.3																					75,000		
OVERALL BUDGET: Outcome 2																					225,000		
JP OUTCOME 3: The information gap on the labour market supply and demand regarding Palestine refugees is addressed																							
Output 3.1: Quality data on Palestine refugees employment (labour force survey) is produced																							
Targets per outputs	Activities	2011		2012												2013					Budget		

		11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	Description	Amount
3.1.1 Statistical measures and procedures (interview techniques, data checks, coding, training of interviewers, etc.). to control and monitor quality of labour survey data are designed and implemented	Design and implement quality control measures and procedures to control quality of labour force survey data																				Consultant, Subcontract	8,000
3.1.2 Mechanisms to respond to data problems or flaws established (re-interviewing, dealing with non-response and sampling errors, etc.)	Establish mechanisms to respond to data problems or flaws																				Consultant, Subcontract	8,000
3.1.3 Quality control measures implemented	Implement quality control measures																				Consultant, Subcontract	20,000
Subtotal 3.1																					36,000	
Output 3.2: Labour market information at local levels collected, analyzed, validated and made available																						
Targets per outputs	Activities	2011		2012												2013					Budget	
		11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	Description	Amount
3.2.1 Available LMI collected	Collect market information data																				Consultant	5,000
3.2.2 Analysis on gaps available	Analyze and assess gaps																				Consultant	5,000
3.2.3 At least 6 focus groups meetings organized with employer and other stakeholders	Assess employment needs (research targeting specific sectors in the South) and organize focus group meetings (approx. six) with local employers to assess demand of skills																				Consultant	45,000
3.2.4 At least 2-3 research targeting specific sectors/ local communities undertaken																						
3.2.5 2 workshops to disseminate results organized	Organize two workshops to disseminate and discuss results of labour market information gaps and labour market demands																				Workshops	10,000
3.2.6 Labour demand reports available	Publish research on labour market gaps and employment needs assessment																				Consultant, Subcontract	10,000
3.2.7 Available data made accessible	Establish a labour market information base																				Consultant, Equipment	25,000
Subtotal 3.2																					100,000	
Overall Budget for outcome 3																					136,000	
OUTCOME 4: Cost and feasibility of providing social security to Palestine refugees is assessed																						
Output 4.1: Cost and feasibility of different policy options for providing social security to Palestine refugees is assessed.																						
Targets per outputs	Activities	2011		2012												2013					Budget	

		11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	Description	Amount
4.1.1 Policy options identified	Prepare a financial assessment for providing social security and health coverage to Palestine refugees																				Consultant, Subcontract	15,000
4.1.2 One workshop is organized	Organize a workshop to discuss policy options and findings of the study																				Workshops	15,000
	Conduct a launching event for produced material																					
4.1.3 Study completed	Commission an expert to provide guidance and technical support on methodology and quality of results																				Consultant, Subcontract	15,000
	Recruit a National Officer (Six W/M)																				National Officer	50,000
	Recruit a Programme Assistant (12 W/M)																				Programme Assistant	50,000
Subtotal 4.1																						145,000
Overall Budget for Outcome 4																						145,000

## ANNEX 6 – PROGRESS OF JOINT WORK PLAN AT NOVEMBER 2012

Empowerment of youth at risk through job creation programmes in areas of tensions  
Joint Work Plan / 22 Nov 2011 - 21 May 2013 (Implementation at Nov 2012)

Empowerment of youth at risk through job creation programmes in areas of tensions																						
Joint Work Plan / 22 Nov 2011 - 21 May 2013 (Implementation at Nov 2012)																						
Targets per outputs	Activities	Time Line																		Budget		
JP OUTCOME 1: Improved employability of Palestine refugees																						
Output 1.1: Palestine refugees gain technical and marketable skills through the provision of skill training courses.																						
Targets per outputs	Activities	2011		2012												2013					Budget	
		11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	Description	Amount
1.1.1 100 young adults with no qualifications graduate from short skill training courses	Perform a mapping of TVET training providers and contract selected providers based on the best offers																				Training courses, transportation, salaries for project manger, project officer and PBF coordinator	241,275
	Carry out an outreach campaign at camps and gatherings for the first intake of trainees																					
	Select beneficiaries for the first intake																					
	Enrol 45 trainees, maintaining 20% of women's participation.																					
	Follow up on theoretical and practical training sessions for the first and second intakes																					
	Conduct meetings with trainees																					
	Conduct meetings with instructors																					
	Evaluate curricula for the first training term on the basis of job market requirements as reported by the ESCs.																					
	Conduct a mid-term evaluation of training courses for the first intake of trainees																					
	Conduct a final evaluation of training courses for the first intake of trainees																					
	Determine on-the-job training hosting parties in coordination with the ESCs for the first intake trainees																					
	Determine the term courses for the second intake of trainees																					
	Evaluate curricula for the second training term on the basis of job market requirements as reported by ESCs.																					
	Second intake for 60 trainees to start training in August 2012 ending in April 2013, maintaining 20% of women's participation.																					
	Conduct a mid-term evaluation of training courses for the second intake of trainees																					
	Conduct a final evaluation of training courses for the second intake of trainees																					
Determine on-the-job training hosting parties in coordination with ESCs for the second intake trainees																						
1.1.2 400 youth graduate from TVET courses delivered by North Training Centre (200 per year)	Enrol 200 trainees into TVET courses at North Training Centre																			NTC: staffing, equipment, consumable supplies, electricity, reference books, production of open day, insurance, recreational activities, rent, internet connection, gas oil and other costs.	419,106	
	Implement training plans for various trade courses																					
	Conduct a mid-term evaluation for the first and second year courses																					
	Evaluate curricula in response to job market needs, in coordination with the ESCs																					
	Assess, update, adapt and implement new curricula																					
	Determine on-the-job training hosting parties for all trainees in coordination with the ESCs																					
	Conduct end of school year examinations																					
	Place trainees in one month apprenticeship schemes with hosting parties																					
	Plan for the second school year intake																					
	Enrol 200 trainees for the second year of training																					
	Follow up on the theoretical and practical training sessions																					
	Assess and update the training curricula according to job market needs																					
Subtotal 1.1																					660,381	
Output 1.2: Palestine youth are better integrated to the labour market through improved TVET curricula, improved teaching methodology, and better equipment.																						



Targets per outputs	Activities	2011		2012												2013					Budget	
		11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	Description	Amount
1.2.1 100% of UNRWA VTC instructors trained on updated teaching methods.	Conduct a training assessment for instructors at STC and NTC																				STC: Trainer (Consultant), training fees	60,000
	Map training providers in Lebanon in light of instructors' training needs and prepare a comparative list of potential training providers																					
	Determine the instructors' training plan and prepare the training agenda																					
	Contract selected training providers																					
	Train TVET Centre instructors on the new curricula and usage of equipment																					
1.2.2 100% of UNRWA VTC curricula updated as per labour market requirements	Conduct a final evaluation on the impact of the training of trainers																				Accreditation Consultant	50,000
	Evaluate available curricula on the basis of job market requirements																					
	Conduct a comparative analysis of the UNRWA TVET curricula and the Lebanese curricula																					
	Redesign the existing curricula and design the new curricula																					
	Train instructors on the new curricula as well as the Competence Based Training -CBT- approach																					
	Follow up on the acquired new training skills																					
1.2.3 80% of the curricula is taught in UNRWA VTC with modern equipment	Conduct a final evaluation of the impact of the implementation of the new curricula																				STC Equipment	125,928
	Prepare a list of equipment needed in light of curricula updating and enrichment																					
	Procure equipment on the basis of the List of Requirements -LORs- prepared by the TVET Centres' management																					
Subtotal 1.2																						235,928
Output 1.3: Prospects for marginalized adolescents and youth enrolment in quality vocational training and employment schemes increased																						
Targets per outputs	Activities	2011		2012												2013					Budget	
		11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	Description	Amount
1.3.1 100 Palestine youth benefiting from literacy courses (of which 30% are girls and 70% are boys)	Consult with UN agencies on the joint programme																				Sub-contract NGO, Contract consultant, Workshops & transportation, Communication	60,000
	Identify the implementing partner																					
	Finalize the literacy and PSS training material																					
	Identify the young people and start the project																					
	Conduct training sessions for young people																					
	Identify young people																					
1.3.2 7 community services centres provide support to out-of-school and working children	Conduct a communication campaign and finalize documentation																				Sub-contract NGO, Workshops & transportation, Communication	90,000
	Consult with UN agencies on the joint programme																					
	Identify the implementing partner																					
	Finalize the training material																					
	Identify the young people benefiting from the intervention																					
	Hold refreshment sessions for the service providers at the community service centres																					
1.3.3 Capacity building of NGOs on training and monitoring	Initiate support sessions																				Sub-contract NGO, Workshops & transportation, Communication	40,000.00
	Conduct support sessions for young people																					
	Consult with UN agencies on the joint programme																					
	Identify and recruit a consultant																					
	Identify NGOs to be provided with capacity building																					
	Develop brief training material for the capacity building of the NGOs (Training & Monitoring)																					
	Initiate the capacity building process																					







Output 3.2: Labour market information at local levels collected, analysed, validated and made available																						
Targets per outputs	Activities	2011		2012												2013					Budget	
		11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	Description	Amount
3.2.1 Available LMI collected	Collect market information data																				Consultant	5,000
3.2.2 Analysis on gaps available	Analyse and assess gaps																				Consultant	5,000
3.2.3 At least 6 focus groups meetings organized with employer and other stakeholders	Assess employment needs (research targeting specific sectors in the South) and organize focus group meetings (approx. six) with local employers to assess demand of skills																				Consultant	45,000
3.2.4 At least 2-3 research targeting specific sectors/ local communities undertaken																						
3.2.5 2 workshops to disseminate results organized	Organize two workshops to disseminate and discuss results of labour market information gaps and labour market demands																				Workshops	10,000
3.2.6 Labour demand reports available	Publish research on labour market gaps and employment needs assessment																				Consultant, Subcontract	10,000
3.2.7 Available data made accessible	Establish a labour market information base																				Consultant, Equipment	25,000
Subtotal 3.2																					100,000	
Overall Budget for outcome 3																					136,000	
OUTCOME 4: Cost and feasibility of providing social security to Palestine refugees is assessed																						
Output 4.1: Cost and feasibility of different policy options for providing social security to Palestine refugees is assessed.																						
Targets per outputs	Activities	2011		2012												2013					Budget	
		11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	Description	Amount
4.1.1 Policy options identified	Prepare a financial assessment for providing social security and health coverage to Palestine refugees																				Consultant, Subcontract	15,000
4.1.2 One workshop is organized	Organize a workshop to discuss policy options and findings of the study																				Workshops	15,000
	Conduct a launching event for produced material																					
4.1.3 Study completed	Commission an expert to provide guidance and technical support on methodology and quality of results																				Consultant, Subcontract	15,000
	Recruit a National Officer (Six W/M)																				National Officer	50,000
	Recruit a Programme Assistant (12 W/M)																				Programme Assistant	50,000
Subtotal 4.1																					145,000	
Overall Budget for Outcome 4																					145,000	

**ANNEX 7 - ADDITIONAL MEASURABLE INDICATORS AND  
ADDITIONAL MEANS OF VERIFICATION PROPOSED**

	Additional Measurable Indicator/Target Proposed	Additional Means of Verification Proposed
Outcome 1.1 – Target 1 (Young adults with no qualifications graduate from short skill trainings courses)	<ul style="list-style-type: none"> <li>(a) The list of Short-skills Courses and the basis for their selection.</li> <li>(b) Standard of each course</li> <li>(c) Minimum attainment target for each course.</li> <li>(d) Minimum attendance target for each course participant.</li> <li>(e) The number of participants (by gender) taking part in each short-skills course (to be named).</li> </ul>	<ul style="list-style-type: none"> <li>(a) Course syllabi</li> <li>(a) The name, gender and any contact details for each participant.</li> <li>(b) Participation statistics for each participant.</li> <li>(c) Semi-structured interview with sample of participants selected by evaluator.</li> <li>(d) Review of examples of course work/assessment exercises</li> </ul>
Outcome 1.1 – Target 2 (400 youth graduate from TVET courses delivered by North training centre)	<ul style="list-style-type: none"> <li>(a) The list of TVET Courses and whether they are existing or new courses.</li> <li>(b) Standard of each course</li> <li>(c) The number of participants (by gender) taking part in each short-skills course.</li> <li>(d) Minimum attainment target for each course.</li> <li>(e) Minimum attendance target for each course participant.</li> </ul>	<ul style="list-style-type: none"> <li>(b) Course syllabi</li> <li>(e) The name, gender and any contact details for each participant.</li> <li>(f) Participation statistics for each participant.</li> <li>(g) Semi-structured interview with sample of participants selected by evaluator.</li> <li>(a) Review of examples of course work/assessment exercises</li> </ul>
Outcome 1.2 – Target 1 (100% of UNRWA VTC instructors trained on updated teaching methods)	<ul style="list-style-type: none"> <li>(a) Name of teaching skills updating course, course originator and course standard.</li> <li>(b) The number of courses to be given, the geographical location for each course and target number of participants (by gender and VTC) for each course session.</li> <li>(c) Minimum attainment target for the course.</li> </ul>	<ul style="list-style-type: none"> <li>(c) Course syllabus</li> <li>(a) The name, gender, VTC, employment status (permanent, fixed contract or Daily Paid) and any contact details for each teacher to receive up-skill training.</li> <li>(b) Course statistics (no. of courses, location of courses, name of trainers, no. of participants etc.)</li> </ul>

	(d) Minimum attendance target for the course participant.	(c) Participation statistics for each participant. (d) Semi-structured interview with sample of participants selected by evaluator. (e) Review of examples of course work/assessment exercises
Outcome 1.2 – Target 2 (100% of UNRWA VTC curricula updated as per the labour market requirements)	(a) Prioritised list of courses to be upgraded, by whom and to what standard. (b) Target number of courses to be upgraded	(a) List of courses upgraded and to what standard, (b) Existing and Upgraded course syllabus (c) Name and contact details of person who upgraded each course.
Outcome 1.2 – Target 3 (80% of the curricula is taught in UNRWA VTC with modern equipment)	(a) Prioritised list of equipment requirements for each course on upgrade list and the basis for its listing. (b) Equipment provision target for each course location (e.g. % of locations teaching course provided with equipment)	(a) List of equipment purchased and distributed to each location. (b) Field visit to selected locations to verify.
Outcome 1.3 – Target 1 (100 Palestine of youth benefiting of literacy courses (of which 30% are girls and 70% are boys).	(a) Structure and standard of the course (b) The number of participants (by gender & location) taking part in each literacy course (c) Minimum attainment target for each course. (d) Minimum attendance target for each course participant.	(d) Course syllabus (e) The name, gender and any contact details for each participant. (f) Name and qualifications of literacy teacher (g) Participation statistics for each participant. (h) Semi-structured interview with sample of participants selected by evaluator. (i) Review of examples of course work/assessment exercises
Outcome 1.3 – Target 2 (7 community services	(a) Number and location of community services	(a) Centre statistics (b) Field visit to centres

centres provide support to out-of-school and working children)	centres providing support to out-of-school and working children (b) No. of children supported (c) Is the centre a new centre or an existing centre (d) Services offered	(c) Focus group of beneficiaries selected by evaluator
Outcome 1.3 – Target 3 (Capacity building of NGOs on training and monitoring)	(a) NGOs to be assisted (b) Target no. of staff to be trained (c) Training course types and standard of course	(a) Course syllabi (b) Names of staff to receive capacity building, qualifications, role, employment basis, length of service with NGO (c) Name and qualifications of training provider
Outcome 2.1 – Apprenticeship scheme (Target 1. 100 youth enrolled in apprenticeship schemes. Target 2. Women participation in apprenticeship is equal or more than 20% of total number of youth involved.)	(a) No. and gender of participants in apprenticeship schemes (b) No. of apprentices who achieved employment offers post training	(a) Names, gender and contact details of all apprentices and their employers
Outcome 2.1 – ESC Performance (Target 3. 80% of jobseekers registered are referred to job opportunities Target 4. Approximately 450 jobseekers are registered and 100 are placed by the ESC in the North. Target 5. At least 50% of job placements are qualified as quality jobs Target 6. All vacancies identified and listed by the ESC are easily available to jobseekers. Target 7. 30% of ESC beneficiaries are women.)	(a) Target number of jobseekers per gender registered in NLA (b) Registered jobseekers advised of relevant vacancies (c) Target no. of registered jobseekers to receive counselling, guidance, CV preparation etc. (d) Employer contact targets (e) Target percentage. of ESC referrals (f) Target percentage. of placements arising from ESC referrals (g) Target percentage. of placements relevant to	(a) Focus group with jobseekers selected by evaluator (b) Interviews/Focus group with employers selected by evaluator to whom ESC referred and/or placed registered jobseekers



	<p>jobseekers education or training</p> <p>(h) Follow up targets with jobseekers and employers</p>	
<p>Outcome 2.2 – Target 1 (60 Palestine Refugees will benefit from access to training on entrepreneurial skills.)</p>	<p>(a) Self-employment officer appointed (by agency as appropriate)</p> <p>(b) Target no. of Palestine Refugees to receive training on entrepreneurial skills.</p> <p>(c) Target no of trainees who established own business</p>	<p>(a) Names, contact details of trainees</p> <p>(b) Name &amp; contact details of self –employment officer(s)</p> <p>(c) Interview with self-employment officer(s)</p> <p>(d) Names, contact details, location and type of business established by trainee</p> <p>(e) Focus group of trainees/entrepreneurs selected by evaluator</p> <p>(f) Field visit to selected businesses established by trainees</p>
<p>Outcome 2.2 – Target 2 (4 CMF will be established in southern areas) &amp; Target 3 ( A total of 60 Palestine Refugees will develop their own businesses)</p>	<p>(a) Target no. of CMF to be established in southern areas</p> <p>(b) Size of each CMF and the target no of loans to be disbursed per time frame</p>	<p>(a) Name, location, size of fund and no. of loans disbursed</p> <p>(b) Name, contact details and loan details of beneficiaries.</p> <p>(c) Focus group of beneficiaries selected by evaluator</p> <p>(d) Field visit to selected businesses established via CMF</p>
<p>Outcome 2.3 – Target 1 (120 micro-enterprises are set up by youth and/or special hardship families (including 60% of women and 40% of men))</p>	<p>(a) Target no. of micro-enterprises established by gender and location</p>	<p>(a) Name, contact details, gender and status (marginalised youth or special hardship case family member) of beneficiary</p> <p>(b) Field visit to selected micro-business</p> <p>(c) Focus group with selected entrepreneurs</p>
<p>Outcome 2.3 – Target 2 (Guidelines and operational</p>	<p>(a) Guidelines and operational standard</p>	<p>(a) Copy of the guidelines</p> <p>(b) Interview with originator</p>

standard procedures on micro-credit for NGOs are developed)	procedures on micro-credit for NGOs are developed (b) Origin, standard or reference model for micro-finance guidelines/SOPs applicable	or commissioning manager
Outcome 2.3 – Target 3 (40 youth trained on business and entrepreneurial skills, funds management and accounting (20 girls and 20 boys)).	(a) Target. no., gender, location of youth trained on business & entrepreneurial skills, funds management & accounting (b) Target standard, length, locations of the beneficiaries, qualifications of teachers (c) Target no. of beneficiaries who have own business or start on business after training	(a) Name, contact details, gender of beneficiary (b) Focus group with selected trainees (c) Interview with teachers
Outcome 3.1 (Target 1. Statistical measures and procedures (interview techniques, data checks, coding, training of interviewers, etc.). to control and monitor quality of labour survey data are designed and implemented Target 2. Mechanisms to respond to data problems or flaws established (re-interviewing, dealing with non-response and sampling errors, etc.) Target 3. Quality control measures Implemented)	(a) Interpretation report on Labour Force Survey that informs stakeholders on implications of survey data on improving employability of Palestine refugees	(a) Dissemination workshop with project partners on Labour force survey
Outcome 3.2 (Target 1. Available LMI collected Target 2. Analysis on gaps available)	(a) Liaison workshop with ESC personnel and other project partners on requirements from Labour Market Analysis	(b) Workshop held

<p>Target 3. At least 6 focus groups meetings organized with employer and other stakeholders</p> <p>Target 4. At least 2-3 research targeting specific sectors/ local communities undertaken</p> <p>Target 5. 2 workshops to disseminate results organized</p> <p>Target 6. Labour demand reports available</p> <p>Target 7. Available data made accessible</p>		
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## ANNEX 8 – RELEVANT LINKS

### PBF LINKS

Multi-Donor Trust Fund	<a href="http://mtdf.undp.org">http://mtdf.undp.org</a>
PBF Peace Building Fund	<a href="http://www.unpbf.org">www.unpbf.org</a>
Gateway Multi Trust Fund	<a href="http://mptf.undp.org/factsheet/fund/PB000">http://mptf.undp.org/factsheet/fund/PB000</a>
PBF Lebanon Project page	<a href="http://mptf.undp.org/factsheet/project/00080345">http://mptf.undp.org/factsheet/project/00080345</a>

### PROJECT PARTNER LINKS

UNRWA	<a href="http://www.unrwa.org/">http://www.unrwa.org/</a>
UNICEF	<a href="http://www.unicef.org/infobycountry/lebanon.html">http://www.unicef.org/infobycountry/lebanon.html</a>
ILO Regional office for Arab States	<a href="http://www.ilo.org/arabstates">www.ilo.org/arabstates</a>

### NGO PARTNER LINKS

NAVTSS	<a href="http://www.undp.org.lb/partners/ngos/NGOSearchAc.cfm?Acronym=NAVTSS">http://www.undp.org.lb/partners/ngos/NGOSearchAc.cfm?Acronym=NAVTSS</a>
NISCVT	<a href="http://www.socialcare.org/Default.aspx">www.socialcare.org/Default.aspx</a>

### LITERACY LINKS

Programme - Adult Literacy Using Information Technology (ALIT) Language of Instruction Arabic Funding Rothmann Family Foundation and UNESCO	<a href="http://www.unesco.org/uil/litbase/?menu=4&amp;programme=30">http://www.unesco.org/uil/litbase/?menu=4&amp;programme=30</a>
Implementing Organization ECE - Electrical and Computer Engineering Department, Faculty of Engineering and Architecture, American University of Beirut	<a href="http://www.aub.edu.lb/fea/ece/Pages/default.aspx">http://www.aub.edu.lb/fea/ece/Pages/default.aspx</a>
Literacy Gate	<a href="http://www.researchgate.net/publication/26463730_Adult_Literacy_using_Information_Technology">http://www.researchgate.net/publication/26463730_Adult_Literacy_using_Information_Technology</a>
id 21 education highlights, Literacy pulls people out of poverty, 2005	<a href="http://www.dfid.gov.uk/R4D/PDF/Outputs/IDS/education1-literacy.pdf">http://www.dfid.gov.uk/R4D/PDF/Outputs/IDS/education1-literacy.pdf</a>
UK department for International Development, Adult Literacy Briefing	<a href="http://www.dv-international.de/files/dfidbriefliteracyfinal080811.pdf">http://www.dv-international.de/files/dfidbriefliteracyfinal080811.pdf</a>

### ENTREPRENEURSHIP LINKS

Lebanese Entrepreneurship Site	<a href="http://www.entrepreneurslebanon.com/">http://www.entrepreneurslebanon.com/</a>
Online Social Entrepreneurship Course	<a href="http://www.uniteforsight.org/social-entrepreneurship-course/">http://www.uniteforsight.org/social-entrepreneurship-course/</a>

**QUALIFICATION FRAMEWORK LINKS**

European Qualifications Framework	<a href="http://www.entrepreneurslebanon.com/">http://www.entrepreneurslebanon.com/</a>
European Quality Assurance in Vocational Education and Training	<a href="http://www.eqavet.eu/gns/home.aspx">http://www.eqavet.eu/gns/home.aspx</a>

## Appendix 2: Final Evaluation Report



### PEACEBUILDING FUND

### FINAL INDEPENDENT EVALUATION PROJECT OF EMPOWERMENT OF YOUTH AT RISK THROUGH JOB CREATION PROGRAMME IN AREAS OF TENSION IN LEBANON



### FINAL REPORT

**Wael Zakkar**

September 2013

### List of Abbreviations

BC	Beddawi camp
CBO	Community Based Organisation
CEP	Committee for the Employment of Palestinians
CMF	Community Management Fund
EHC	Ein El Helweh Camp - Saida
ESC	Employment Services Centre
GDTVET	General Directorate of Technical and Vocational Education and Training
GUPW	General Union of Palestinian Women
ILO	International labour Organisation

IRF	Immediate Response Facility - PBF
LPDC	Lebanese Palestinian Dialogue Committee
MoE	Ministry of Education
MoL	Ministry of Labour
MPTF	Multi-Partner Trust Fund
M&E	Monitoring and Evaluation
NAVTSS	National Association for Vocational Training and Social Services
NBC	Naher Al Bared Camp
NGO	Non-Governmental Organization
NTC	North Training Center
PBF	Peace-Building Fund
PBSO	Peace-Building Support Office
PRF	Peace-building and Recovery Facility-PBF
PSO	Programme Support Office - UNRWA
PSS	Psycho-Social Support
PWD	People with Disability
SG	Secretary General of the United Nations
STC	Siblin Training Center
ToR	Terms of Reference
ToT	Training of Trainers
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nation Development Programme
UNICEF	United Nations Children's Fund
UNRCO	United Nations Resident Coordinator Office
UNRWA	UN Relief & Works Agency

## **Table of Content**

	<b>Page</b>
<b>A-Executive Summary</b>	
<b>5</b>	
<b>B-Evaluation Background and Methodology</b>	
<b>18</b>	
<b>C- Relevance and Strategic Fit of the Project</b>	
<b>20</b>	
C.1-Project Planning process	20
C.2- Extent of national ownership	20
C.3- Extent of harmony with national development needs and plans	21
C.4-Validity of the design	22
<b>D- Management Arrangements</b>	
<b>23</b>	
D.1- Project management structure, coordination and implementation mechanisms	23
D.2-Coordination and complementarity among agencies	
<b>24</b>	
D.3- Monitoring and Evaluation mechanism	27
<b>E-Effectiveness</b>	
<b>29</b>	
<b>Outcome 1: Improved employability of Palestinian refugees</b>	
<b>29</b>	
E.1-Short term training courses	
<b>29</b>	
E.2-TVET courses	31
E.3-Improved curricula, teaching and accreditation	33
E.4-Provision of literacy courses	
<b>35</b>	
E.5-Community Support Center services	
<b>37</b>	
<b>Outcome two: Increased access to job and self-employment opportunities</b>	
<b>38</b>	
E.6-Apprenticeship	38
E.7-Employment	39
E.8-Self employment	40
<b>Outcome 3: The information gap on the labor market and demand regarding Palestine refugees is addressed</b>	
<b>43</b>	
E.9-Labor Force survey	
<b>42</b>	
E.10-Labour Market Survey	42



<b>Outcome 4: Cost and feasibility of providing social security to Palestine refugees is assessed</b>	<b>42</b>
E.11-Assessment of cost and feasibility of providing social security to Palestine refugees	42
<b>F-Sustainability</b>	<b>43</b>
F.1- National and Local ownership	43
F.2- Institutionalization and standardization	44
F.3- Leadership Capacity Building	45
F.4- Capacity of national and local partners to maintain the benefits of the project	45
F.5- Success stories that could be raised at the up-stream level	45
<b>G-Constraints and Opportunities</b>	<b>47</b>
G.1-Constraints	47
G.2-Opportunities	47
<b>H-Lessons Learned</b>	<b>48</b>
<b>I-Recommendations</b>	<b>51</b>
I.1-General recommendations	51
I.2-Recommendations according to project component	52
<b>J-Annexes</b>	<b>55</b>
Annex 1-List of persons interviewed	56
Annex 2-List of field visits and focus group discussions	58
Annex 3-List of documents reviewed	60
Annex 4- Terms of Reference	62

## **A-Executive Summary**

The issue of the empowerment and employment of young refugees is complex, as it involves many facets, including refugee rights, the extent of vulnerability of the youth being targeted, human development, vocational rehabilitation, labour laws and practices, labour market trends, societal and employer attitudes and so forth. In other words, it is an issue that is located at the nexus of peace building, social convention and labour market activity.

On this basis, the project of “empowerment of youth at risk through job creation programmes in areas of tension” aimed at implementing a number of multidimensional interventions – including upstream, downstream, centralized and local forms of intervention – in order to address the empowerment and employment of young Palestinian refugees in Lebanon. Some of the interventions aimed at improving the national context in terms of the existing labour laws applying to Palestine refugees, while other interventions intended to build the capacity of Palestinian youth, reducing the eventual risk factor through economic empowerment and their inclusion in the job market, hence providing models to be replicated in the future.

The complexity of the project and its extensive horizontality and multidimensionality necessitated three UN organizations joining together in response to PeaceBuilding Fund (PBF) funding that became available to support peace building objectives and projects in Lebanon. The purpose of joining together was to upscale past and present initiatives and take advantage of existing structures and local partnerships that had been previously established by each of these UN organizations.

The project was ambitious, and may even have been too ambitious in terms of the definition of its final objective, when the geopolitical complexity of Lebanon in general is taken into account, as well as the complexity of the situation and status of Palestinian refugees. For example, there are several volatile and disruptive external factors which may escalate at any time and which hamper all development efforts and initiatives. The recent escalations in Saida and Tripoli illustrate this.

The project also adopted a view that poverty and unemployment were the exclusive factors which would trigger political mobilization and violence in the youth context. However, theories today tend to emphasize the concept of vulnerability, a broader and more multifaceted concept encompassing feelings of inequality, risk and insecurity, in addition to poverty. In terms of concrete implementation, this means that job placements for youth are not necessarily creating the conditions which will reduce the frustration of youth and to deter them from eventually becoming engaged in violence, for example, when employment is combined with overwork, poor payment and exploitation.

Furthermore, the project did not adequately emphasize the concept of social inclusion for Palestinian refugee youth within the larger Lebanese community; this lack of emphasis led to the replication of cases in which activities (such as vocational training, stages of empowerment, and obtaining employment or becoming self employed) all take place exclusively within a Palestinian circle, thereby entrenching ghettoization.

To reach its objectives, the project included a wide range of components. From a conceptual point of view, these addressed the necessary aspects to tackle the need for a system of rehabilitation and to promote the employment and self employment of Palestinian refugees. Although there was a performance mechanism to coordinate matters among the three implementing agencies – through an inter-agency executive committee that used to meet on a monthly basis – there was no such coordination mechanism at field level. This led to a lack of complementarity among the different components, which was concretized in many cases in which individuals benefited from certain components provided by one agency, but did not profit from other relevant and even crucial components that were being provided by another agency. In other words, the agencies failed to make the entire system function as a single holistic and integrated unit, despite establishing the engines of the system and getting them to work separately at different speeds and various (often high) levels of performance.

The goal of the project was to bring about a transformation in the life of Palestinian refugee youth and to achieve multiple success stories. The typical model would be to target a Palestinian youth belonging to a vulnerable group, be they male or female, educational drop outs, marginalized or without hope. The intention

would then be to bring about a transformation of their whole life by allowing them to benefit from a combination of components of “the system”, namely: short term vocational training, TVET courses combined with literacy courses, Psycho-Social Support and community center services. Next, they would receive support in either finding a good job opportunity through the ESC (job placements or apprenticeships), or in launching their own successful business activity, through obtaining business and entrepreneurship capacity building and coaching combined with micro loans. In more than a year and a half of implementation, the project did achieve significant success stories in line with this model. This evaluation was an opportunity to measure the extent of change that adequate intervention could bring to lives that used to be hopeless. The change and transformation of the life of these youths, as expressed by themselves or their parents, absolutely necessitate that this project be replicated, albeit while improving its mechanisms and taking advantage of the lessons learned.

In particular, it will be necessary to set up a coordination mechanism and a referral system in each zone of implementation, as well as a holistic database allowing tracking of each individual beneficiary of the project. It is important to build bridges with Lebanese stakeholders at the decentralized level, and an advocacy strategy and action plan should be conceptualized at the national level to promote the rights of Palestinians and Palestinian workers. The sustainability factor should also be considered in a subsequent phase of the project through Lebanese national ownership of the project; this would involve a key ministry, such as the Ministry of Labour, in the planning and management of the project, working on the institutionalization aspect, and upstream capacity building with regard to the question of Palestinian refugee rights and their labour rights.

The subsequent project phase should also work on raising good practice and success stories to the upstream level in order to transform policy. In light of the performance of the different components, further emphasis should be put on the short training courses, which should be expanded due to their positive impact. The TVET course should be tailored more to the needs of the market, and the accreditation that has been requested by the project for the STC – through a formal process with the Lebanese Ministry of Education – must absolutely be obtained for both the STC and NTC. If a decision is taken to maintain the NTC, it should be relocated to outside of Naher Al Bared camp to allow for cohesion between the broader local Lebanese community and the young Palestinian trainees and management of the center. It will therefore be necessary to aim for the NTC to become a center of excellence and regional dynamism for both the Palestinian and Lebanese local community and business community. In terms of NTC (as well as STC) sustainability, the creation of production and services units related to the center should be considered.

As for the apprenticeship component, it is necessary to consider increasing the selectivity criteria for apprentices based on their expectations and targeted profession and sector, and to consider holding apprenticeships only outside of the camps and increasing their duration to four or five months. At the level of employment and placement, more emphasis should be put on decent working conditions. The component of self employment, including business coaching and micro-credit, must be enlarged.

On another level, a policy brief must be finalized and raised to the upstream level on the basis of the Labour Force survey. The labour market survey must be completed and updated on a regular basis so that it can be used as an efficient tool to plan vocational training in line with the needs of the market, as well as to orient job placements. Finally, the work on policy options to provide social security for Palestine refugees has to continue, through raising findings to the upstream level and continuing targeting niches for further progress.

## Key Findings and Priority Recommendations

Relevance and strategic fit of the project	
Key Findings	Priority Recommendations
<p><b>Extent of national ownership:</b> The project was planned through coordination between UNRWA, UNICEF and ILO. The Lebanese government was not involved in the planning and design process.</p> <p>Although ILO involved the Ministry of Labour in the implementation of its component, this ministry was not concretely involved in the project executive committee.</p>	<p><b>Extent of national ownership:</b> It is necessary for the Lebanese government to be involved in the planning process of the project from the beginning.</p> <p>Any future project should involve the Ministry of Labour, as it is related to the project area of intervention in the planning, management, monitoring and evaluation of the project.</p>
<p><b>Extent of harmony with national development needs and plans</b></p> <p>The project came about in response to the vital need for the employment of Palestinian refugees, as the latter, despite their longstanding presence in Lebanon, remained excluded from the social and economic life of the country.</p>	<p><b>Extent of harmony with national development needs and plans</b></p> <p>Continuous support from the international community and donors through a PBF project of this type is urgently required and must continue.</p>
<p><b>Validity of the design</b></p> <p>The project assumed that the placement and referral of Palestinian job seekers in training and employment would automatically contribute to conflict resolution and dialogue between Palestinian refugees and the Lebanese community. There was not enough emphasis on decent working conditions and social inclusion.</p>	<p><b>Validity of the design</b></p> <p>More emphasis should be put on decent working conditions and the social inclusion aspect in the design of the project and its activities.</p>
Management Arrangements	
Key Findings	Priority Recommendations
<p><b>Project management structure, coordination and implementation mechanisms</b></p> <p>An inter-agency executive committee was established to monitor project implementation. It was composed of medium level executive programme officers from the three implementing agencies, in addition to the UNRCO and a project coordinator, and played an active and constructive role in coordinating project activities at the central level. No steering committee was established at the higher up-stream level to supervise the implementation of the project.</p> <p>A project coordinator hired by UNRWA also played a positive role in terms of coordinating project activities.</p> <p>Different agencies relied on various capable local partners: specifically, local NGOs with wide and accumulated experience and know-how in each of their respective areas.</p> <p>However, implementation of the different components was too vertical. Complementarity among the three agencies and the different components was very weak at field level. The lack of a local project coordinator for each geographic area</p>	<p><b>Project management structure, coordination and implementation mechanisms</b></p> <p>A steering committee should be established at the up-stream level to supervise the implementation of the project and ensure policy coordination of the project, and should include a senior representative of the Lebanese government.</p> <p>The executive inter-agency committee should be maintained in any future replication of the project, and should retain the same modality of work and function.</p> <p>It would be advisable for the project coordinator to be hired by the UNRCO rather than by one of the implementing agencies. This would increase their neutrality and authority in relation to the three organizations.</p> <p>Given the wide sectoral and geographical spread of the project, the appointment of local project coordinators should absolutely be considered in a future project, with a local project coordinator being designated in each geographical zone.</p> <p>A inter-agency referral system should be established for each</p>

<p>compounded this failing.</p> <p>A referral system was not established in each geographical area. Such a system would have helped to ensure complementarity among the agencies in delivering services to the different Palestinian youths and adolescents being targeted, matching the different components offered with the needs of each case. This deficit resulted in many cases of beneficiaries who benefited from one or two components related to one agency, but did not profit from other relevant components related to another agency.</p>	<p>geographical area under the supervision of the local coordinator, in order to ensure complementarity among the different agencies and in order to ensure that each Palestinian could benefit from all services provided by the project, tailored to their individual needs.</p>
<p><b>Monitoring and Evaluation Mechanism</b></p> <p>In line with the Peacebuilding Fund requirements, a system for monitoring and evaluation and reporting was established for the project. Most of the relevant requirements were met.</p> <p>The project document stated that M&amp;E functions would be covered by the project coordinator.</p> <p>An integrated central monitoring project sheet (Excel sheet) was conceptualized by the three agencies as a primary tool for monitoring the progress of project implementation in terms of programmes and finances. The monitoring sheet was updated on a regular basis after each meeting of the inter-executive committee.</p> <p>Although the monitoring sheet was a performance monitoring tool, no Integrated Monitoring and Evaluation Plan was prepared for the project.</p> <p>For field implementation, each agency or each section within each agency had its own monitoring sheet tracking the beneficiaries of each activity. However, there was no complementarity between these different monitoring sheets, even within a single agency. This would have allowed links to be made between different beneficiaries and different activities.</p> <p>No integrated data system was established for the entire project to allow smooth subscription, tracking and follow up in relation to each beneficiary.</p> <p>Although the project took place over a short period (18 months), a Mid-Term Review for the project was carried out and followed by a final evaluation soon afterwards. Both evaluations were managed by the main implementing agency (UNRWA).</p>	<p><b>Monitoring and Evaluation Mechanism</b></p> <p>The project monitoring sheet should be retained as a standardized central sheet and re-used during any subsequent phase.</p> <p>An integrated monitoring and evaluation plan should be prepared for the project covering the different M&amp;E activities to be implemented during the project cycle. The M&amp;E plan should be managed by the M&amp;E officer.</p> <p>An integrated data system should certainly be prepared for the next phase of the project, in order to allow the registration and integration of information about the background of each beneficiary and the dispatching of a serial number, to be followed by referral, monitoring and tracking of the services provided to each beneficiary. Such a data system would enhance the performance of the project and improve the results. It would play a crucial role in ensuring complementarity among the different services provided by the three agencies. It would also facilitate any evaluation of the project.</p> <p>Mid-Term evaluations and final evaluations should be managed by the UNRCO and not by one of the implementing agencies. The eventual project M&amp;E officer must have a key role in the coordination tasks required for the implementation of the evaluation. A consolidated list of all documentation related to the project should be updated on a regular basis and must be prepared and collected from the different agencies and sections far in advance of any subsequent evaluation exercise. The evaluation should be prepared in such a manner as to ensure that there is a preparatory phase and a desk review, with as much documentation as possible being sent to the evaluator preceding the country and field visits. This would provide the evaluator with broader knowledge of the project before the various necessary meetings and field visits take place.</p>
<b>Effectiveness</b>	
<b>Key Findings</b>	<b>Priority Recommendations</b>
<p><b>Short training courses</b></p> <p>The number of short training course recipients (107) surpassed the target objective (100) in quantitative terms. This</p>	<p><b>Short training courses</b></p> <p>The short term training component should be given a particular focus during any future phase due to the large personal benefit the</p>

<p>number included 35 female participants.</p> <p>Different feedback led to the conclusion that there was positive personal change in the dropout adolescents who participated in the short training courses.</p> <p>The areas of training provided (aluminum fabrication, general electrical installation, and hotel management) seem to be in line with market needs.</p> <p>In terms of employment, no monitoring sheets were provided to the evaluator allowing verification of the numbers of adolescents enrolled in short training courses who subsequently found employment.</p> <p>Feedback from meetings with beneficiaries during the field visits indicates that there may be a high employment rate among the graduates.</p>	<p>participants gained from the training itself, as well as their high employability (bearing in mind the vulnerability of the beneficiaries, who were in the drop-out bracket).</p> <p>In line with the M&amp;E recommendations, there should be monitoring and tracking of the linkages between the short training courses and employment. The information deficit should be addressed in any future project.</p>
TVET Courses	
Key Findings	Priority Recommendations
<p>The target for the number of youth graduates to receive TVET training from the North Training Center was surpassed (451 received training, against a target of 400).</p> <p>The beneficiaries interviewed expressed a high level of satisfaction with the courses provided.</p> <p>However, concerns exist regarding the eventual credibility of their diploma in the Lebanese labor market.</p> <p>In terms of employability, no monitoring sheets are available to quantitatively and qualitatively determine the a posteriori employment status of NTC graduates.</p> <p>There are relatively high employment rates among graduates from Electric Installation, Refrigeration &amp; Air Conditioning, Diesel Mechanics, PC Maintenance, and IT, while there are lower employment rates among graduates from Engineering and Business Administration.</p>	<p>Accreditation should be obtained for the UNRWA VTCs diploma (UNRWA have begun this process).</p> <p>Monitoring sheets should absolutely have been made available to track the a posteriori employment status of each NTC graduate. This should have been an inclusive part of the review of the whole monitoring and evaluation system of the project, thereby setting this system on a more solid basis.</p> <p>TVET courses should be better tailored to the needs of the market.</p>
Improved curricula, teaching and accreditation	
Key Findings	Priority Recommendations
<p><b>Capacity building of vocational staff:</b></p> <p>Capacity building and training activities for vocational staff are in two categories: a category focusing on soft skills, and a category focusing on specific technical capacity issues.</p> <p>The documents provided to the evaluator did not allow tracking of the number of instructors who benefited from the different training categories implemented as part of the PBF project.</p> <p>UNRWA adopted an approach of training only instructors with a fixed contract. The argument is that temporary</p>	<p><b>Capacity building of vocational staff:</b></p> <p>All trainers should be included in the programme of capacity building, whether their contract is fixed or temporary.</p> <p>In line with the recommendations of the "Reform and</p>

<p>instructors may leave at any time.</p> <p>It has been noted that fixed instructors represent a limited proportion of the total instructors in the NTC center.</p>	<p>Accreditation of UNRWA's Vocational Training System in Lebanon", UNRWA might have to re-consider the use of fixed term contracts for trainers, and instead use temporary contracts, in order to allow VTC centers to offer courses that are more tailored to the continuously changing needs of the market.</p>
<p><b>Accreditation of UNRWA VTC and updating of the curriculum:</b></p> <p>A study "Reform and Accreditation of UNRWA's Vocational Training System in Lebanon" has been implemented, which offers important recommendations to improve UNRWA's vocational training and accreditation system.</p> <p>UNRWA has begun the process of gaining accreditation from the Lebanese authorities for the STC vocational training center.</p> <p>Based on the recommendations of the study, UNRWA is working on adopting a new curriculum.</p> <p>From the perspective of peace building and building trust between the Palestinian and Lebanese communities, the NTC's location within the Naher El Bared camp is counter-productive, and tends to reinforce the isolation of Palestinian youth within the camp, and worsen the phenomenon of ghettoization.</p>	<p><b>Accreditation of UNRWA VTC and updating of the curriculum:</b></p> <p>The NTC and STC should be amalgamated into a single unit. Effectively, and in terms of administration, the NTC should be a northern branch of the STC, following the same set of norms and standards.</p> <p>Once accreditation is obtained for STC vocational training, similar accreditation should be obtained for the NTC center.</p> <p>The NTC should be relocated so that it is outside the Naher El Bared camp in order to improve and increase the interaction between the local Lebanese community and the center's students, management and instructors.</p> <p>Another suggestion would be for the NTC to become a local center of excellence in vocational training, and to widen the admissions policy to include local Lebanese youth as well as Palestinians. This would increase the interaction between the two groups. Furthermore, by charging Lebanese youth for their vocational training, the center's sustainability would be increased.</p>

## The provision of literacy courses

Key Findings	Priority Recommendations
<p>The number of beneficiaries was far higher than the original target, according to the project monitoring sheet (288 participated in the courses, with an original target of 100). However, one should note that it is difficult to confirm how many of these actually benefitted from literacy courses specifically because of the PBF project, as literacy classes are continuously being organized by local NGO partners. This is external to the existence of the PBF project, and includes different age brackets, including some which are not targeted by the PBF project.</p> <p>In terms of the quality, the students visited during the evaluation showed a lot of progress in terms of writing.</p> <p>Although the UN agencies implementing the project believed that the question of complementarity between literacy courses and the other services provided by the project was addressed by the minutes of meetings, the evaluation found no evidence in the field attesting to such complementarity. There were no monitoring sheets to track literacy course participants who also benefitted from the other project services. Several cases were identified which suggested a lack of complementarity.</p> <p>A literacy manual was developed as part of the project in accordance with a broad participatory approach. It is to be used to train service providers in the different camps. The manual included monitoring and evaluation tools to allow the service providers to assess performance.</p>	<p>A better system for monitoring the literacy classes should be established in line with the project objective and the target beneficiaries.</p> <p>Partnerships should continue with the implementing NGOs, as they seem to have accumulated significant experience and know-how in running literacy courses.</p> <p>Complementarity with other project components should be a goal in the future, to be achieved through the establishment of a project referral system.</p> <p>The literacy manual must be widely distributed and utilized in the different camps.</p>

## Community Support Center services

Key Findings	Priority Recommendations
<p>130 marginalized girls and boys benefited from the services provided by seven community centers. The original target had been set at 100. The services offered included psycho-social support and family follow-up.</p> <p>The services seemed to have brought about improvements in the behavior and attitudes of adolescents targeted.</p> <p>As for complementarity with other PBF components, the same remarks that were made in relation to literacy courses also apply to community services and psycho-social support.</p>	<p>Complementarity with other project components should be targeted through the establishment of a project referral system.</p>

## Apprenticeship

Key Findings	Priority Recommendations
<p>The apprenticeship program did not meet its quantitative enrolment target of 100 (83 young people completed the course) because of a high drop-out rate. This was particularly in evidence in the second intake, in which security concerns were a factor.</p> <p>Benefits seemed to have accrued to those enrolled in these programmes.</p> <p>Most beneficiaries interviewed believed that they needed a longer duration of apprenticeship to acquire technical skills. (This was considered in the beginning by UNRWA, but the timeframe was then reduced to three months upon request of participants in the first intake and in line with the wishes of employers).</p> <p>Female participation was 52.7% (with an original target of</p>	<p>The programme of apprenticeship should continue due to the benefits generated, and particularly the improvements in employability.</p> <p>The duration of apprenticeships might have to be increased to four or five months.</p>



Employment	
Key Findings	Priorities Recommendations
<p>By April 2013, 1,091 job seekers had registered with the UNRWA ESC employment center. 916 of these were referred to various job opportunities (83%). 162 of these were placed in employment (representing 14.8% of total referred), 142 of which were placed directly and 20 of which found jobs as a result of ESC coaching.</p> <p>It is noted that placement within UNRWA still represents a considerable proportion of direct placements (23 cases, or 16.1%).</p> <p>In terms of gender, by the end of April 2013, 48.1% of those who received individual coaching were women. 40.8% of job seekers referred to job opportunities were women, and 46.9% of those who were placed in a job. Meanwhile, nine out of a total of 76 females who found a job did so on their own.</p> <p>These figures reflect concrete barriers and difficulties in securing employment for young Palestinians in the Lebanese labor market.</p>	<p>A more aggressive outreach approach might be necessary which would require an increased number of outreach officers.</p> <p>It will be necessary to consider hiring Lebanese staff from the same geographical area that is covered by the outreach activity of the employment center. The Lebanese staff should have a wider knowledge of the existing local business context and increased networking potential.</p> <p>It will be necessary to reinforce links with the local chamber of commerce and obtain its support in promoting ESC services and Palestinian skills on a win-win basis.</p>
Self Employment	
Key Findings	Priority Recommendations
<p>Training sessions on different aspects of business were provided by a local NGO within the framework of the UNICEF part of the project visited by the evaluator. The recipients were 60 young people from the Ein El Helwe and Rachidiyeh camps (55% boys and 45% girls).</p> <p>There was a high level of satisfaction with the training among the beneficiaries.</p> <p>Most beneficiaries launched or further developed their own business.</p> <p>A Community Management Fund (CMF) has been established in partnership with a local NGO in Ein El Helweh camp. This NGO has previous experience in managing community-based micro-loan programs.</p> <p>Ultimately, there were 122 micro-enterprise beneficiaries from the loans: 70 women and 52 men.</p> <p>The two loan monitoring sheets provided to the evaluator indicate that 41 of the 58 beneficiaries covered opened their businesses inside the camps (70.6%), while 17 of the 58 loans were to support businesses outside the camps.</p>	<p>This component must be strengthened and enlarged, as supporting young Palestinians in creating their own businesses might be more effective than supporting them in finding job opportunities.</p> <p>It will be necessary to consider further incentives to support the establishment of businesses outside the camp.</p>
Labor Force Survey	
Key Findings	Priority Recommendations

<p>A Labor Force Survey has been implemented.</p> <p>Four policy briefs on key issues related to Palestinian employment and social security are being prepared.</p>	<p>Action should be undertaken to raise the four policy briefs to the up-stream level , seeking their integration within national development plans.</p>
<b>Labor Market Assessment</b>	
<p>A labour market assessment is still ongoing; there have been delays due to administrative procedures.</p>	<p>The labour market assessment should be completed in order to provide necessary information to support the design and delivery of vocational and technical training, as well as job placement and ESC action.</p>
<b>Assessment of the cost and feasibility of providing social security to Palestinian refugees</b>	
<p>A working group has carried out a financial assessment calculating the total contributions of Palestinian refugees (including their employers) to the National Social Security Fund, less the benefits received. This report also estimates the cost of extending health care coverage to all Palestinians currently registered with the NSSF.</p> <p>With the support of the LPDC and Norwegian People's Aid, two options were prepared for making legal amendments. The findings of the assessment and the proposed policy options were discussed at a meeting of experts, which in turn offered a set of recommendations of its own. These will be incorporated into one of the four policy briefs mentioned above. The report is available in both Arabic and English, and will be disseminated widely among stakeholders and local partners.</p>	<p>Extensive lobbying action had to be pursued in order to bring about the adoption of one of the two legal amendments.</p> <p>A future phase of the project should consider the implementation of an advocacy strategy to promote the rights – including labor rights – of Palestinians.</p>
<b>Sustainability</b>	
<b>Key Findings</b>	<b>Priority Recommendations</b>
<p><b>National and local ownership</b></p> <p>As a factor in the sustainability of the project, the level of national ownership is very weak and almost nonexistent, as mentioned previously.</p> <p>However, there is partial local ownership in relation to some components, in terms of the role of certain local Palestinian partners. Their role under the PBF project was the continuing re-investment of action and know-how generated by previous projects.</p>	<p><b>National and local ownership</b></p> <p>It is necessary to consider ownership as a key factor in a future project phase.</p> <p>Local ownership should be further enhanced. Local partners should be involved from the beginning in conceptualizing the different components and sub-components that relate to their areas of intervention. The establishment of a local management committee for the project or for the employment of Palestinian refugees should be considered. Such a management committee would operate in each geographic area of project implementation, and would incorporate the involvement of the municipality, the local directorate of labour of the Ministry of Labour, various other directorates involved in the areas of project intervention, and representatives of local NGOs involved in issues of vocational training and the employment of Palestinian refugees.</p>
<p><b>Institutionalization and standardization</b></p> <p>The implementation of the PBF project did not bring added value in the area of improving the institutional framework. This aspect was neglected in the planning and design of the project.</p> <p>At the level of standardization, achievements were registered in the development of a literacy manual within the UNICEF</p>	<p><b>Institutionalization and standardization</b></p> <p>The next phase of the project must consider triggering the establishment of a specific department within the ministry of labour to deal with the issue of Palestinian refugee employment.</p> <p>Support should be provided to the Committee for the Employment of Palestinians (CEP), which is a leading civil society actor which was very active in recent years in defending the right of</p>

component, in the efforts made by UNRWA to secure accreditation for the VTC and to update the curriculum, and in the ILOs' analysis of the cost and feasibility of a number of policy options which would provide social security for Palestinian refugees.	<p>Palestinians to decent work.</p> <p>Further initiatives should be considered in terms of standardization in any future phase.</p>
<p><b>Leadership capacity building</b></p> <p>No training or capacity building was provided to any national Lebanese stakeholders</p>	<p><b>Leadership capacity building</b></p> <p>Any future phase of the project should consider the provision of capacity building or training activities at the upstream level of the Ministry of Labour, the Lebanese Palestinian Dialogue Committee, as well as other ministries such as the Ministry of Social Affairs, the Ministry of Education, etc. Such training should focus on issues related to social inclusion and the vocational training and employment of Palestinian refugees. Such capacity building might consider study tours to countries that have achieved successes in social inclusion and the employment of refugees.</p>
<p><b>Capacity of national and local partners to maintain the benefits of the project</b></p> <p>There is variable capacity of local partners to maintain project benefits across different sectors. However this capacity is generally weak, as most local partners are dependent on donations.</p> <p>However, the technical capacity of certain local partners is sufficient to maintain some of the benefits of the project, specifically those involved in providing short training courses, literacy courses, psycho-social support, and business coaching. The activity of these local actors is long established. On the other hand, the capacity of local partners involved in micro finance is weak in this regard, due to their complete dependence on donor support for such activity.</p>	<p><b>Capacity of national and local partners to maintain the benefits of the project</b></p> <p>It will be necessary for any future project to consider means and approaches which would generate a level of self-reliance on the part of the stakeholders involved.</p> <p>One suggestion is the creation of a production unit which would be linked to the vocational training centers. This would allow trainees, under the supervision of their instructors, to produce products to be sold, or to carry out contract services for the private sector. Another idea, mentioned above, would be to admit Lebanese students to the VTC centers and to collect specific scholarly fees from this cohort.</p>
<p><b>Success stories that could be raised at the up-stream level</b></p> <p>One component of the project which was an example of good practice was the implementation of the short training courses in the north. These should be raised at the upstream level with the goal of reorienting government policy.</p> <p>It is also possible to identify success stories in the business coaching and micro-finance component, which could be used to make a case for adopting a policy of fostering business coaching combined with micro-finance.</p>	<p><b>Success stories that could be raised at the up-stream level</b></p> <p>The involvement of a key national stakeholder such as the Ministry of Labour in a PBF project, in addition to other ministries such as the Ministry of Education, is crucial in order to allow the raising of success stories at the upstream level. This would facilitate their integration into national policy.</p>

## **B-Evaluation Background and Methodology**

The Independent Final Evaluation of the Project “Empowerment of Youth at Risk through Job Creation Programme in Areas of Tension” assessed the results of the project under the five headings of Relevance, Effectiveness, Efficiency, Impact and Sustainability. A set of evaluation questions has been drawn up with the purpose of drawing conclusions about the success of the project in terms of its four strategy approaches: a- Improving the employability of Palestinian refugees; b- Increasing their access to job and self-employment opportunities; c- Addressing the information gap on labour market supply and demand concerning Palestinian

refugees in Lebanon; d- Assessing the cost and feasibility of providing social protection to Palestinians in Lebanon. The evaluation made its assessment based on available evidence, and offered best practices, lessons learned and recommendations resulting from this analysis.

The aims of the evaluation as identified in the ToR are as follows:

- Aim a: To evaluate the extent to which the project achieved its objectives and target outcomes and outputs, and the factors behind achievement and non-achievement.
- Aim b: To assess the project's contribution to reducing the risk that the targeted groups will get involved in future conflicts.
- Aim c: To assess this project's contribution to the stability or instability of the targeted regions.
- Aim d: To determine the extent to which the recommendations which resulted from the midterm evaluation were implemented.
- Aim e: To determine whether the project achieved synergies and complementarity among different UN agencies concerned.
- Aim f: To appraise the impact of the project in terms of its contribution towards meeting the needs of the relevant stakeholders, particularly the direct and indirect beneficiaries.
- Aim g: To determine whether the project is sustainable and what recommendations should be implemented in this regard by UNRWA, UNICEF and ILO, national counterparts, and different stakeholders.
- Aim h: Pinpoint, analyze, articulate and document lessons learned and good practices.

The evaluation was based on an initial desk review, followed by field visits, a series of interviews with stakeholders at the national and local level (Annex 1), and focus group discussions with beneficiary groups in the regions that are the focus of the implementation of the project (Annex 2). It also referred to specific United Nations Evaluation Group standards, and those of the quality evaluation of the OECD/DAC.

The evaluation tried to identify lessons from this project that can be applied more broadly. A key area for investigation is the issue of replicability – can/should the project be replicated elsewhere? Did it really empower youth at risk? How far did it contribute to job creation? To what extent did it trigger self-employment among Palestinian youth? Did it contribute to building bridges between the local Palestinian and Lebanese communities? Did it achieve progress in terms of recognizing the further right of Palestinian to decent work and social protection? Did it really contribute to reducing vulnerability and the risk factors which may lead to tension? What refinements and improvements should be applied before replication takes place? Judgments will also be made about project management and how different UN organizations partnered and coordinated together for the implementation of the project, particularly in the context of tension and peace building.

The evaluation tackled the various stakeholders relevant to the project, and took each of their strengths, weaknesses, capacities, comparative advantages and perspectives into account; it tried to assess the extent to which each of these stakeholders positively affected, within a Theory of Change, the long-term goal of empowerment of youth at risk through a job creation programme in areas of tension.

The limitations faced by the evaluation were particularly in evidence in terms of the timing of the evaluation and staff turnover. The timing selected for the implementation of the final evaluation posed a real challenge. It coincided with the entire month of Ramadan. The shorter working hours during this period imposed constraints on the timing and agenda of meetings, particularly during field visits, and led to inadequate availability of logistical support after 13:00. Staff turnover in the three implementing agencies also created constraints, particularly in terms of analyzing the planning process and programme design.

## **C- Relevance and Strategic Fit of the Project**

### **C.1-Project Planning process**

The project was planned and designed through coordination between UNRWA, UNICEF and ILO. It came about in response to an interest articulated by the UN Peacebuilding Fund (PBF), a Multi-Partner Trust Fund (MPTF) of the Secretary General (SG), to support peace building objectives and projects in Lebanon. As a very short amount of time was given to the three agencies for the design of the project before it was to be submitted for PBF approval, the project document was developed internally in consultation between these three agencies, without consultation with national counterparts. Hence, the planning process was not participatory. In concrete terms, in the context of UN agency norms, this means that no concrete Operational Planning Process was conducted, which would have incorporated a mission by key technical support officials and a planning meeting with stakeholders using the Strategic Impact Framework (SIF) of ILO, or a Programming Process sequence in line with the Programme Policy and Procedure Manual (PPPM) of UNICEF.

The three organizations stated that, in working together on this project, their aim is to join forces in order to upscale some of their past and present initiatives that have already proved successful. The idea is to apply the lessons learned from these experiences and take advantage of the existing structures that have been established by other successful initiatives, instead of building new structures and experiences from scratch. The lessons to be applied and the structures to take advantage of were placed under the PBF outcome: “Revitalize the economy and immediate peace dividends”, with the particular argument being made that employment schemes and economic growth will provide a “peace dividend” which will deter the population from engaging in conflict. The Palestinian camps have been identified as areas suffering from chronic instability, which have high potential for further deterioration. Thus, they fall under the second priority of the Priority Plan, i.e. Areas of Tension. A strategic tenet of the project is expressed as “Employment generation as a way to build trust between the Palestinian and Lebanese communities and consolidate peace”.

To scale up these initiatives, the three UN organizations worked from the beginning on sharing their different experiences related to the employment of Palestinian refugees in Lebanon. These experiences included an ILO/UNRWA project: “Enhancing Local Employment, Skills and Enterprises in Nahr El Bared” implemented between 2008-2010, an ILO project: “Palestinian Women Economic Empowerment Project”, ILO mapping and assessment of VET providers in the south, UNICEF Literacy programmes implemented in Palestinian camps, UNICEF data on Educational Attainment and school drop-out in Poverty Pockets in South Lebanon, various UNICEF and UNRWA micro-credit initiatives, and so forth.

### **C.2 Extent of national ownership**

The Lebanese government was not involved in the planning and design process. The project was marked more by UN ownership than by national ownership. It was only from February 2012 that the three agencies considered the idea of partially involving the Lebanese Palestinian Dialogue Committee (LPDC) in this project by inviting a representative of the LPDC to some of the monthly meetings held by the three partners<sup>1</sup>.

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1) Minutes of the meeting of the project committee, 17<sup>th</sup> February 2012.

It was not until September 2012 that the invitation of the LPDC to the project committee was concretized. Although the ILO involved the Ministry of Labour in the implementation of its component, the ministry was

not included in the project executive committee, despite the fact that the core of the whole project is related to employment and labour. In fact, none of the three implementing agencies acted to involve a key Lebanese ministry in the project executive committee. The Ministry of Labour may have been the most appropriate candidate, given that it is directly related to the question of Palestinian employment.

### **C.3- Extent of harmony with national development needs and plans**

Between 260,000 and 280,000 Palestinian refugees reside in 12 camps and 42 gatherings all around Lebanon. Most of their living conditions are precarious. The Socio-Economic Survey of Palestinian Refugees in Lebanon 2010 describes a state of extreme social exclusion, particularly in camps, which is the space inhabited by about two thirds of Palestinian refugees living in poverty in terms of economic status, housing, health, food security and education. These poverty figures are four times higher than the rest of the Lebanese population. Furthermore, there is limited access to quality services and social protection, in addition to the existence of discriminatory laws and regulations. Through a Deprivation Index based on six components of welfare (good health, food security, adequate education, access to stable employment, decent housing and ownership of essential household assets), the report shows that 40% of Palestinian Refugees living in Lebanon are considered to be deprived.

Despite their longstanding presence in Lebanon, Palestinian refugees remain excluded from key aspects of the social, political, and economic life of the country. They are barred from owning property or practicing certain professions, which is in marked contrast to Palestinian refugees who live in neighboring countries, who are entitled to work in all professions and have the right to own property.

The developmental conditions of Palestinian refugees are very much linked to their employment status. The lack of access to fair job opportunities and decent work is exacerbating the vicious cycle of impoverishment and the precarious conditions that Palestinian endure. The employment conditions of Palestinian refugees reflect the discrimination and abuse they are subject to in the workplace. Most are unprotected and have limited labour rights due to legal restrictions, malpractice or bias.

These conditions are both a consequence of and a factor in the conflict and violence both within and between camps and their surroundings. They are an expression of frustration and exclusion. The fights and clashes that take place on a regular basis in the camps of Ein Elhelweh, or the involvement of that camp in the most recent fights in Saida, not to mention the dramatic episode of Naher El Bared, are all evidence that there is a serious issue that requires the use of various intensive approaches. The project “Empowerment of youth at Risk through Job Creation in areas of tension” is certainly one such approach.

### **C.4-Validity of the design**

With regards to the project of “Empowerment of youth at risk though job creation programme in areas of tension”, there are several remarks to be made in terms of the harmony and validity of the design. Particularly relevant is the main argument of the project, namely, that the employment and empowerment of youth will build trust between the two communities and consolidate peace. This argument builds upon a link between job creation and peace building , as affirmed by the UN secretary general’s approval of the “UN policy for post conflict employment creation, income generation and reintegration 2008”, and more recently by the ILO’s 2010 Guidelines on Local Economic Recovery in post conflict contexts. However, several further remarks are necessary:

The project adopted a view of poverty as the exclusive factor triggering political mobilization and fighting and violence in the context of youth. The thinking is that poverty will be reduced through job creation, and there will be a consequent trend whereby violence is reduced. However, theories today tend to emphasize the concept of vulnerability as a factor in the replication of violence. Vulnerability is a broader and more multifaceted concept in this regard, and encompasses feelings of inequality, risk and insecurity in addition to poverty. According to the Voices of the Poor (World Bank/2000), which was the most extensive survey

commissioned by the World Bank on poverty: “The poor rarely spoke about lack of income, but emphasized instead the importance of cultural identity and social belonging, identifying powerlessness, dependency, shame and humiliation as important aspects of what it means to be poor”.

The implication is that any programme of employment of refugees, if it is not combined with decent work conditions and social inclusion, is not making a sustainable contribution to reducing frustration and the trends eventually leading to violence or political engagement, and is not building sufficient bridges between the refugee and their host community. On the contrary, in the long term such an oversight may enhance feelings of injustice and the choice to attempt to bring about change.

Today’s indicators relating to the working conditions of Palestinians, including the high proportion of placements engendered by the project, reflect the vulnerable and insecure status of Palestinian refugees. They tend to be overworked, poorly paid, often without a written contract, and rarely having access to health coverage, paid holidays, or sick leave. Such conditions still leave the beneficiaries in a condition of vulnerability, and will not create the conditions which would deter youth from eventually becoming politically involved or engaged in violence.

The intention here is to emphasize the fact that the employment approach must be in the context of fair and decent working conditions if it is to be successful. It also must be combined with a larger effort to enhance the social inclusion of Palestinian youth within the broader Lebanese community.

## **D- Management Arrangements**

### **D.1- Project management structure, coordination and implementation mechanisms**

***Absence of a steering committee:*** This project was funded by the Peacebuilding Fund, and although the IRF modalities of this fund do not explicitly require a steering committee to be set up, it was still necessary to establish such a steering committee. This is due to the high level of complexity involved, and because of the sensitivity of the issues relating to Palestinian refugees in Lebanon. To manage this complexity and sensitivity, there was a need for close coordination with the Lebanese government and its different institutions. Furthermore, in practice, the absence of such a committee created a serious vacuum in terms of up-stream supervision and monitoring of project implementation, and also in terms of sustainability and the level of national ownership.

***Role of the UNRC:*** The UNRC is acting as the secretariat of the PBF in Lebanon, and therefore is responsible for general communication with PBSO, providing reports, etc.

***Role of inter-agency executive committee:*** An inter-agency executive committee has been established to monitor project implementation. The committee is composed of medium level executive programme officers and managers from the three implementing agencies, in addition to the UNRCO.

Here it is worth mentioning that no Inter-Agency MOU has been signed among the three agencies, which would emphasize the definition and distribution of roles and duties among them. However, while the lack of such an MOU is not in line with common practices of cooperation among UN agencies, it seems that this did not hamper central inter-agency coordination because of the leading coordination and oversight role played by the UNRCO among the three agencies, as well as the performance of the inter-agency executive committee and the role of the project coordinator.

***UNRWA as lead agency:*** As the UN agency active in the area of Palestinian refugees, UNRWA has been designated as the lead agency in the implementation of the project. This leading role required that UNRWA provide a project manager to assume management of the project, and assign an M&E officer to address the various M&E assignments and obligations. UNRWA also took responsibility for the preparation of regular

reports for the UNRCO, including consolidation of the various work plans and monitoring approaches of the three different agencies into a single document to be provided to the UNRCO.

**Project coordinator:** A project coordinator was hired to ensure proper monitoring and coordination of the project among the three agencies. As UNRWA is the leading agency, it was agreed for the project coordinator to be hired by UNRWA and to be able to work from UNRWA locations. In addition to overseeing the monitoring and reporting functions, the project coordinator organized monthly coordination meetings with UN partners and the RCO to go over the progress of the project and potential challenges. She was also responsible for conducting individual coordination meetings with UN partners, and undertaking field visits to project components on an ad hoc basis. Although the project coordinator was intended to cover the implementation of all three project components (relating to the three partner agencies), the fact that the coordinator was contracted by UNRWA, and is working from the premises of the latter, has meant that the coordinator is seen by the two other agencies as being a member of UNRWA staff. This meant that she did not have a complete margin of manoeuvre in terms of the components relating to UNICEF and ILO. This is why such a position should have been under the auspices of the UNRCO instead of one of the implementing agencies, to enhance the authority, credibility and neutrality of the role among the three agencies. Furthermore, bearing in mind the wide horizontal spread of the project in terms of areas of intervention and geographical sites, it was difficult for a single central coordinator to ensure proper coverage and field follow-up over the implementation period in the context of different activities implemented by different agencies.

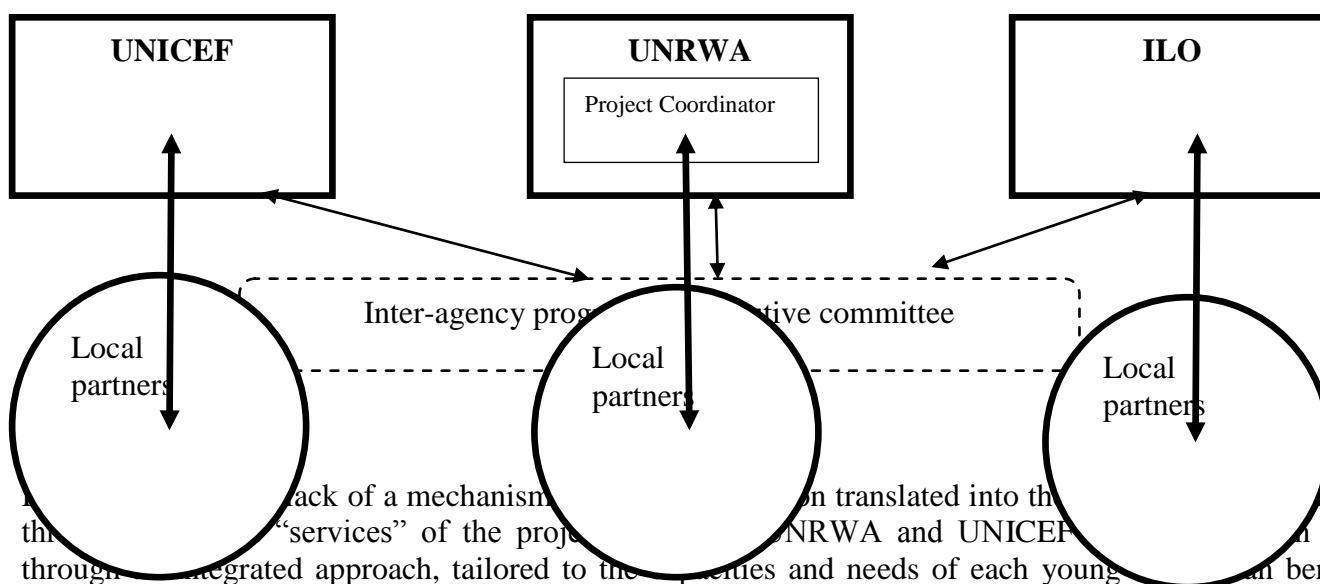
**Partners and service providers:** In order to implement the different activities planned as part of the project, the three UN agencies, particularly UNRWA and UNICEF, relied on a range of different local partners. In the case of UNICEF, these partners were: the Fraternity Association, the General Union for Palestinian Women (GUPW), Beddawi Popular Committee, Al Majmoua, the National Institution for Social Care and Vocational Training (NISCVT), the Palestinian Central Bureau of Statistics (PCBS), and the Solidarity Association. In the case of UNRWA the main local partners were: the National Association for Vocational Training and Social Services (NAVTSS), the Women's Program Association (WPA), Sidon Orphanage Welfare Society (SOWA), and the Science and Culture Foundation (SCF). In the case of ILO the main local partner was the Committee for the Employment of Palestinians (CEP). Most of these local partners have long history and advanced know-how in the provision of assistance, accommodation and different kinds of social services to the Palestinian population. Most of them are long-term partners of UNRWA and UNICEF. The relationship between them and the two implementing UN agencies as part of the PBF project had been regulated through the signature of MoUs. It is noted that these NGOs or CBOs already had solid implementation capacity in their specific areas due to a long and accumulated experience. For example, the National Association for Vocational Training and Social Services (NAVTSS), an UNRWA local partner in the implementation of the short training course in Naher Al Bared Camp, has a long history and accumulated experience in the short training course, dating from 1984. They have a center that is well equipped to provide technical training in fields such as Aluminum Fabrication, General Electric Installation, secretarial skills, and computer programming. They have well-trained trainers with good professional and teaching experience. Each training course they run is based on specific course plan. They have approaches for quality control of their training. Furthermore, the management and the trainers are in continuous contact with the market and are aware of the evolution of technical and skills requirements. They continuously adapt the training programme so that it is tailored to changing market requirements. Finally, the management of NAVTSS also states that they have a comparative advantage as they are included among Palestinian camp societies, and are part of a wide network within these camps, allowing them to deal with their beneficiaries through access to their parents. The NAVTSS highly value their experience of partnership with the UNRWA and TVET section of the PBF project, which know how to optimize and benefit from the technical capacity of the NAVTSS, according to NAVTSS management.

## **D.2-Coordination and complementarity among agencies**



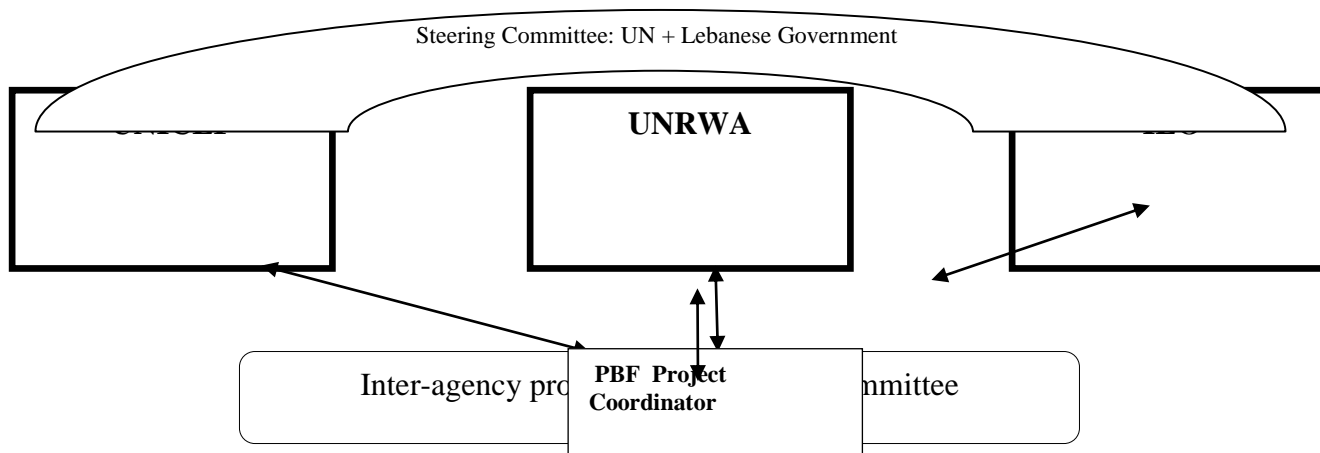
The inter-agency executive committee played a constructive and important role in terms of monitoring the project and coordinating and harmonizing matters at central level among the different agencies. However, at the level of local implementation, it is noted that no coordination mechanisms existed at the geographical level (North/Tripoli – South/Saida – South/Tyr). The implementation of the different programme components was entirely vertical; following the funding modality, each agency undertook project implementation in coordination with its own central office according to the activities planned in the programme along with local partners. However, it is noted that there was no coordination or complementarity at the local level. The field visits of the final evaluation mission were organized with each agency separately, to take place on separate days in the same area. It was revealing that while visiting the Beddawi camp with UNICEF, a community center was visited that was different from the community center in the same camp that had been visited with UNRWA the day before. Furthermore, while interviewing beneficiaries of UNICEF literacy classes and life skills sessions, it seemed that they were unaware of the existence of a center of employment and access to coaching and job placement services provided by UNRWA nearby. At the same time, when interviewing beneficiaries from the apprenticeship component implemented by UNRWA, it was revealing to meet with some apprentices who are in real need of psychosocial support, and who had never been referred to the PSS services that are provided by UNICEF as part of the same project. It was also revealing to meet a participant in the short training course who which is still illiterate but has not benefited from the UNICEF literacy support courses that are available in the same area.

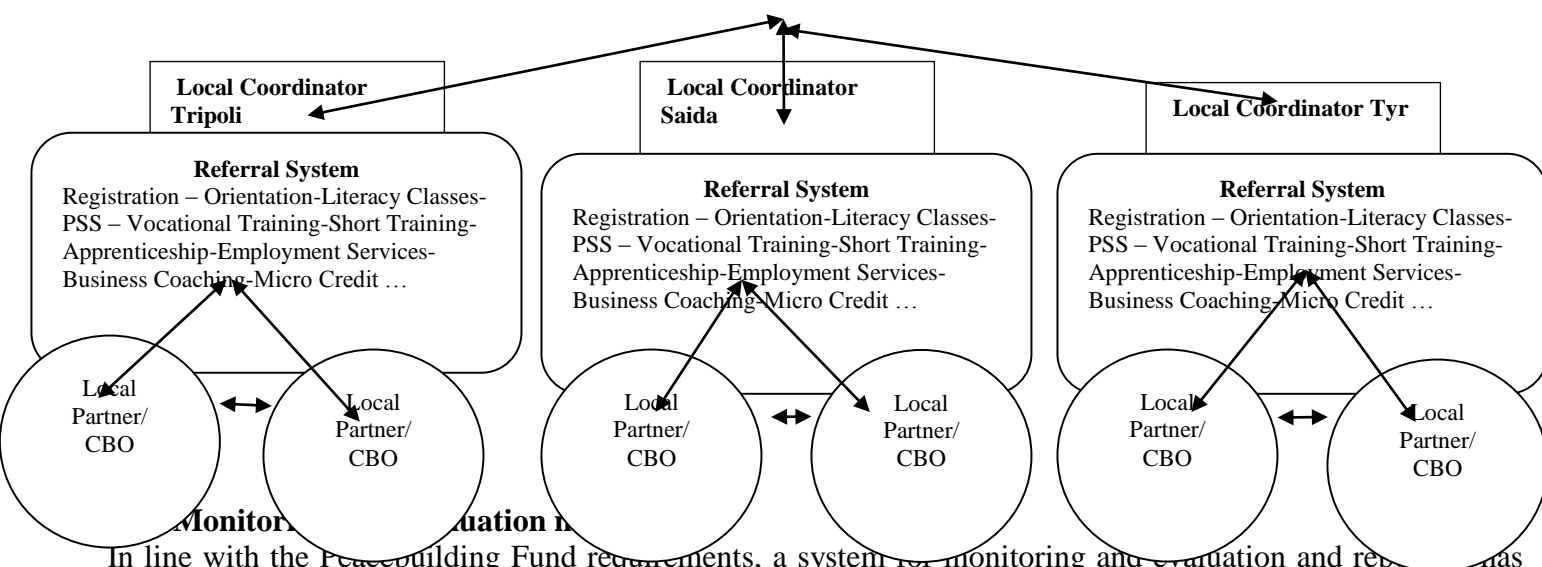
### Implementation structure



A lack of a mechanism for coordination translated into the current system through the “services” of the project implemented by UNRWA and UNICEF. An integrated approach, tailored to the priorities and needs of each young person beneficiary. Such a system would be shaped as follows:

### Eventual PBF project coordination and referral system





In line with the Peacebuilding Fund requirements, a system for monitoring and evaluation and reporting has been adopted for the project. The system includes:

- 1- The establishment of a project committee: an inter-agency project executive committee has been established, gathering together representatives of the three line implementing agencies in addition to a representative from the UNRCO. The committee met on a monthly basis.
- 2- A project coordinator assuming responsibility for integrated Monitoring and Evaluation of the project: she was responsible for implementing monitoring visits to check on the running of the activities, and to meet with beneficiaries and to get their feedback and assess their level of satisfaction.
- 3- The involvement of an M&E officer from each agency at the level of implementation of the components of each agency in line with the respective regulations, rules and procedures of the Recipient UN Organizations.
- 4- A monitoring Sheet: A monitoring excel sheet for the project has been conceptualized by the three agencies, allowing programmatic and financial follow-up in terms of outcomes and outputs. The sheet encompassed different indicators for follow up for the different outcomes and outputs, while specifying the responsible agency, involved parties, baselines, progress in terms of implementation on a quarterly basis, targets, comments and verification sources. The monitoring indicators which have been defined in terms of outcomes and outputs are concise, clear, mostly quantitative, and relevant.
- 5- Reporting: In fact, it is noted that the interagency and MTPF reporting requirements of the project were extensive. Each agency had to submit around 18 reports each year (including monthly, quarterly, bi-annual and annual reports). Although the templates used were straightforward to complete, this nonetheless represented a considerable burden on the project focal points of the different agencies.
- 6- Monitoring systems and sheets at the basic implementation level: M&E systems and sheets were conceptualized at the level of apprenticeship enrollment, Training of Trainers, micro-credit beneficiaries, ESC activities in terms of placement and those who found their own jobs, a list of TVET beneficiaries and short training courses.

Despite the fulfillment of most of the requirements in terms of monitoring and evaluation of the PBF, the following should be noted:

- A- Although the monitoring sheet was a performance monitoring tool, it would have been better for such a tool to be complemented by an integrated monitoring and evaluation plan. Such a plan could have been established for the entire duration of the project and could have encompassed the M&E activities that were to be implemented during the project and their timing, namely: studies and surveys, evaluations (for example, the apprenticeship evaluation, Mid-Term Review, Final evaluation), the development of local Monitoring and Evaluation systems, capacity building and training in M&E, landmark events, and publications.
- B- In terms of Monitoring and Evaluation at the basic, field, and activity implementation level, it is noted:
- B.1-It should have been a requirement to have an M&E system and sheet allowing for follow up on the beneficiaries of the TVET and short training courses in terms of their ability to find employment.
- B.2-It should have necessary to conceptualize a fully integrated data system, allowing for the monitoring of all project beneficiaries, in terms of the sequence of benefits accrued (literacy courses, PSS, TVET courses, short intensive courses, apprenticeships, micro credit, business coaching, employment services, etc.). Such system would have allowed easy monitoring of the combination and complementarity of the services, thus leading to more accurate measuring of their impact.
- C- It is worth questioning the relevance of implementing a Mid-Term Review for a project of such a short deadline (one year and half). Furthermore, its relevance and timing is also in question when a final evaluation is to follow very shortly.
- D- It is true that the project coordinator, the project focal points and Monitoring and Evaluation officers in the different agencies, the project executive committee, and the section chiefs each managed or made efforts to establish monitoring sheets in their respective areas of intervention. Nonetheless, weaknesses in the project's M&E system as a whole were noted. This was especially apparent in the multiple and varied systems for monitoring and evaluation which were established within the project. Each was tailored to a specific activity or component, and there was no harmony or linkages between them. This is sure to impact the capacity to follow up on the impact of the project. Finally, the absence of a specific monitoring and evaluation officer for the whole project raises a serious constraint for any evaluation assignment relating to the project as a whole. This is concretized by the requirement to deal with a wide variety of inter-agency sources in order to collect the information, monitoring sheets and reports relating to the implementation of the project. This is principally the case within the main implementing agency, where each section that is responsible for a particular activity has its own sheet or form of documentation. No list of the various documents and monitoring sheets has been compiled. These are reports that could have been provided in advance to an evaluator for desk review.

## E-Effectiveness

### **Outcome 1: Improved employability of Palestinian refugees**

#### **E.1-Short term training courses**

The short term courses targeted unqualified and drop-out children living in the poorest areas. The target was to have 100 trainees; this target was surpassed as 107 children took part in the courses. There were 45 trainees in the north of Lebanon and 62 in the south, broken down sectorally as follows:

#### **Short-term Courses under PBF**

<b>North Area</b>	
<b>Course</b>	<b>Number of Graduates</b>
General Electric Installation	15
Aluminium Fabrication	15
Hotel Management	15
<b>Total</b>	<b>45</b>
<b>South Area</b>	
<b>Course</b>	<b>Number of Graduates</b>
Hotel Management	16
Medical Secretarial	14
General Electric Installation	17
PC Maintenance	15
<b>Total</b>	<b>62</b>
<b>Grand Total: Short term</b>	<b>107</b>

The training sessions on Aluminum Fabrication and General Electric Installation in the north took place at the National Association for Vocational Training and Social Services (NAVTSS) in Nahr Al Bared Camp, while the hotel management course took place in the Community Center of Badawi camp. The training in the south was implemented at the Science Culture Foundation (SCF) and Sidon Orphanage Welfare Society (SOWA). The 107 trainees included 35 female participants (15 in the north and 20 in the south).

Each short term training session was implemented over a period of ten months, encompassing nine months of technical instruction followed by a month-long apprenticeship. The courses were taught six days per week. Each class included a maximum of 20 beneficiaries. In addition to the technical skills, the programme of training included Mathematics, English and Arabic. The purpose of including these subjects was to provide the young course beneficiaries with the practical capacity to write letters, prepare invoices, take measurements etc. The technical aspect of the training was complemented by life skills sessions in order to bring about personal change through enhancing concepts such as commitment, rules and regulations, communication, listening, and accepting others. In other areas technical training was reinforced with additional complementary technical training to ensure that the graduates demonstrated a highly enhanced capacity. This was true, for example, in the case of the 15 trainees in hotel management who received two additional months of computer skills training. The programme also included leisure activities such as painting, sports, and tours. In order to

ensure the commitment and participation of the trainees in the different courses in the north, a bus was hired to transport trainees living in the Bedawi camp to the NAVTSS training center in Naher El Bared camp.

The training was targeted at adolescents and youth beneficiaries belonging to the difficult age bracket of 16-18 years (with some cases where children of 14 years old were accepted). This bracket is prone to dropping out of education, and the training provided seemed to carry important personal benefits for participants. Feedback from parents of adolescents and youth beneficiaries, as well as from youth beneficiaries interviewed during the evaluation, suggested that there was drastic positive personal change in these youths after completing the short training courses. Many of them used to live in a vacuum, without any hope or vision about their own future, in a state of depression and aggressiveness. However, they appeared to have become more balanced after enrolling in the short training courses.

The evaluator had the opportunity to observe some of the adolescents who are still undertaking these courses at the center of NAVTSS in Nahr Al Bared Camp. A certain discipline and self control on the part of the trainees was noticeable during the session. According to their trainers, they were completely different at the beginning of the training, and tended to demonstrate aggressive or depressive behavior. (It is also worth noting that the evaluator had an opportunity to watch a small group of drop-out adolescents from the camp of Badawi, who had never been enrolled in any kind of training and who came to the community center to ask about a specific issue. The high aggressiveness and restlessness showed by this group are considered to be significant).

In terms of employment, the evaluation could not quantitatively verify the extent to which all youths who enrolled in short training courses were later employed, as no monitoring sheets were provided to the consultant identifying which graduates of these courses had later found employment (such monitoring sheets only exist for those who undertook an apprenticeship). However, through the meetings that took place with youths who benefitted from the short training sessions, particularly in the area of Aluminum Fabrication and General Electric Installations, it seems that there was a high employment rate among the graduates. (According to NAVTSS trainers, all graduates in these two subjects have found employment. This was confirmed by the two graduates from NAVTSS interviewed by the evaluator, when the latter asked about the employment status of their colleagues. The high employability of those who attended the short term courses was confirmed by the Committee of Employment of Palestinians).

The evaluator had the opportunity to meet with cases that could be considered as models of good practice. The example of Zeid, an 18 year old man from Badawi, is one such case. This youth dropped out at the age of 16, but joined the Aluminum Fabrication course in the north at NAVTSS in NBC. During his training, he had the opportunity to work during the afternoon in parallel with the courses in a Lebanese aluminum workshop in the Akkar area, and began to earn some money. He accumulated extra savings of US\$1,500 from his work in the afternoon. After graduating, he has been employed by the same employer/workshop, and is now participating through the same employer in work on aluminum installations in a project in Beirut. He is making money. From his savings he has bought tools and some equipment, with the intention of becoming independent in the next year, and opening his own shop of for aluminum fabrication.

Mustapha is another relevant case. He is now 17, but dropped out of education at the age of 14. He joined the course on General Electric Installation. Similarly to Zeid, Mustapha worked in parallel with his course in an electricity workshop owned by a Palestinian based in Baddawi, who takes on different projects of electrical installation in Tripoli and the northern part of Lebanon. After graduation, Mustapha also continued to work with the same employer. He is satisfied with his earnings and orientation. However, a negative dimension in the case of Mustapha is the fact that he is still almost illiterate, despite graduating from the short training course. This shows that there is a need for better integration of a literacy component in this kind of training, to allow for those who are benefiting from such short training courses build their literacy capacity (both before and in parallel with their short training course).

There are many indications strongly suggesting that it is a requirement that the short term training component should be given particular focus, and that it receive a much higher weighting and priority level in any future phase of the project. Such indications include: the large personal benefits participants gained from the training

itself, their high employability after the training bearing in mind their vulnerability as drop out brackets, and their important weight among the Palestinian population in the camps (according to the ILO labor force survey of 2011, 58.3% of the Palestinian population only have primary education or below, including 17.3% who only have the capacity to read and write, and 8% are illiterate. In the UNRWA Socio-Economic Survey of Palestinian Refugees displaced from Nahr El-Bared Camp, the level of IDPs only having primary education or below is 43.7%).

## E.2-TVET courses

Technical and Vocational Education and Training (TVET) is a major activity in the PBF project due to the importance of TVET today, as the labour market now requires a much more advanced level of specialization of the workforce.

The TVET course implemented as part of the PBF project took place at the North Training Center (NTC), which is a technical and vocational education and training center that was established in 2008 as a northern branch of the distinguished and well known Siblin Training Center (STC), itself established by UNRWA in 1961 as a technical and vocational education and training center in Siblin, near the city of Saida, in southern Lebanon. NTC runs semi-professional courses of two years' duration, and trade courses of one year's duration. The training courses implemented in NTC are in line with and based on the same standards as those implemented by the Siblin Training Center.

207 youths (108 females and 99 males) completed TVET courses at the UNRWA NTC at Naher Al Bared Camp during the year 2011-2012. There were only two cases of drop out. 244 trainees were enrolled at NTC during the school year of 2012-2013, as follows:

**NTC Courses under PBF**

<b>2011-2012</b>		<b>2012-2013</b>	
<b>Course</b>	<b>Number</b>	<b>Course</b>	<b>Number</b>
Architectural Engineering	45	Architectural Engineering	59
Business Administration	75	Business Administration	49
Information Technology	21	Business Accounting & Administration	35
PC Maintenance	22	Computer & Communication Engineering	28
Diesel Mechanics	19	PC Maintenance	23
Refrigeration & Air Cond.	12	Diesel Mechanics	18
Electric Installations	13	Refrigeration & Air Conditioning	20
		Electric Installations	12
<b>Total 2011-2012</b>	<b>207</b>	<b>Total 2012-2013</b>	<b>244</b>
<b>Grand Total: NTC trainees</b>		<b>451</b>	

Attendees interviewed by the evaluator expressed their high levels of appreciation for the TVET courses provided by the NTC. They said that they had learned a lot, had done many interesting things and were happy with their instructors. However, all raised concerns with the ultimate credibility of their diploma in the

Lebanese labour market. In fact, in the case of both Siblin and the North Training Center, despite the high quality of training dispatched, they have yet to gain accreditation from the Lebanese Ministry of Education. This is the reason why a technical mission has been implemented under the PBF project in order to pinpoint the reforms and curricular amendments that must be conducted as a part of an accreditation initiative (see section E.3).

In terms of employability, in line with the point raised in relation to the short training courses and in the Monitoring and Evaluation section, no monitoring sheets are available to determine quantitatively and qualitatively the a posteriori employment status of various graduates of the NTC. However, through interviews with some NTC graduates as well as the Palestinian Employment Committee carried out under the auspices of this evaluation, it has been noted that there are significant employment rates among graduates from Electric Installation, Refrigeration & Air Conditioning, Diesel Mechanics, PC Maintenance, and IT, while there are low employment rates among the graduates from Engineering and Business Administration. In fact, while the latter represents the most popular sector in terms of the number of NTC trainees in 2011/2012 (75 trainees out of a total of 207, or 36.2%), it was reported during interviews that most graduates from Business Administration in 2011-2012 are either still looking for jobs, or are employed in jobs well below their level of qualification, in which they are asked to perform banal tasks, work long hours, and receive low salaries.

However, some relevant good practices and success stories were registered in terms of the employability of graduates of TVET. A case in point is Fouad, a Palestinian from Badawi camp. Despite being a graduate of NTC in 2010, during a previous project, his career is illustrative of what is being targeted by the PBF project. After graduating from the NTC in Business Accounting and Administration, Fouad found a job as cost controller in a Lebanese investment group in the Eastern part of Beirut<sup>2</sup>.

2) Eastern Beirut is a district which is generally highly politically opposed to the presence of Palestinian communities in Lebanon.

Several months after beginning his career in this group, Fouad was offered the higher position of Accountant and Cost Controller. In this role he is now asked to carry out accounting missions to Turkey and Erbil in Kurdistan in order to control the finances of group branches in these two countries. Today Fouad offers the positive image of a Palestinian who has broken through the cultural and psychological barriers and who has become well integrated into Lebanese society, both economically and socially.

### **E.3-Improved curricula, teaching and accreditation**

**Capacity building of vocational staff:** Capacity building and training activities for vocational staff were implemented as part of the project. It should be borne in mind that these training activities are in two categories: a category focusing on soft skills, and a category focusing on specific technical capacity issues.

During the first semester of 2013, the soft skills sessions implemented encompassed training on Team Management and Change Management, Employee Capacity Building, Problem Analysis and Decision Making, Interpersonal Communication, Youth Empowerment, Researching Market Needs, Active Learning, Teaching Objectives, Inclusive Education and Participatory Approach, and Motivation. Some of the training was organized for a limited number of instructors and staff (with 10-13 participants), such as Employee Capacity Building or Problem Analysis and Decision Making. Other sessions were designed for a wider number of participants (up to 88 participants), such as Youth Empowerment, Active Learning, etc.

In regard to capacity building on technical issues, as reflected in the STC Technical Training Plan for 2013-2014, it would usually include a wide range of technical issues, ranging from water treatment, to mobile maintenance, to Frisco & Ice Cream Makers<sup>3</sup>.

As for the extent that the instructors of the NTC were trained under the PBF, it is noted that only the five fixed instructors of the NTC benefited from training sessions organized at the STC under the auspices of the PBF project. As for the majority of NTC instructors who have temporary contracts, they did not profit from any training. Such an approach is definitely not adequate to improve the capacity and quality of teaching in the NTC. It is somewhat paradoxical to consider that one of the main recommendations of the evaluation mission on the reform and accreditation of UNRWA's vocational training system is to change the contract status of

VTC instructors from fixed term to temporary contracts. This is based on the conclusion that UNRWA is unable to respond to labour market changes efficiently due to the fixed term contracts under which the majority of instructors (mainly in the STC) are employed.

**Accreditation of UNRWA VTC and update of the curriculum:** Two missions have been implemented to review and work on the accreditation norms and to update the curriculum. The outcome of the second mission was a report on “Reform and Accreditation of UNRWA’s Vocational Training System in Lebanon”. The study encompassed an overview of the current status of UNRWA’s accreditation application, TVET legal regulations in Lebanon, a requirement to match

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3) It is noted that only the STC Technical Training Plan for 2013-2014 and the soft training list for 2013 were provided to the evaluator, which by no means allowed for the evaluation of any training for instructors that was implemented during the past process of implementing the PBF project. UNRWA’s vocational training curricula to official requirements, best practices in vocational training applied to the case of UNRWA in terms of teaching and administrative structure, student selection, enrichment and evaluation, curriculum and skills. The mission has concluded that in order to gain official accreditation in private vocational training in Lebanon, UNRWA should be awarded two distinct licenses: the Establishment License and the Investment License. The Establishment License is related to infrastructure; facilities and instructor qualifications, while the Investment License is related to courses offered and implemented curricula. The mission found that the Siblin Training Center is eligible to obtain the Establishment License according to the conditions set by Lebanese Laws and regulations, since it meets all the infrastructural and administrative legal requirements of the GDVTE. As with regards to the Investment License, discrepancies exist between STC and the GDVTE regulations; variations exist in terms of the subjects taught and the general method of instruction. Actually, the Siblin Centre provides more depth of knowledge in the field of specialization while the GDVTE focus on breadth, covering more subjects without reaching the same level of specialization in a specific field. Siblin also adopts a far more practical “learning-by-doing” model centered on a practical vocational training approach, while the GDVTE curricula require a more theoretical approach that includes educational subjects such as sciences and languages.

The mission, in collaboration with STC management and instructors, has achieved all curricula amendments at the level of the subjects offered within the same course, the material taught within each subject, and the teaching hours and schedule. It has also pinpointed that although the majority of STC semi-professional courses are compatible with the licensed list of vocational training courses, a total of six currently offered trade courses (Plumbing and Central Heating, Diesel and Construction Equipment Mechanics, Sheet Metal Fabrication, Aluminum Fabrication, Blacksmith and Welding, Welding and Pipe Fabrication), not licensed at any equivalent level in the Lebanese vocational training system. Hence, it is recommended that UNRWA initiate a private accreditation request for these unlicensed trade courses. The mission also concluded that, in terms of program duration, although the Semi-Professional and Superior Technician (TS) degrees are both offered over two years, trade courses are to be taught on a three year basis in order to become compatible with the GDVTE Technical Baccalaureate (BT) duration. As for the administrative capacity of the center, the mission concluded that the center and UNRWA remain unable to respond to labour market changes efficiently due to the fixed term contracts under which the majority of instructors are employed. Therefore, it is recommended that UNRWA change the contract status of its instructors from fixed term to temporary contracts, allowing the agency to gradually respond to market changes through increased flexibility in course offerings. The mission also recommended allowing UNRWA instructors to have an additional professional activity outside STC working hours, as this would enrich their personal skills and expose them to new ongoing developments in their own fields. Finally, in terms of mainstreaming female participation in vocational training, the mission encourages UNRWA to introduce gender-neutral courses at the expense of traditional courses that may seem attractive to female applicants.

Based on the recommendations of the mission, UNRWA is working on adopting the new curriculum in line with the recommendations of the mission, while working intensively on the question of accreditation of the STC. However, there is a primary question still pending regarding the status and future of the NTC. Is the NTC going to be included in UNRWA process for the accreditation? In fact, the strategic importance of the



NTC has been frequently debated within UNRWA, as well as within the broader Palestinian community in the north. It is worth bearing in mind that the NTC was established just after the crisis of Naher El Bared in 2008 as a post conflict approach, in order to provide local Palestinian youth with opportunities to attain vocational training and increase their employability. For the Palestinian community in the north, the NTC must be maintained as it offers a broad opportunity for the local youth in the camps, and particularly local females with limited means, to obtain vocational training. From an administrative point of view, the center is costly and does not provide a lot of added value in terms of the human factor. There is more added value to be gained, and it would be considered more cost effective to enroll the Palestinian youth from the northern camps of Lebanon in STC training courses. These arguments seem to be on more solid ground. However, the decision whether or not to maintain the NTC may ultimately be based more on internal UNRWA/Palestinian community considerations. Nevertheless, the following remarks should be taken into consideration in relation to the usefulness of the NTC:

- a- It will be necessary to effectively unify the NTC and STC in a single unit. The NTC should be effectively and administratively a branch of the STC in the north. The NTC should follow the same standards and norms as the STC, with a single system of granting diplomas. This means that the NTC absolutely should be included in the process of accreditation. (According to UNRWA, the accreditation of NTC will be considered once accreditation is obtained for the STC).
- b- From the perspective of peace building and building trust between the Palestinian and Lebanese communities, the NTC's location within the Naher El Bared camp is negative and in contrast with these objectives. The fact that the NTC is within the camp reinforces the isolation of Palestinian youth within the camp and is worsening the phenomenon of ghettoization. To combine the capacity building of Palestinian youth with their social cohesion and the building of trust with the Lebanese community, it is necessary, with the support of donors, to relocate the NTC so that it is outside the camp of Naher El Bared, in an open Lebanese space. This would allow more interaction between the center, the students, and the centre's management and instructors vis-à-vis the local Lebanese community. Another idea which should be considered is for the NTC to become a local center of excellence in vocational training, which would be open to local Lebanese youth as well as Palestinians, thus enhancing their interaction. In such a scenario, from a financial point of view, the center would be subsidized by the fees of the Lebanese students (which would increase the center's sustainability), while the UNRWA project would continue to fund the vocational training of the Palestinian youth. The center could then adopt an active approach of building bridges with local business communities and the Lebanese chambers of commerce of the north, becoming an active player in the improvement and prosperity of the local business sector.

#### **E.4-The provision of literacy courses**

Although the preliminary target for the number of beneficiaries of the literacy course was fixed at 100 (70% boys and 30% girls), the number of effective beneficiaries from this literacy education programme – which was provided in EHC, BC and NBC through a network of three NGOs – reached a total of 288 school adolescents (155 female and 133 male). However, one should note that it is difficult to confirm how many of this number were benefiting exclusively from the literacy courses provided as part of the PBF project, as literacy classes are continuously being organized by the above mentioned NGOs, externally to the existence of the PBF project. For example, the literacy class visited by the evaluator in Ein El Helweh included 19 students; only three among them belong to the age group targeted by the project, while the rest are under 12 years old. Furthermore, the class seems to be taking place on a continuous basis. Some of students have been

taking these courses for two years. The record of the class participants shown to the evaluator is not kept in a structured manner and did not allow for concrete tracking. Meanwhile, in Al Badawi community center in the north, things take place on a more regular and organized basis; literacy classes are organized on an intake system basis which facilitates tracking and follow-up of the students.

Tools developed for the impact assessment were finalized with partners in June 2012. Reports from implementing partners and from UNICEF field visits showed an improvement of 30-40% among the students (against a target of 50%). According to those reports, a large number are now capable of writing and reading short texts. In terms of the quality of the literacy courses, the class visited by the evaluator in Ein El Helweh showed a lot of progress in terms of writing. However, it was difficult to use the available records to measure progress against the time spent in the class, although from what was observed, the classes appear to be in line with the figures mentioned above. For example, three of the 14 students participating in the literacy class were completely illiterate before joining, but had progressed significantly over a two year period of attendance.

One concern of the project management and UN organizations involved is the question of complementarity between the literacy courses and the other services provided by the project. One of the monthly project reports documented a meeting between UNRWA and UNICEF programme officers to discuss the question of collaboration between UNICEF and UNRWA, to ensure that young people who receive literacy training are enrolled in good quality vocational training and that they register with employment centers. Another monthly report outlined a discussion about coordination between literacy and short term courses, whereby literacy students enrolled in the UNICEF literacy course could benefit from the programme of short term courses offered by UNRWA. The involvement of girls in literacy training in short term TVET courses was raised in order to encourage female participation. It was agreed that UNICEF will attempt to change the perceptions of the parents of girls who are enrolled in literacy courses, in relation to their view of their children's enrollment in TVET courses. However no monitoring sheet was available gathering together these two components, which would have allowed the level of success in achieving complementarity between the literacy courses and short term training courses to be measured. During the evaluation and in the course of conducting interviews with beneficiaries of training, in one case, a young graduate of one of the short term courses was found to be almost illiterate, and was unaware of the availability of the literacy courses provided by the project. On the other hand, there was another youth from Badawi who had benefited from the literacy courses and was very driven to find a job, but he was not aware of the short term training courses, the apprenticeship components, or the services of the employment service center. This again emphasizes the conclusion that the establishment of a referral system in a subsequent phase of the project is an absolute requirement.

In order to standardize the teaching of the literacy courses and ensure quality, a literacy manual was developed under the PBF project. The manual was designed by the National Institution of Social Care & Vocational Training (NISOVT-Assumoud; an NGO working within the Palestinian refugee community in Lebanon since 1976 which offers many services and has accumulated much experience in education and the provision of literacy courses). The development of the manual followed on from two meetings which were arranged to consult with previous UNRWA teachers, school directors, and NGOs providing literacy education in the Palestinian camps. The first meeting involved the participation of up to 100 staff from various NGOs and institutions providing literacy education in all camps, based on a broadly participatory approach to manual development based on the varying experiences of those in attendance. A second meeting was held with a focused group of NGOs, to finalize the outline of the document and agree on the texts to be included in each lesson.

The manual developed brought together material on literacy and life skills, and will be used to train the service providers in different camps. The manual included a monitoring framework for service providers to assess the impact of their intervention and the improvement of the target population on both the personal and literacy level.

### **E.5-Community Support Center services**

130 marginalized girls and boys benefited from the services provided in seven community centers. The original target was set at 100 (70% boys and 30% girls). The beneficiaries are either drop outs or working children. Located in Baddawi, NBC, and HEC, the community centers usually provide psycho-social support services and family follow-up. Furthermore, they provide activities such as sports (football, basketball), intellectual games (painting, hand crafts, interactive games, monopoly, computer sessions, etc.) and other recreational activities aiming at raising awareness on health and life skills (smoking, hygiene, nutrition, drugs, protection, exploitation, the prevention of infectious diseases, etc.), in addition to offering career guidance.

The 137 cases to which support was provided under the PBF project included listening/guidance and orientation sessions, psychological follow-up and case management referral to specialized organizations. According to the progress reports provided by UNICEF, there was improvement in the behavior and attitudes of some children who were very active during the visits conducted in June 2012, and who have now become less edgy and aggressive. Furthermore, some of the students have stopped smoking and are now acquiring more healthy habits. During field visits, feedback received by the evaluator from parents, beneficiaries and teachers lends support to such a conclusion. With regards to case management, 15 severe cases were referred to different organizations for specialized follow up, such as: GUPW, Medecins Sans Frontiers (for family management), Nabaa and Najdeh.

Parents also benefited from the services provided at these centers, participating in sessions on mental health, protection, psychosocial support, communication, violence, awareness of addiction and drug prevention.

As for complementarity with other PBF components, the same remarks that were made in relation to literacy courses also apply to community services and psycho-social support. During the evaluation, two cases of individuals enrolled in the apprenticeship programme were identified which reflect this lack of complementarity. The two people involved had serious problems of adaptation, did not complete the apprenticeship programme, and had several employers sequentially selected for them by the employment center. During their meeting with the evaluator, these youths seemed in real need of serious psychosocial support before being enrolled in any programme, and should have benefited from the PSS provided by the community centers under the PBF before taking part in the apprenticeship component.

### **Outcome two: Increased access to job and self-employment opportunities**

#### **E.6-Apprenticeship**

The employment unit developed the apprenticeship program as part of a strategy to facilitate the integration of marginalized Palestinian youth into the labor market. It is usual to predict that such a vast program would take some time to get started, as it requires the development of a system as well as consultations with stakeholders and the targeted brackets. After launching the programme, 83 apprentices were enrolled in four separate intakes, according to information provided by UNRWA. The first intake included 25 apprentices, the second 17, the third 13 and the fourth 28. Among the total of 84 apprentices enrolled, 68 completed the programme (80.9%) with a drop-out rate of 19.1%. Hence, in total, the program of apprenticeship is quantitatively under target for numbers of youth enrolled in apprenticeship schemes (as the initial target was 100).

It is noted that the final rate of drop-out is the total at the end of each different intake, after the replacement of some of those who dropped out during the course. For example, during the second intake, 14 out of the 20 enrolled in the apprenticeship ultimately dropped out. The ESC worked on replacing them with other apprentices to arrive at a total of 14 apprentices completing the apprenticeship during the second intake. The main reason given for dropping out is that apprentices prefer working inside the camps to working in Tripoli. However, when the issue was discussed with them during both individual coaching and group sessions, they clearly stated that they did not mind working outside the camp. Other factors which could explain such high dropout rates and the reluctance to work in Tripoli may relate to security constraints. During this period the security situation in Tripoli deteriorated significantly, with plenty of clashes and fighting taking place. Moreover, during the group discussion with the evaluator, most of the female participants stressed the

overwhelming conservative, traditional factor. Their families often do not allow them to work, or even to simply leave the camp, which is considered to be their safe haven.

Nevertheless, these high rates of drop out reflect a requirement for the ESC to focus more attention on the expectations of the apprentices from the very beginning. This was similarly one of the main recommendations of the Apprenticeship Evaluation implemented by UNRWA in April 2013.

Qualitatively, despite the benefits acquired, the duration of the apprenticeship (three months) seems too limited for participants to effectively acquire skills. Most beneficiaries interviewed believed a longer duration would be required for technical skills to be attained. All apprentices interviewed during the evaluation mentioned that the duration is not enough to concretize the acquisition of skills. These remarks provided to the evaluator are in line with the results of the Apprenticeship Evaluation carried out by UNRWA, which also pinpointed that the majority of apprentices considered that the duration of the program is too short for them to acquire the basic skills needed for the job. A period of six months would be more suitable. According to the Apprenticeship Evaluation, even employers themselves suggested that the program should be extended from three to six months to allow the candidates to acquire the requisite skills to be considered qualified for the specific job in question. It is worth mentioning that at the beginning, UNRWA envisaged a period of six months for the apprenticeship program, which was then reduced to three months when the program was launched. This was because of some reluctance on the part of both employers and apprentices to take part in an apprenticeship program that was longer than three months.

In terms of female participation, 36 females out of a total of 67 completed the programme of apprenticeship (53.7%, compared to an original target rate of 60%). However, it noted that most of the females participating selected hairdressing apprenticeships, and most undertook their apprenticeships in their camps. The reason for this was a refusal to leave the camp, whether this was personally motivated or due to family influence. Finally, feedback from the focus group discussions that took place during the evaluation indicated that, in terms of employment, a significant proportion (3 out of 5 people interviewed) had not been employed. This was either due to the saturation of the sector within their own camps, or because they simply do not have the intention of being employed (in two out of three cases).

In terms of the general employment of apprentices, two monitoring sheets were provided to the evaluator. The first addressed the first intake of apprentices, showing that 14 of the 25 participants found employment (56%). 13 of these 14 were hired by the same company. The second monitoring sheet compared the enrollment in the apprenticeship programme to the final employment in the case of 59 apprentices. The sheet shows that there were 12 cases out of 59 in which the apprentice found employment (20.3%). Of these 12 cases, five were hired by the same employer, 6 by a different employer, and one is now working in a completely different area. It is worth mentioning that according to the Apprenticeship Evaluation carried out by UNRWA that covered all areas including Saida, Tyre, Beirut and the North, 40% of apprentices are working, and 17% have been hired by the host employer.

Among those who are employed, we can notice a number of successful examples, such as Wael from Beddawi camp, who is enrolled in the apprenticeship programme in a computer maintenance company in Tripoli. He learned a lot as an apprentice, and would have liked for the apprenticeship to be much longer. After the end of the apprenticeship, he continued to work for the same company as a subcontractor doing maintenance work at his home. Then he expanded, and set up his own computer maintenance business. He is satisfied with the development of his business. Ahmad is another good example; he enrolled in the apprenticeship programme in the field of graphic design, and did his apprenticeship in a Lebanese company in the area surrounding Tripoli, and he is now working with this company.

## **E.7-Employment**

The employment component was implemented through the northern branch of the UNRWA Employment Services Centre (ESC), which was established several years ago with the support of the Swiss Agency for Development and Cooperation in partnership with the International Labour Organization. The northern branch was originally located in the Naher El Albared camp, but relocated to Tripoli in July 2012. ESC provides

employment services for job seekers using on a team composed of a supervisor, an outreach officer, a counselor, and registration staff. Based on the individual skills, needs and interests of job seekers, the ESC team offers the following services:

1-Information about job offers in Lebanon and the region 2- Career guidance, including advice on how to start one's own business 3- Coaching on CVs, cover letters, business etiquette, job search techniques and interview preparation 4- Referral to apprenticeships, on-the-job training and vocational training providers in terms of TVET and short training courses 5- Open access computers on which job-sekers can search for opportunities online and write their CV and cover letter 6- Referral to apprenticeship opportunities (supported with a stipend from UNRWA).7. Direct referral to job opportunities

To find job and apprenticeship opportunities, members of the ESC team (particularly the outreach officer) will visit large local companies to promote the services of the center. ESC also sometimes receives calls from local companies looking for specific technicians or particular skills. However, it has been noted that beyond preliminary contacts to obtain a list of businesses and companies in the area, no advanced approach has been made to the local Chamber of Commerce which represents the local business community.

By April 2013, 1091 job seekers had registered.916, representing 83.9% of those registered, were referred to a job and 162 placed in a job. This number also includes 142 cases who benefited from direct placement and 20 who found their own jobs as result of ESC coaching (such as CV and cover letter preparation, job searching techniques, etc.). ESC estimate that 28.3% of their total placements qualified as quality placements However, it should be noted that 23 direct placements were within UNRWA itself; while 11 of the cases who found their own jobs were also in UNRWA. These facts reflect concrete difficulties in terms securing employment for Palestinian youth in the Lebanese labor market.

In terms of gender; 48.1% of those who received individual coaching were women. 40.8% of job seekers who were referred to job opportunities were women and 46.9% of those who were placed in a job. 9 out of a total of 76 females who got a job found it on their own. In regard to the quality of placements, although ESC emphasize respect for decent working conditions, they do not provide guarantees or insist that employers will fully abide by these conditions for fear of losing access to many local jobs, in the context that such opportunities for Palestinians are already very limited.

### **E.8-Self employment**

The self employment component is practically based on three main axes: Training on entrepreneurial skills, the establishment of a Community Management Fund and the provision of micro-loans for recipients to develop their own businesses.

In terms of access to training on entrepreneurial skills, a detailed work plan has been developed in relation to Palestinian access to this training. Following administrative preparation, training sessions were provided by a local NGO, Al-Majmoua, in their facilities based on a specific agreed training agenda. 10 days of training was provided to 60 young people from the Ein El Helwe and Rachidiyeh camps (55% boys and 45% girls). The topics were: creating and improving businesses; defining revenues, expenses and income; accounting; management of the daily workflow; production time management; improving communication skills; and identifying the strengths and weaknesses of a business. Training took place for three separate groups between September and December 2012. There were some delays during initial stages due to the deterioration of the security situation in EHC, which led into a number of youths not regularly attending the training sessions. This issue has been resolved by allowing for the possibility of changing the venue of the training depending on the status and severity of the security situation.

In the General Evaluation of the training, 49% said 'Excellent', and 26% said it was 'Very good'. Pre and post test results showed that 70% developed good knowledge in household budgeting, 78% in debt management, 65% in accounting and bookkeeping, 66% in business budgeting, and 83% in pricing and costing. Beneficiaries interviewed during the evaluation showed broad levels of satisfaction with the benefits of the training. Most beneficiaries launched or further developed their own business.

As the training was being planned and delivered, work was ongoing to establish a Community Management Fund (CMF), with the General Union of Palestinian Women in Ein El Helweh camp being identified as the NGO partner. GUPW has previous experience in managing community-based microloan programs.

Two sets of guidelines were made available by UNICEF. One is for staff working in NGOs providing micro-loans, and one is offering advice for young people on how to set up a small business. As a first step, two months of training was provided for the NGO staff on granting and managing micro loans. This training was from June until late August 2012. After completing the training, the funds were transferred to GUPW by end of September 2012, and the provision of micro-loans started in October 2012.

The fixed preliminary objective was to grant loans to support 120 micro-enterprises (with 60% granted to women and 40% to men). Ultimately, there were 122 micro-enterprise beneficiaries, 70 of whom were women and 52 of whom were men. The two loan monitoring sheets provided to the evaluator (covering 58 beneficiaries) indicate that 41 of the 58 beneficiaries opened their businesses inside the camps (70.6%), while 17 out of the 58 loans were to support businesses outside the camps. Nonetheless, the costs related to the establishment of professions and businesses inside the camps are very low in comparison with those externally located, and this could be a decisive factor in deciding whether or not to locate micro-enterprises inside the camp. However the main question to ask is whether the businesses that have been supported through the programme and located within the camps, as they are the big majority, are actually doing business exclusively within the camps or outside the camps or both ? Actually, the extent of added value in terms of financial benefits (return on investment and loan) as well as social (social cohesion) to meet the targets of the PBF project is highly dependent of that question.

The case of Mahmoud as explained by his mother is relevant to the benefits of the micro loans in doing business outside the camp. Mahmoud is a graduate of STC in Sheet Metal Fabrication, and used to work in a workshop. He took the entrepreneurial skills course. According to his mother, his personality changed a lot through the training and through his interaction with other training participants, both males and female. The loan allowed him to buy tools, and now he is successfully working on his own outside the camp. On the other hand, the story of Saleh from Ein El Helweh camp is revealing as an inverse example. This is a university graduate in management and marketing from the AUL, who worked in several different administrative jobs before becoming long-term unemployed. He applied for the micro loan to support his father's wholesale shop in Ein El Helweh. Through the loan he bought extra products and relatively improved the turnover of the business. However, he does not have a hopeful perspective on his future in Lebanon and is spending a lot of time looking for opportunities to emigrate.

To get an idea about the extent of development of businesses within the camps a survey mapping businesses inside Palestinian Refugee Camps in Lebanon has been implemented within the framework of the PBF project. This includes the preparation of a field work plan and the training of data collectors. Security constraints meant that it was necessary to fine tune the survey's methodology in cooperation with local stakeholders. This research was intended to build upon the foundations that were laid by a similar study conducted in 2004 by UNRWA's Microcredit Community Support Program (MCSP). The study assessed the supply of businesses operating inside all camps in Lebanon across all sectors. It encompassed a door-to-door mapping of formal commercial/industrial shops and a snowball sampling of micro-businesses operating from homes.

The survey led to important findings in terms of the geographical distribution of businesses by of region, with the highest share located in the north (39%), followed by Tyr (21%). In terms of camps, most businesses were in Nahr El Bared in the north (22.5%), followed by Ein El Helweh in Said (18.5%). The survey also specified the distribution of businesses by sector. Grocery stores were the most common category of business at 22%, following by textiles at 18%. The survey also provided other important findings in terms of the personal profile of business owners and home-based businesses. It also referred to the business operation level, stating that the camp environment appeared to be a stagnating environment for businesses. Information was also provided about average costs, premises, customer base, internal market, finance, and business constraints.

### **Outcome 3: The information gap on the labor market and demand regarding Palestine refugees is addressed**

#### **E.9-Labor Force survey**

Has been carried out; data collection and analysis was followed by a workshop to discuss the data produced by the survey. The workshop was held and included the participation of a number of counterparts and selected experts. A summary report has been completed. A more comprehensive analytical report and four policy briefs on key issues related to Palestinian employment and social security are being prepared. These documents are intended to provide policy recommendations and orientation to address challenges related to Palestinian employment. They also outline the required means and distribution of roles to promote such employment.

#### **E.10-Labour Market Assessment for Palestinian refugees in the South of Lebanon**

This assessment has been completed. A draft report was intended to be discussed at a meeting of experts in August. Three economic sectors were identified to form the focus of the assessment: construction, health, and the agro-industry. However, in contrast to the Labor Force Survey, the Labor Market Assessment was delayed for administrative procedural reasons. It must be noted that the results of this assessment will provide much needed information on labor market needs. This will feed into the design and implementation of vocational and technical education and training, as well as job placement.

### **Outcome 4: Cost and feasibility of providing social security to Palestine refugees is assessed**

#### **E.11- Assessment of cost and feasibility of providing social security to Palestine refugees**

A financial assessment has been completed which calculates the total contributions made by Palestinian refugees and their employers to the National Social Security Fund, less the benefits received. This assessment also provides projections on the cost of extending health care coverage to Palestinians who are currently registered with the NSSF. A small working group, comprised of representatives from different partners (namely, the MoL, NSSF, ILO and civil society) guided the preparation of this assessment. Additionally, two options for legal amendments were prepared to support the assessment, with the support of the LPDC and Norwegian People's Aid. A meeting of experts was also organized to discuss the findings of this assessment as well as the suggested policy options. The recommendations from this meeting will be incorporated into one of the policy briefs. This report has been produced in both Arabic and English, and will be widely disseminated to stakeholders and the partners concerned.

## **F-Sustainability**

The evaluation of sustainability should be based on the following factors:

### **F.1- National and Local ownership**

National ownership of the project is very weak and almost nonexistent. This is partly due to the fact that there is a certain ignorance about the factors influencing the well-being of Palestinian population on the part of some of the political classes in the country; specifically, those classes that are extremely opposed to granting further rights to the Palestinian population due to a fear of “Tawteen” (integration of Palestinian refugees within the Lebanese population). However, the most important reason for the lack of national ownership is the fact that the three agencies involved in the conceptualization, management and implementation of the project did not manage to involve the Lebanese government in the planning of the project in some way. There was simply not enough effort made to involve the state in the management of the project implementation.

The lack of involvement of the Lebanese government in the planning and preparation phase of the project is evidenced by the fact that the project was originally planned and designed by the three agencies, along with the Peacebuilding Fund, during a very brief time window, which precluded the possibility of any consultation or involvement with a national Lebanese partner. The coordinator of the project was selected through an exclusive UNRWA selection process, with the participation of the two other UN partner agencies. Governmental and other Lebanese partners were not involved in the selection process.

As for the implementation phase, although the establishment of a steering committee was not a requirement according to the IRF funding modality of the Peacebuilding Fund, nonetheless, as previously mentioned, there was a need for such a committee.

On another level, an inter-agency executive committee for the project was established, comprising a representative from the office of the UNRCO and programme officers involved in issues related to the project from each of the three agencies. The purpose of this committee was to ensure the close management, monitoring and coordination of the project. However, apart from the seriousness and performance of that committee, it was not until September 2012 that there were regular meetings with the representative of a Lebanese governmental body (meaning almost one year had passed). It is also worth mentioning that, while the Lebanese Ministry of Labour are involved in the issue of Palestinian refugee employment, this ministry was never invited to participate in executive committee meetings. Progress reports and feedback relating to project implementation were provided exclusively to the Peacebuilding Fund. Although the ILO involved the Ministry of Labour in the implementation of its own component, there was not enough effort to involve the state in the management of the project implementation as a whole.

However, there is partial local ownership in relation to some components. Some local partners who had already been active in terms of the issues in question were invited to participate in the implementation of specific project components, and showed good levels of initiative and dynamism during the implementation phase. The role of these local partners under the PBF project was the continuing re-investment of action and know-how gleaned from previous projects which had been implemented with the support of the same UN agency, or other donors. For example, this applies to the TVET courses implemented by the North Training Center, the Literacy Classes implemented by different local NGOs, and CBOs, and the Psycho Social Support services provided by some of the local community centers in the camps.

### **F.2- Institutionalization and standardization**

The implementation of the PBF project did not bring added value in the area of the improvement of the institutional framework. That aspect was even neglected in the planning and design of the project. A subsequent phase of the project should absolutely consider providing institutional development to the Ministry of Labour. A project steering committee should also be established, incorporating the involvement of LPDC and the Ministry of Labour. These measures would increase the capacity to deal with the issue of employment of Palestinian refugees with efficiency and leadership. They could be achieved by triggering the establishment of a specific department within the ministry to address the issue. Such an office would have specific terms of



reference, adequate capacities, and the required authority, and would define an action plan and a specific agenda of work for that department and its relationship with other departments in the Ministry, such as the labour inspectorate (to deal with issues related to exploitation of Palestinian workers, underpayment, employer breaches of employment contracts, etc.). This action plan would also specify its relationship to local directorates of labour in the different regions of Lebanon with regards to the question of Palestinian refugee employment.

It worth mentioning that a civil society committee “The committee of employment of Palestinian Refugees - CEP” was very active during recent years in defending the rights of Palestinians to decent work. The CEP very recently obtained full NGO status. Any future phase should include the CEP as one of the project’s civil society partners. As an active civil society stakeholder, the CEP could provide added value in terms of lobbying for Palestine employers’ rights, building on its long experience in that domain. However, such cooperation with the CEP should not replace cooperation and close coordination with the Ministry of Labour, envisioned as the ultimate key Lebanese partner.

In relation to standardization, the development of the literacy manual within the UNICEF component, the work on securing accreditation for the VTC and curriculum changes under the auspices of UNRWA, and the ground covered by the ILO on examining the cost and feasibility of different policy options which would provide social security for Palestinian refugees have all been valuable.

### **F.3- Leadership Capacity Building**

The implementation of the PBF project included a range of training for different local partners, for example, related to micro finance, training targeting the management of the STC and NTC, and so forth. However, the project did not consider capacity building at the upstream level. For instance, there was no training or capacity building provided to the Lebanese Palestinian Dialogue Committee, or any other Lebanese ministry. Such capacity building at the up-stream level should absolutely be included as part of the next phase of the project. In addition, there should be capacity building for the LPDC and the Ministry of Labour on issues related to employment and the labour rights of refugees and their administration. Specific training should also be organized for the Ministry of Social Affairs and the Ministry of the Interior on social inclusion of refugees, for the Ministry of Education on vocational training, etc. Decision makers in municipalities and chambers of commerce should also be recipients of capacity building. Finally, it will be necessary to consider the organization of study tours for decision makers and senior managers in some ministries to a hosting country with a record of good practice in the employment and social inclusion of refugees.

### **F.4- Capacity of national and local partners to maintain the benefits of the project**

The capacity of local partners to maintain the benefits of the project varies according to the sector, but is generally weak. The vast majority are dependent on donations. However, local partners involved in short training courses, literacy courses, psycho-social support, and business coaching have a strong enough technical capacity to maintain some of the project's benefits. They have been implementing similar activities for a long time. Meanwhile, partners involved in micro finance have a weak capacity to maintain project benefits, as any eventual micro finance activity will be absolutely and entirely dependent on the good will of donors who wish to support such activity.

The issue of the capacity of local partners and their dependency on donors must trigger reflection about future replication of the project, and the need to specifically consider some means and approaches which could generate a level of self-reliance on the part of the stakeholders involved. One idea would be the creation of a production unit linked to the vocational training centers, in which the trainees could produce products under the supervision of their instructors which could then be sold, or the implementation of contract services for the private sector using the human resources of these centers. Another idea, mentioned above, would be to open the VTC centers to Lebanese students, who would then be required to pay specific scholarly fees.

#### **F.5- Success stories that could be raised at the up-stream level**

The short training courses implemented in the north could be considered to be good practice and thus raised at the up-stream level with the intention of transforming policy. This would be valuable due to a combination of factors. They target a most vulnerable bracket of youth (who are likely to be subject to factors leading to destabilization and violence), offer significant personal transformation and change, are not overly costly (due to their short duration of less than ten months), and – most importantly – lead to high levels of employability due to their comparative advantage in their field of specialization on the jobs market.

In the business coaching and micro finance component it is possible to locate success stories that could be used to advocate for the adoption of a policy of encouraging business coaching combined with micro finance. In fact, this could be based on the argument that supporting self employment could be easier and more efficient than searching for job opportunities and placing young graduates.

## **G-Constraints and Opportunities**

The Palestinian population in Lebanon, as mentioned previously, are in a vulnerable situation characterized by multifaceted deprivation (poverty, underemployment, poor housing conditions, inequality in terms of rights, etc.) and accumulated constraints (high birth rates, ghettoization, inequality in terms of rights, etc.). We are not going to tackle such constraints here, as they have already been mentioned and exposed. This section is limited to addressing constraints with regard to the continuity of the project and its renewal. There are two such constraints of particular concern:

### **G.1-Constraints**

***The influx of Palestinian refugees from Syria, as well as Syrian refugees themselves,*** are a major constraint on the conditions of life and work for Palestinians in Lebanon. This influx brought an additional heavy burden in camps which were already overcrowded. Active NGOs are overstretched in their attempts to support Palestinians already living in Lebanon as well as those arriving from Syria. Furthermore, in terms of employability, the mass of Syrian refugees – which includes skilled workers and technicians – are facing a threat to their very survival, and are therefore ready to accept the lowest of salaries and remuneration. Hence, they are broadly in direct competition with the precarious Palestinian workforce in the Lebanese labour market in de facto terms. Finally, this influx is impacting the implementation of projects related to Palestinians because the massive influx has attracted the attention, efforts, and focus of international organizations active in Lebanon. The efforts expended in an attempt to meet the many challenges related to the urgent needs of refugees from Syria is having a detrimental effect on other domestic issues and programmes. Hence, the focus on other development projects and post-conflict issues in Lebanon has become de facto secondary, in terms of the prioritization of the imminent consequences of the Syrian conflict.

***The security situation is continuing to represent a serious constraint:*** Over the past three months, the cities of Tripoli and Saida were overwhelmed by fighting among Lebanese factions and the Lebanese army, with major implications for the Palestinian camps in these two cities. Although the security situation in Saida is under the control of the Lebanese army, in Tripoli the situation is still precarious, with the potential for escalation at any time. The security situation represents a serious constraint that could hamper the proper implementation of any project activities. For example, as mentioned in the report, an intake of Palestinian apprentices was reluctant to join their employers outside the camp and in Tripoli because of the security context, while in another example, the location of business coaching sessions has frequently been changed as a consequence of the security problems and concerns in Saida.

### **G.2-Opportunities**

***Positive signs and progress in terms of granting working rights to Palestinian refugees in Lebanon:*** Significant progress occurred during the last two years in terms of the working rights of Palestinians. This progress occurred at the level of facilitating the granting of work permits to Palestinians (exemption from fees, bank insurance, laboratory tests, etc.), as well as the cancellation of the ban on being active in 72 named trades (although the ban still remains for the exercise of the liberal professions of doctor, lawyer and engineer). This progress was absolutely not predictable a number of years ago, and thus offers hope. This progress must be built upon in order to achieve further progress in terms of human rights and working rights for Palestinians in Lebanon.

***The last visit of the Palestinian president to Lebanon:*** This visit left good feelings and had a positive impact on the political milieu in Lebanon. During the visit, the Palestinian president insisted that the presence of Palestinians in Lebanon was temporary, and emphasized their right and duty to return to their homeland. Furthermore, he insisted on the legal authority of the Lebanese state and the rule of the Lebanese law over the Palestinian camps. These statements, as well as the related good impression, should be exploited through ongoing advocacy efforts for Palestinian rights.

***A well developed and advanced civil society acting in the area of Palestinian refugees in Lebanon:*** In fact, the field of development, intervention and support in relation to Palestinian refugees is characterized by the existence of a large number of advanced NGOs and Community Based Organizations. Some of them are located in and focused on intervention in specific geographical areas (north or south), while others are dispersed in terms of intervention, covering multiple camps and gatherings. Most have been established for a long time, often since the seventies or eighties, and have accumulated wide-ranging technical experience and a high degree of professionalism. The PBF project did take good advantage of these organizations and built very constructive partnerships with them. It will be necessary in any future phase of the project for these partnerships to continue.

### **H-Lessons Learned**

***Complementarity among different UN agencies in terms of implementation could not be achieved without a coordination mechanism at the field level:*** Even with the existence of coordination mechanisms at the central and managerial level, the absence of such a mechanism at field level will lead to a vertical structure, whereby each agency will have its own independent axis of implementation. This would engender multiple pockets in terms of the coverage of the integrated services that are supposed to be provided by the project. Cases were registered during evaluation field visits in which participants benefited from one of the components of the project, but were unaware of other relevant and available services provided for the project by a separate UN agency. This concretely illustrates the deficit caused by the absence of coordination mechanisms at field level.

***The absence of a single integrated data system and a single referral system for the project will lead to deficiencies in terms of monitoring and harmony among the different components of the project, and will worsen results:*** It has been revealed to the evaluation that the project's monitoring and follow up system is divided and separated – not only among the implementing agencies, but also within each agency itself. Each section has its own monitoring system which is not linked to any other. It was impossible for the evaluator to determine which of the participants in short term classes also took literacy courses or benefited from PSS, just as it was impossible to determine whether those who studied micro finance had also benefited from TVET or short term courses. On the other hand, at the level of implementation within the same agency, it was not possible to provide the evaluator with a monitoring sheet which linked graduation from TVET or a short training . As a result, the possible results may be frustration and feelings of injustice. This would obviously hamper the target of social cohesion, and enhance the vulnerability of the Palestinian refugee youth.

***Some of the infrastructure and services offered by the project are in contrast to the notion of social cohesion:*** The focus on the exclusive circle of the camp in some of the training, apprenticeship and job opportunity components is enhancing the ghettoisation and exclusion of youth refugees, particularly in the case of females. Furthermore, it is not giving them a broad perspective on a better future, as the opportunities within the camps are rather limited.

***The lack of involvement of a national counterpart in the planning and management process represents a serious weakness:*** It will engender an absence of national ownership. This will cause a low commitment at national government level and will deprive the project and the cause of young Palestinians of vital governmental institutional involvement and support, particularly in terms of macro issues (policies, regulations, standards, etc.). Indeed, many of these symptoms were indeed noted during project implementation.

***Without the accreditation of the STC and NTC diploma, the program is enhancing the educational exclusion of Palestinian youth refugees:*** Despite the high quality of the vocational training provided by the STC and NTC, the lack of accreditation of the vocational diplomas provided by the two centers is a key factor

contributing to the exclusion of Palestinian graduates from the labour market, as well as their underpayment by the Lebanese private sector.

***Implementation of some of the training courses and apprenticeships in particular is enhancing gender stereotyping:*** According to the monitoring sheet provided for the 59 apprentices benefiting from the apprenticeship component, a large majority of Palestinian females are enrolling in the hairdressing apprenticeship (33 cases out of 42, or 78.5%). This high percentage might contribute to a phenomenon of eventual unemployment, as it overly enhances labor supply in this sector so that it far exceeds what is demanded by the market. Furthermore, this high focus on a rather specific profession could ultimately lead to weakening of the potential for female participation in the labour market.

***The annual repetition of a restricted number of TVET courses in NTC is a factor contributing to the unemployment of some Palestinian youths who graduated from NTC:*** It has been reported that the first graduates from NTC (which was created in 2009) have found employment opportunities in most cases. However, four years on, it is reported that graduates from the same courses are having difficulties obtaining a job placement. This is normal and in line with the rules of labour market supply and demand, as well as saturation principles. Therefore, NTC management and UNRWA should be more alert to the needs of the market, and proceed to continuously implement creative changes in the course to provide larger variety.

***Providing a young Palestinian secondary school graduate with a scholarship in a Lebanese university might be more cost effective, offer a better choice of career, and increase social cohesion more than enrolling him or her in TVET courses:*** This has already been adopted by UNRWA, which has a specific scholarship unit. However, it should be enhanced further as it has been found that many of those who graduated from NTC are secondary school graduates. Their decision to enroll in a TVET course was based on an inability to afford to study in a normal university. After graduating from NTC, they are still unemployed or employed in very low level jobs (some graduates of TVET engineering courses are working today as construction and building laborers, while others who graduated from management courses are now working as shop keepers).

## **I-Main Recommendations\***

### **I.1-General recommendations**

***It is necessary during any subsequent phase of the project that a coordination mechanism be established in each zone of implementation:*** It will be necessary to have a local PBF coordinator for the north /Tripoli, another for Saida, another for Tyr, another for Bekaa, etc. Each local project coordinator will be responsible for coordinating the actions and implementation of the three agencies in a particular zone of activity. The local project coordinator should be related to the office of the UNRC. He/she will be responsible for ensuring that there is complementarity in terms of implementing the different components. He/she will be responsible for building relationships with different local stakeholders, and particularly local Lebanese municipalities, institutions of local governance, and of the private sector, in addition to Palestinian stakeholders themselves.

***A referral system should be established in line with this local coordination mechanism allowing the provision of tailored services to Palestinian youth in terms of capacity building, vocational training, community support, PSS, placement, micro loans, etc.:*** This referral system will be established for each geographical zone of implementation (with possible links between zones), and will allow Palestinian youth to benefit from all services provided by the project in a manner tailored to their needs. The referral system will ensure complementarity among the different services, and the avoidance of vacuums between and within the different components. This will improve performance in terms of implementation and achieving the expected impact.

***It is necessary to establish an integrated inter-agency database for the project:*** In line with the previous paragraph, an integrated database should be established to improve the tracking of each case, including its background, its evolution and development in terms of training and capacity building, PSS and community services support, literacy, vocational training, apprenticeship, placement, business coaching, micro loans, etc.

***It is necessary to conceptualize an advocacy strategy:*** The ILO initiative to create an advocacy committee with CEP and to prepare an advocacy project concept should continue, and should ultimately lead to the preparation of an entire integrated advocacy strategy. This should include the participation of other UN agency partners in the PBF, and line stakeholders. The strategy should be prepared in such a way as to allow for aggressive promotion of the rights of Palestinians through a well-planned methodological approach, particularly focusing on rights related to employment and cohesion

\*For a full list of recommendations, please refer to the table: Main Findings and Priority Recommendations, attached to the Executive Summary

***It is necessary to build bridges with Lebanese stakeholders at a decentralized level:*** One of the main priorities of the local coordination unit of each project is to build bridges and partnerships with local Lebanese stakeholders. The latter primarily refers to the local municipality (municipality of Tripoli, municipality of Saida, municipality of Tyr, etc.), but also to the local directorates of labor, social affairs, the interior, etc., and private sector institutions (and particularly chambers of commerce), academia (LAU in Byblos, Balamand university in the north, etc). The purpose is to create local dynamism with regard to questions around the employment and social inclusion of Palestinian youth.

***It is necessary to think about the factors relating to the sustainability of the project:*** The project and its interventions vis-à-vis the Palestinian population and youth are totally dependent on external donors. This is a major constraint. Therefore, it is necessary for any replication of the PBF project to consider factors relating to sustainability from the planning stage onwards. Of course it is important to consider Lebanese national ownership, and the concrete involvement of a key executive Lebanese institution such as the Ministry of Labor, in addition to the Ministries of Social Affairs, the Interior, etc., and providing institutional development and capacity building to these ministries with regards to the issues facing Palestinian refugees

and their employment and social cohesion. In addition, it is crucial to think about mechanisms and tools which will promote the eventual sustainability of the project in the future. One such mechanism might be to consider the establishment of units of production, maintenance and services related to STC and NTC. These would have the purpose of building on the wide-ranging, high quality in-house expertise of these centers, their workshops and equipment, their know-how, and the human factor (teachers, technicians, experts and students) in the production and provision of products, paid technical services and studies and implementation services, and subcontracting their services out to the Lebanese private sector as well as in the broader Arab region. Another idea would be to provide high quality, wide-ranging paid training or on-the-job training in the Lebanese private sector. Another idea would be the lucrative enrollment of Lebanese students in STC in vocational training courses (on the condition that local accreditation is achieved).

## **I.2-Recommendations according to project component**

### ***Short training course***

Short training courses must be provided on a broader basis in any future phase of the project. Their weighting and priority level should also be increased. This is not only due to the fact that they are targeting the most vulnerable brackets of youth (i.e drop-outs), or because of their importance for the Palestinian population in the camps, but also owing to the large personal benefits participants have gained from the training itself, and their high employability after the training.

### ***STC and NTC accreditation***

The process of gaining accreditation for the STC center, which has already been started by UNRWA, absolutely must be successful. The credibility of the diplomas of hundreds of graduates are dependent on this accreditation. Once obtained, it is predicted that graduates will have better employment opportunities. It is also necessary to consider that once accreditation is obtained for the STC, the same accreditation should be sought for the NTC.

### ***TVET courses***

It is necessary for the TVET courses to be better tailored to the needs of the market. According to UNRWA, an employability assessment is carried out before the TVET courses are determined. However, although no monitoring sheets were available to determine the extent of a posteriori employment of graduates, feedback provided during meetings and field visits indicates that graduates of certain courses are facing real difficulties in the jobs market. This requires a deeper assessment of market needs and an effort to better tailor the courses provided to these needs. The labor market survey implemented by ILO should be used to support such an assessment. However, it will be necessary for this survey to be updated on an annual basis.

### ***Training of Trainers***

All trainers should be included in the capacity building programme, whether their contract is fixed or temporary. Ultimately, the target is to improve the quality of the training provided in VTC centers. Furthermore, according to the study “Reform and Accreditation of UNRWA’s Vocational Training System in Lebanon”, it is necessary for UNRWA to consider converting most of their fixed contracts into temporary ones, in order to increase their capacity to tailor their courses to the needs of the market. Finally, it should be borne in mind that most NTC instructors in the north have temporary contracts. Therefore, if only the instructors with fixed term contracts receive training, most of the instructors are being deprived of the capacity building sessions. This will certainly have a negative impact on the quality of the training in the center.

### ***North Training Center (NTC)***

It will be necessary to consider relocating the NTC outside the boundaries of Naher Al Bared Camp. The NTC's location within this camp is in conflict with the objectives of peace building and increasing the level of

trust between the Palestinian and Lebanese communities. It reinforces the isolation of Palestinian youth and adds to the ghettoization of Palestinians in Lebanon. If the NTC were located outside of the Naher El Bared camp, this would increase the level of interaction between the local Lebanese community and the center, the students, and the centre's management and instructors. This would be a means to combine the capacity building of young Palestinians with the aim of fostering social cohesion and trust-building with the Lebanese community. It would also be worth considering turning the NTC into a local center of excellence in vocational training, open to local Lebanese youth as well as Palestinians. As well as increasing the interaction between the two groups, if Lebanese recipients of training were required to pay fees, this could become a valuable revenue source. The center could then go on to adopt an active approach vis-à-vis the local business community and the Lebanese chambers of commerce in the north. It would have the potential to become an active player in increasing the prosperity of the local business sector.

### ***Apprenticeship***

The apprenticeship programme must continue due to the benefits which it has generated, particularly in terms of finding employment for participants. The duration of apprenticeships might have to be increased to four or five months. In this regard, one suggestion would be to adopt two different durations (of three months and five months) based on the trade in question as well as the wishes of both employer and apprentice. In order to reduce drop-out rates and enhance the employability of apprentices, the criteria for selecting apprentices should be fine-tuned on the basis of their expectations and their targeted profession or sector. It may also be worthwhile to place apprenticeships exclusively in companies outside of camps to increase the positive outcome in terms of social inclusion.

### ***ESC and employment***

A more aggressive outreach approach might be necessary, involving a higher number of outreach officers. This would cover a larger number of companies and businesses. It will be also necessary to consider hiring Lebanese staff from the same geographical area as that covered by the outreach activity of the employment center in question. These Lebanese staff would have a wider knowledge of the existing local business context, increasing their ability to network effectively. Linkages with the local chamber of commerce should be enhanced, and its support should be sought in the promotion of ESC services and Palestinian skills on a win-win basis. More emphasis should also be placed on the achievement of decent working conditions, as this would ensure the sustainability of the jobs created, as well as improving the level of cohesion between Palestinian youth and the wider Lebanese business community. It will then be necessary for the ILO to provide expertise on how to achieve decent working conditions in the context of refugee populations, based on lessons learned from experiences working in other countries.

### ***Self employment***

The self employment programme and its various components (modules on entrepreneurship skills, business coaching, and micro-credit) must be strengthened and expanded. It may well be more effective to offer support to young Palestinians in creating their own business than to help them to find job opportunities. Further incentives should be sought which would engender more businesses being established outside of the camp environment.

### ***Policy options for providing social security for Palestinian refugees***

The work that has been done up to this point should continue and continue to progress further. Increased involvement on the part of the Ministry of Labour in particular, as a main partner for the whole project, would be a positive development. The involvement of other ministries is also required, such as the Ministry of Social Affairs. An advocacy strategy and action plan should be prepared to promote the rights, and particularly the working rights, of Palestinians.



## **J-Annexes**

### **Annex 1**

#### **List of persons interviewed**

##### **UNRWA**

Mr. Jeremy Delage	Chief-Program Support Office
Ms. Leila Kaissi	Chief-Field Relief and Social Services Programme
Ms. Caitlin Smith	Employment Unit
Mr. Hisham Esper	Research Officer: Program Support Office (PSO)
Mr. Ziad m. Kawash	Project manager – TVET-short term courses project
Mr. Samir Radwan	Project Manager Micro Finance
Mr. Mohamad Al Nadaf	Outreach & Placement Officer – Employment Services Center Beirut
Ms. Carole Mansour	Legal Aid Coordinator
Mr. Samer M. Serhan	Principal, Siblin Training Centre
Ms. Rula Twieh	Employment Services Centre Supervisor
Ms. Feiruz Houssein	TVET Project Officer
Mr. Rabih Fakhri	Self Employment Officer – UNRWA

##### **UNICEF**

Mr. Nazih Yacoub	Senior Programme Assistant
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##### **ILO**

Mr. Jean-Francois Klein	Chief, Regional Programme Service
Mr. Guy Summers	Monitoring and Evaluation Adviser
Ms. Joumana Karame	Senior Programme Assistant – Regional Programming Service Unite
Ms. Sawsan Masri	National Project Coordinator – Improvement Access to Employment and Social Protection for Palestinian Refugees

##### **UNRCO**

Mr. Rony Gedeon	M&E Unit - UNRCO
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##### **Lebanese Palestinian Committee for Dialogue/Presidency of the Council of Ministers**

Ms. May Hammoud	Legal Officer
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##### **Ministry of Labour**

Ms. Joumana Haimour	
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##### **Committee for the Employment of Palestinian Refugees in Lebanon (CEP)**

Mr. Samir Khoury	Chief
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**The National Institution of Social Care & Vocational Training/Beit Atfal Assumoud**

Ms. Jamila Shhadeh	Chief-Beirut region
Ms. Ashawaq Al-Shabi	Social Worker
Mr. Ahmad Samer Naser	Administration Section

**National Association for Vocational Training and Social Services (NAVTSS)**

Mr. Hassan Shaaban	Director of the center
Mr. Ali Jumaa	Trainer

**Annex 2**  
**Field Visits and Focus Group Discussions**

**Field visit to Seblin - Saida**

Visit to the Seblin Training Centre (STC)

**Field visit to Tripoli**

Visit to the Employment Service Centre (STC)

**Field visits to Naher Al-Bared Camp – Tripoli**

Visit to the North Training Center (NTC)

Visit to the centre of training of the National Association for Vocational Training and Social Services (NAVTSS)

Meeting with youth/males who benefited from the TVET courses of the NTC

Meeting with youth/females who benefited from the TVET courses of the NTC

Meeting with a group of instructors of the NTC

Meeting with youth/males who benefited from the vocational short training courses

Meeting with adolescents and youth who were enrolled in the apprenticeship programme

Meeting with Parents of adolescents and youth who were enrolled in the apprenticeship programme

**Field visit to Ein El Helweh – Saida**

Visit to the GUPW Centre

Meeting with adolescents currently enrolled in the literacy classes supported by PBF

Meeting with adolescents who attended literacy classes supported by PBF in 2012

Meeting with parents of adolescents who benefited from the literacy classes.

Meeting with adolescents who benefited from the micro-credit loans supported by PBF

Meeting with parents of adolescents who received micro-loans.

Meeting with the management team of GUPW.

### **Field visits to Beddawi Camp - Tripoli**

Meeting with youth who were enrolled in apprenticeship programme

Meeting with adolescents who attended literacy classes supported by PBF in 2012

Meeting with parents of adolescents who benefited from the literacy classes

Meeting with the management team of Beddawi Popular Committee/Education team

Meeting with Representatives of Beddawi Popular Committee

### **Visit to Shatila Camp- Al Somoud Association – Beirut**

Meeting with the Literacy Programme Committee

## **Annex 3**

### **List of documents reviewed**

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- منظمة العمل الدولية - لجنة عمل اللاجئين الفلسطينيين في لبنان - الاتحاد الأوروبي - توصيف مهام فريق العمل المصغر لمناقشة عدد من الخيارات لتوفير الضمان الاجتماعي للاجئين الفلسطينيين في لبنان.

## Annex 4

### Terms of Reference (ToR)

#### Final Independent Evaluation – Peace Building Fund

Wael Zakkar

#### A. Project title

"Empowerment of Youth at Risk through Job Creation Programme in Areas of Tensions" Lebanon

#### B. Project Description

The project “Empowerment of Youth at Risk through Job Creation Programme in Areas of Tensions (Lebanon)” was approved in November 2011 with a total budget of \$2,002,719 USD. This project is implemented by ILO, UNICEF and UNRWA as the lead agency. The activities of UNRWA and UNICEF involve vocational training, the establishment of a youth empowerment and job creation programme, and micro-credit facilities. In parallel, the ILO works towards the collection and analyses of data on the Palestinian labour force and the improvement of information on the demand-side of the Lebanese labour market. The implementation of the project as a whole is undertaken in coordination with a Lebanese national partner, the Lebanese Palestinian Dialogue Committee. The donor is the PBF, UN Peacebuilding Fund (PBF), a Multi Partner Trust Fund (MPTF) of the Secretary-General (SG). It is a flexible peace-building tool that supports the UN's broader peace-building objectives in countries at risk of relapsing into conflict. It is intended to be a catalytic fund driven by existing planning, coordination and monitoring mechanisms to support the peace-building strategies of in-country UN leadership.

The PBF relies on the analytical, programming and implementation capacities of UN Departments, Funds, Programmes and Specialized Agencies to deliver peace-building results within their mandates. The PBF thus operates within a much broader UN peace-building effort.

This project falls under the PBF outcome “Revitalize the economy and immediate peace dividends”. Employment schemes and economic growth provide a ‘peace dividend’ which deters the population from engaging in conflict. It falls into the Priority Plan’s second priority, i.e. Areas of Tension”. The Palestinian camps have indeed been identified as areas suffering from chronic instability, with a high potential of further deterioration.

The project encompasses a dual peace building dynamic targeting Palestinians youth between the age of 15 and 24 years old in south and north Lebanon: a peace building dynamic within the refugee community living in the camps, and a second one between the camps and the host economy. Ultimately, it will contribute to reduce the existing animosity between the Palestinian and the Lebanese communities.

#### **Project Key outcomes**

The Immediate Response Facility (IRF) is the project-based financing mechanism of the PBF that was created to address critical peace-building needs in the immediate aftermath of conflict or as a result of a dramatic change in the country situation.

IRF Priority area 3: Revitalize the economy and immediate peace dividends

IRF Outcome 13: Youth empowerment and job creation programmes incorporated in government ministries to overcome persistent and pervasive unemployment that pose an ominous threat to the stability of post-conflict societies.

Accordingly, the project aim to empower Palestine youth and to put in place job creation programme to overcome persistent and pervasive unemployment that pose an ominous threat to the stability of Lebanon.

These are achieved through:

Outcome 1: Improved employability of Palestine refugees

Outcome 2: Increased access to job and self-employment opportunities

Outcome 3: Information gap on the labour market supply and demand concerning Palestine refugees in Lebanon addressed

Outcome 4: Cost and feasibility of providing social protection to Palestinians in Lebanon is assessed.

Hence, through the IRF programme, UNRWA, UNICEF and the ILO focus on maintaining Palestine refugee youth away from violent paths and having them gainfully occupied, through selected high-impact projects, which would stabilize their socio-economic environment.

#### **C. Rationale for the evaluation and purpose**

In an effort to assess results at the completion point of the project against the Immediate Response Facility (IRF) outcome indicators, this final independent evaluation will assess the extent to which, intended and unintended results were achieved, and their impact on the involved stakeholders. Building on the project midterm evaluation findings, which was conducted in November 2012, the overall objectives of this exercise is to assess the five

pillars of projects evaluations namely relevance, effectiveness, efficiency, impact and sustainability and to draw out best practices as well as lessons learned to all partners. In order to assess to what extent the project has contributed to the attainment of peace building outputs and how was this reflected in the targeted regions through identifying performance levels, achievements and lessons learned, this evaluation will provide analysis of the project's contribution to preventing relapse into conflict and promoting sustained engagement in peace building.

The evaluation aims at achieving a fair, objective and an accurate assessment of the project performance and at ensuring recommendations for future Peace building interventions in Lebanon.

The primary clients of the evaluation are UNRWA, UNICEF and ILO Regional Office for Arab States; and UNRCO and the Peace Building Support Office (PBSO). Secondary clients include other units within these client organisations that may indirectly benefit from the knowledge generated by the evaluation, as well as project beneficiaries and partners.

#### **D. Evaluation scope**

The evaluation will:

1. Measure to what extend the project achievements are inline with its stated objectives, outcomes, and outputs both quantitative and qualitative; and explain why/why not, draw out the best practices and lessons learned to consider in future interventions;
2. Assess the project's contribution to reducing the risk of the targeted groups getting involved in future conflicts.
3. Assess this project's contribution to the stability or instability of the targeted regions.
4. Measures to what extend the recommendations resulted from the midterm evaluation are implemented; and explain why and why not;
5. Measure to what extend the resources are used in line with its listed outcomes; are the allocated resources utilized its fund efficiently and explain why/why not;
6. Measure to what extent the UN joint fund model mainly the coordination between UNRWA, UNICEF and ILO has contributed to the success of the various interventions and explain why/why not;
7. Document lessons learned, success stories, and good practices and provide recommendations on how to best utilize them in future interventions;
8. Measure to what extend the various interventions contributed toward meeting the needs of the relevant stakeholders especially the direct and indirect beneficiaries; and
9. Identify the sustainability measures that are put in place to ensure the benefits of the projects' interventions are going to be sustained by the relevant stakeholders and partners and explain why/why not.

#### **E. Evaluation methodology & process**

The final evaluation will be conducted by an independent evaluator. It will use methodologies and techniques as determined by the specific needs for information, the availability of resources and the priorities of stakeholders. In all cases the consultant is expected to analyse all relevant information sources, such as annual reports, project documents, internal review reports, and any other documents that may provide evidence on which to form conclusions.

**The main tasks of this evaluation are:**

**Task 1: Desk study**

The consultant will review documents such as project documents, work plan, monitoring plan, supporting documents, etc.

**Task 2: Field visits**

The consultant will meet all partners and visit the three project partners.

The consultant will conduct field visits, interviews, and focus groups with project partners, project staff, project stakeholders, beneficiaries, service providers, etc. as a means to collect relevant data for the evaluation and any other means that may be agreed with the implementing agencies.

The consultant will be responsible for conducting a debriefing with the key actors he or she has interacted with.

**Task 3: Dissemination Workshop**

Upon completion, the consultant will conduct a stakeholder workshop for dissemination of initial findings and final review of the draft report.

**Task 4: Draft report**

The consultant will deliver a draft final report. The project partners will review and may have comments or may request clarifications regarding the final evaluation report for the evaluator to consider.

**Task 5: Final evaluation report**

A final report would be submitted within ten days of the draft report after taking into consideration the comments provided from all partners throughout the process.

**F. Expected Outputs and Deliverables**

The consultant is **Target Due Dates**

responsible for  
submitting the following  
deliverables to the PBF  
Coordinator under the  
Programme Support  
Office: **Deliverables/**

**Outputs**

Dissemination workshop: 24 July

Presentation of key  
findings to the three  
partners

First draft - final 5 August

evaluation report  
available to the three  
partner for comments

Final report - Final 15 August  
version