

Ex-post evaluation

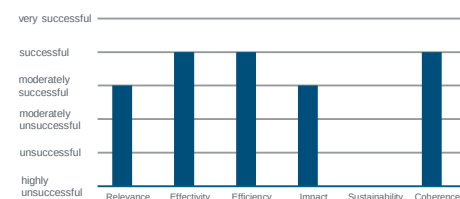
UNICEF: Vocational training Phase III & IV, Lebanon

Title	UNICEF Lebanon, vocational training Phase III and IV		
Sector and CRS code	1133000 Vocational training		
Project number	2017 40 539 (Phase III); 2017 40 927 (Phase IV)		
Commissioned by	Federal Ministry for Economic Cooperation and Development (BMZ)		
Recipient/Executing agency	UNICEF		
Project volume/ Financing instrument	Phase III: EUR 10 million/grant; Phase IV: EUR 15 million/grant		
Project duration	2017 (financing agreements Phase III and IV) to 2020 (final inspection Phase III and IV)		
Year of report	2023	Year of random sample	2022

Objectives and project outline

The objective at outcome level was the use of an improved access to (Phase IV: non-formal) training and qualification opportunities for Lebanese and Syrian (Phase III: and Palestinian) young people and adolescents to facilitate the transition from training to entry into a profession. At impact level, the objective was to contribute to improving the target group's life perspectives with regard to integration into the formal and informal labour market and to strengthening resilience.

Overall rating:
successful



Note: Since the projects were audited with a limited sustainability requirement, the "sustainability" criterion is not assessed as part of the EPE.

Key findings

The projects were implemented effectively and efficiently in a complex environment. Due to the difficult political and economic framework conditions, the developmental efficacy of the projects was only moderately successful.

The project has been rated as "successful" for the following reasons:

- The objective was too ambitious at time of the appraisal and thus the impact logic based on the planned programmes was partly implausible. The projects were only able to address the systemic causes of access problems to the labour market to a very limited extent. From the perspective of the target group, the project is still relevant when it comes to temporary effects.
- The most important reason for evaluating coherence as successful is the alignment of the projects with internationally recognised standards and their implementation as part of the UNICEF country programme. Ideally, however, all stakeholders' interventions in the vocational training sector would be coordinated to improve donor coordination and harmonisation.
- The projects were able to achieve the planned target figures at outcome level without major delays and with appropriate funding. The targeted promotion of women was successful in terms of participation in courses.
- However, developmental efficacy was only moderately successful, as the economic situation in Lebanon was already extremely difficult during the implementation of the projects and deteriorated critically after the completion of the projects. This resulted in even higher unemployment, which also severely affected the target group.

Conclusions

- Projects with an emergency aid characteristic were only able to tackle the effects to a limited extent and could not address the causes of problems (among others high unemployment and legal restrictions). Projects of this type have a selective and short-term effect. It is therefore important to make a realistic assessment of the achievable impact.
- For future projects in the vocational training sector, vocational courses involving job creation schemes could be considered, e.g. as part of an infrastructure component.
- In the medium term, support for good governance as well as economic and social stability can be beneficial in a fragile context and when there is a weak government.

Ex-post evaluation – rating according to OECD-DAC criteria

General conditions and classification of the project

Since the start of the civil war in Syria in 2011, more than 1.5 million Syrians have fled to Lebanon. With only 4.5 million inhabitants, the number of refugees challenges Lebanon in terms of significant societal challenges, particularly with regard to infrastructure, the education system and integration into the labour market.

Although the Doha Agreement in 2008 ended the violent conflicts for the time being through a political compromise with Hezbollah, it served to reinforce the religious fragmentation of the political system in Lebanon. This led to several government crises and tough negotiations between parties, during which the country was without government. Since 2019, the situation has become worse due to **multiple crises**. The explosion in the port of Beirut, the Covid-19 pandemic and the banking crisis led to a severe economic crisis. The GDP shrank by 21.4% in 2020 alone and was accompanied by high inflation (218% in the first half of 2022).¹ The banking crisis, prompted by questionable business practices of the central bank, led to major economic losses for the Lebanese middle class, as accounts were frozen and deposits in dollars were forcibly converted to Lebanese pounds. The political elite is not willing to examine the causes of the banking crisis, despite calls from international institutions such as the International Monetary Fund (IMF).

As the mass protests in Beirut in 2019 and 2020 showed, large parts of the population have doubts about the functionality of the political elite. On the other hand, the recent elections show that the established parties suffered only minor losses.

Since the **outbreak of the political and economic crises**, Lebanon has fallen from a country with a high middle income to one with a lower middle income. Unemployment increased from 11.4% in 2019 to 29.6% in 2022.² Over 50% of the population is already suffering from food shortages.³

The crisis has further exacerbated the emergency situation for Syrian and Palestinian⁴ refugees (as well as many Lebanese nationals). For example, the Lebanese education system does not have the capacity to integrate young refugees. Although it is possible for children and young people to participate in the primary education system (albeit with obstacles), the number of Syrian refugees is pushing the school system to its limits, especially as teachers' salaries are, following the economic crisis, not always paid regularly and on time. Refugees are not entitled to attend secondary education institutions. Syrian qualifications are only accepted with administrative difficulty. In addition, a gap of no more than two years between a secondary school qualification and vocational school is required. However, Syrian young people have often not attended schools continuously and are therefore unable to participate in the formal vocational training system, further hampering access to the labour market.

In addition, Lebanon has not signed the UN Refugee Convention: both Palestinian and Syrian refugees are only allowed to work in certain economic sectors. In addition to agriculture, these are the construction sector and environmental professions. Refugees are often employed informally, either because employers want to save on social security contributions and wages, or because they work in sectors where refugees do not have a work

¹ See World Bank. 2022: Lebanon Economic Monitor. Time for an Equitable Banking Solution. Available at: <https://www.worldbank.org/en/country/lebanon/publication/lebanon-economic-monitor-fall-2022-time-for-an-equitable-banking-resolution>

² See World Bank. 2023: MPO Lebanon. MPI. Available at: <https://thedocs.worldbank.org/en/doc/65cf93926fdb3ea23b72f277fc249a72-0500042021/related/mpo-lbn.pdf>. Given that the informal sector accounts for a significant share of the Lebanese economy, the figures are likely to be inflated.

³ See Abou Zaki, Souhad; Dagher, Leila and Amin Salam. 2022: Addressing Food Insecurity in Crisis-Stricken Lebanon. MPRA paper no. 116067. Available at: https://mpa.ub.uni-muenchen.de/116067/1/MPRA_paper_116067.pdf. The figures tend to reflect the vulnerability and instability of households. See also: Hoheit, Maha; al-Atat, Youssef; Joumaa, Houssein; El Ghali, Suheir; Mansour, Rania; Mhanna, Reem; Sayyed-Ahmad, Fatima; Salameh, Pascale and Ayoub Al-Jawaldeh. 2021: Exploring the Impact of Crises on Food Security in Lebanon: Results from a National Cross-Sectional Study. In: Sustainability 13, 8753 Available at: https://www.researchgate.net/publication/353742337_Exploring_the_Impact_of_Crises_on_Food_Security_in_Lebanon_Results_from_a_National_Cross-Sectional_Study.

⁴ Officially, around 450,000 Palestinian refugees and their descendants live in Lebanon. See BPB (German Federal Agency for Civic Education). 2016: second-class refugees: Palestinians in Lebanon. Available at: <https://www.bpb.de/themen/migration-integration/laenderprofile/228365/fluechtlinge-zweiter-klasse-palaestinsens-im-libanon/>.

permit. In addition to poor working conditions and low incomes, Syrian refugees are struggling with precarious housing conditions, often at excessive prices⁵. This also applies to Palestinians. On top of this, Syrians face uncertainty regarding their right of residence. Repeatedly, anti-Syrian rhetoric is used politically to distract from other problems⁶. Sporadic expulsions occur, although Syria is not considered a safe country for repatriations.⁷

In addition to economic problems for young people and their families, the poor prospects entail frustration and psychological problems.

Brief description of the project

To improve access to training and qualification opportunities for Lebanese, Syrian and Palestinian young people and adolescents (target group) and to facilitate the transition from training to entry into employment,⁸ Phase III of the project (August 2017 – April 2019) financed the target group's participation in courses at state vocational schools and in training courses to teach skills related to innovation and entrepreneurship. Besides, start-up financing was provided for young entrepreneurs. In Phase IV (November 2017 – March 2020), only non-formal educational programmes, internships and on-the-job trainings were financed. Both phases aimed to improve the target group's life prospects with regard to integration into the formal and informal labour market and to contribute to strengthening resilience.

The projects were implemented by UNICEF in cooperation with various local non-governmental organisations at locations throughout the country.

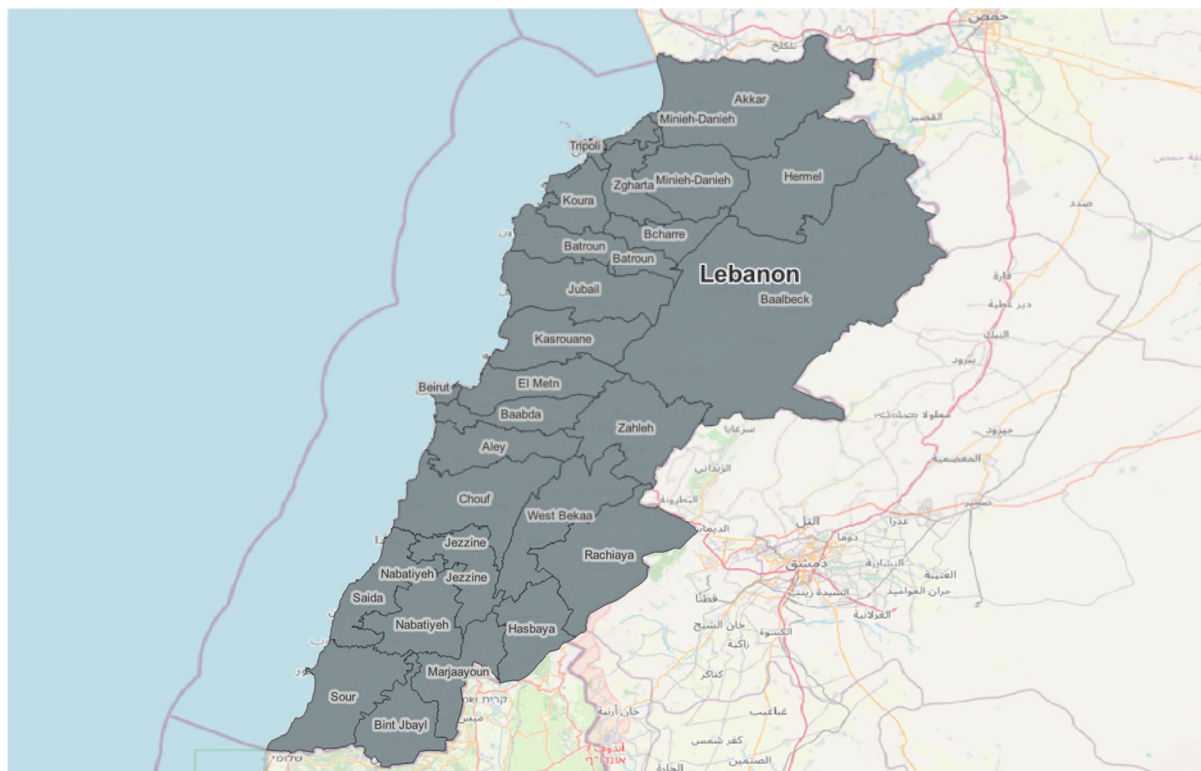
⁵ See Kikano, Faten; Fauveaud, Gabriel and Gonzano Lizarralde. 2021: Policies of Exclusion: the Case of Syrian Refugees in Lebanon. In: Journal of Refugee Studies 1, 34. Available at: https://www.researchgate.net/publication/348588689_Policies_of_Exclusion_The_Case_of_Syrian_Refugees_in_Lebanon/link/620295782f19e45b18f29a91/download

⁶ See International Crisis Group. 2020: Easing Syrian Refugees' Plight in Lebanon. Middle East report no. 211. Available at: <https://www.crisisgroup.org/middle-east-north-africa/eastern-mediterranean/lebanon/211-easing-syrian-refugees-plight-lebanon>.

⁷ Amnesty International. 2023: Lebanon: Halt Summary Deportations of Syrian Refugees. Available at: <https://www.amnesty.org/en/latest/news/2023/05/lebanon-halt-summary-deportations-of-syrian-refugees/>

⁸ This is a heterogeneous target group. Some of the participants attended the courses immediately after finishing secondary school; some of them had already been unemployed for a while or had casual employment. However, accurate data is not available here.

Map of the project country



Source: own presentation (KfW Development Bank based on Openstreetmap.org, Global Administrative Database (GADM) V.4.1)

Breakdown of total costs

		Phase III Inv. (planned)	Phase III Inv. (actual)	Phase IV Inv. (planned)	Phase IV Inv. (actual)
Investment costs (total)	EUR million	10	10	15	15
Counterpart contribution	EUR million	0	0	0	0
Debt financing	EUR million	10	10	15	15
<i>Of which budget funds</i>	<i>EUR million</i>	<i>10</i>	<i>10</i>	<i>15</i>	<i>15</i>

Rating according to OECD-DAC criteria

Relevance

Policy and priority focus

Both projects fell within the priorities of the Lebanese strategies, in particular the RACE strategy (Reaching all Children with Education), launched by the Lebanese government in 2013 and supported by the international community. This strategy was jointly developed by UNICEF and the Lebanese government for the education sector as a whole and implemented until 2021 (see also internal coherence). The projects addressed the priorities of the “National Strategic Framework for Technical Vocational Education and Training (TVET) in Lebanon” and are part of the Lebanon Crisis Response Plan (LCRP) which is jointly managed by the government and the United Nations.

In the context of German development policy, the projects have been assigned to the Partnership for Prospects employment programme for the Middle East (*Beschäftigungsoffensive Nahost*, BO Nahost)⁹ as part of the 2014 special initiative (SI) "Tackling the root causes of displacement, reintegrating refugees"¹⁰ and are therefore aligned with the German Federal Government's priority of supporting refugees and host countries and working at the interface between short-term humanitarian needs, longer-term development prospects and peacebuilding¹¹. The projects also follow the German government's human rights approach to inclusive development and the core objective of poverty reduction.

Conflicts between international and national priorities in the education sector on the one hand and Lebanese legislation on work and residence permits on the other remain critical (see classification of the project and framework conditions): as mentioned, Syrian and Palestinian refugees are only allowed to work in certain sectors (agriculture, construction, environmental sector). Added to this, the conditions for receiving residence permits for Syrians were complicated or almost impossible to fulfil.

Focus on needs and capacities of participants and stakeholders

The target group – Syrian, Lebanese (Phase III: and Palestinian) young people and adolescents – has had and continues to have difficulties acquiring skills relevant to the labour market and gaining entry to the labour market, which is largely due to the quality and capacity of the vocational training sector. There is no systematic job placement and jobs are often awarded via networks. The projects addressed these difficulties. However, the projects in Phase III were explicitly designed as emergency aid and the emergency aid character was maintained in Phase IV. Consequently, short-term courses and short-term effective integration programmes for the labour market were offered and no systematic approach to vocational training was pursued as part of the projects. To our knowledge, a systematic target group analysis is not available, but would be recommended. A medium-term or long-term perspective, such as obtaining a qualification through further training and thus the chance of a reasonably paid job, was not offered. However, the biggest problem for Syrian young people is obtaining a long-term residence permit, as well as authorisation to work in other sectors. These would be important prerequisites for the stability of the target group's living situation and predictability.

The participating young people and adolescents were informed about the training opportunities through advertisements or acquaintances. During placement interviews, vocational training courses were selected according to social criteria created by UNICEF. Lebanese young people were also considered ("do no harm") to prevent potential conflicts due to a perceived preference for refugees, as well as in the interests of social cohesion.

The projects were relatively successful in striving for gender equality. In consultations, it became possible to persuade parents with traditional attitudes to let their daughters attend courses. The assumption of transport costs also contributed to greater accessibility for female course participants. The gender issue, which is also an important objective of the SI on forced displacement, was also taken into account in the programme proposal. Due to the restrictions of sectors where Syrian refugees are allowed to work and the difficult societal environment, no further potential with regard to gender impact appears possible from today's perspective.

Appropriateness of design

Improved access (output) and the completion of vocational (Phase IV: non-formal) courses as well as training for personality development (outcome) were intended to improve the transition from education to starting a career (overarching outcome) for Syrian and Lebanese (Phase III: and Palestinian) young people. The courses covered craft activities (tailoring, woodwork, construction) and the service sector (cosmetics, hair care, catering, design, etc.). In addition, courses and start-up capital should be offered for start-ups. The course content was based on studies of labour market needs. Internships and on-the-job training should further facilitate access to employers. From today's perspective, the objective is generally plausible at outcome level. Improved opportunities in the labour market are also a comprehensible approach from today's perspective. However, it is important to point out that short-term training without a formal professional qualification is not sufficient to improve the prospects of the target group in the long term but can effectively make a temporary contribution to alleviating the precarious situation. The core problem remains the poor prospects of the target group in Lebanon in general and especially when it comes to their economic opportunities.

⁹ See BMZ negotiation mandate of 17 March 2017.

¹⁰ The special initiative evolved into the SI "Refugees and Host Countries" (SIGA) at the beginning of 2023.

¹¹ See BMZ newsletter (06/2021): Crisis management in practice.

This limitation also applies to the original formulation of the objective in terms of impact; it envisaged facilitating the transition from training to starting a career through improved training opportunities to create employment and income opportunities (Phase III) and following improve the target group's life prospects. The formulation was only plausible to a limited extent due to the restriction in labour law, which only allows Syrian refugees to work in the three sectors mentioned above, and due to the high overall unemployment rate. The objective was only achievable to a very limited extent due to the activities planned in the projects as they tended to aim for temporary effects through achieving short-term stabilisation. Income and employment effects can only be achieved through targeted economic promotion; the promotion of microenterprises is insufficient for this. However, it can generally be assumed that acquired skills increase the qualification for income-generating activities in the (informal and partially formal) labour market, thereby improving life prospects in the host country in the *acute* situation. As a further development of Phase III, the impact objective of Phase IV focused on improving the life prospects of the target group.

In addition to improving economic resilience, training offers young people and adolescents the opportunity to develop or strengthen their cognitive, emotional and physical potential by imparting knowledge, forging relationships with peers, and by establishing routines. UNICEF also sought to strengthen mental resilience by providing life skills training.

As part of the EPE, the target system at impact level was therefore adapted as follows: in the *acute* situation, the projects should contribute to improving the target group's life prospects with regard to integration into the formal and informal labour market and strengthen the target group's resilience.

Overall, the SI has created an instrument to enable a rapid and targeted response to the challenges of the global refugee situation. In this respect, the design of the programme, which in Phase III still explicitly refers to an immediate measure, was appropriate regarding technical, organic and financial planning to reach a large part of the target group quickly.

However, considering the fact that the Partnership for Prospects programme sought to bridge the gap between short-term and medium- to long-term effects¹², the original target formulation (Phase III) was understandable with regard to the employment and income effects to be achieved, but too ambitious and unrealistic given the background described. As a crisis-related support project (with limited sustainability requirements), the programmes in Phases III and IV were implicitly aimed at having a selective and temporary effect. In this respect, the design was only partially geared towards a holistic approach of sustainable development in terms of implementation.

Response to changes/adaptability

There were no major adjustments during the implementation (August 2017 to March 2020). Only the target size for participation in courses in formal educational institutions had to be reduced due to a lack of capacity and institutional difficulties at the responsible ministry. The follow-up phases – Phase V (running from 2020 to 2023) and Phase VI (running from 2022 to 2025) – addressed several conceptual problems: among other things, literacy courses were offered once again, which benefit the particularly vulnerable members of the target group. Phase VI involves the beginnings of a modular system for vocational training courses and offers the opportunity to attend in-depth vocational training courses from private institutions.

Summary of the rating:

The projects are still largely aligned with the policies and priorities of Lebanon, UNICEF and the German development cooperation. However, the integration of refugees is not a priority in Lebanese policy, counteracting the impact potential of the project due to restrictions in the labour market and on residence permits.

From the perspective of the target group, the project is still relevant when it comes to temporary effects.

The objective was too ambitious at the time of the appraisal and in some parts unrealistic, thus the impact logic based on the planned measures partly implausible. In addition, problems with accessing the labour market are only partly due to a lack of skills and sectoral access restrictions for refugees; more crucial are the effects of the political and economic crises, resulting in high unemployment and a decrease of government activities in social

¹² See DEval (2021): The effectiveness of German development cooperation in conflict-related refugee crises. The Partnership for Prospects for the Middle East.

sectors. The economic and political framework conditions also severely limit the effectiveness of the measures.

Overall, we rate the relevance as moderately successful.

Relevance: 3

Coherence

Internal coherence

The projects were part of the special initiative, “Tackling the root causes of displacement, reintegrating refugees”. They followed Phases I and II (BMZ no. for both projects: 2015 408 5 5), with the focus shifting from courses at formal vocational schools as well as spelling and mathematics courses to non-formal vocational training courses and support with entering the working world. The subsequent Phase V (BMZ no. 2020 405 90) and the planned Phase VI (BMZ no. 2022 406 0 4) once again provide for the promotion of basic courses in spelling and mathematics. The projects had some synergies with a project in the water and wastewater sector (BMZ no. 2018 497 02), as those who completed the courses benefited from the project’s Cash for Work (CfW) measures.

The projects complement the following FC projects in the fields of primary and secondary education:

- UNICEF RACE: Education in Lebanon/support for the Lebanese education programme (BMZ nos.: RACE I: 2014 40 627, 2015 408 30, 2015 68 880, 2015 67 932, 2015 68 161; RACE II: 2016 188 42, 2017 184 28, 2018 183 01, 2019 187 39, 2020 187 37). The programme aimed to provide refugee children and Lebanese children of compulsory school age with access to formal education.
- UNICEF Lebanon support for the Lebanese education programme, Transition and Resilience TREF, SJ 2021/2022 (Phase I) (BMZ no. 2021 18 685): in summer 2022, the Lebanese Ministry of Education presented TREF as successor to the RACE programme, which is being implemented in cooperation with UNICEF. It represents a framework programme for donor financing, into which German contributions are also integrated at a conceptual level.
- Educational programme (construction of school buildings) (BMZ no. 2018 68 629): by building new state-run schools, the school building programme is supporting the Lebanese Ministry of Education in making the state education system more attractive through an improved learning environment and improved access to education for all students in Lebanon.
- TAHIL Facility for Stabilisation and Development III (non-formal education in Lebanon) (VP) (BMZ no. 2021 69 373): the project aims to provide non-formal educational opportunities to particularly vulnerable children and young people who have not yet had access to the formal education system or other informal promotional opportunities. The majority of the supported children and young people should then be integrated into the formal school system or be better able to master their everyday situation based on the knowledge acquired.

GIZ supported Lebanon in the development of curricula, some of which were also used for the projects.

There is currently no country strategy for Lebanon. However, the projects contributed to the achievement of global development goals. In particular, they contribute to SDG 4 (quality education), 5 (gender equality), 8 (decent work and economic growth) and 10 (reduce inequality). It should be noted that quality education was only achieved to a limited extent, as these were short-term training courses that could and should only provide an entry into vocational education. In addition, although the concept was designed to contribute to decent work and fewer inequalities, the economic framework conditions only allowed for this to a very limited extent.

External coherence

The Lebanese government’s own efforts in the vocational training sector are limited to the formal vocational training system, which is highly fragmented and inefficient on the one hand and only gives very limited access to refugees on the other. Since the courses at formal vocational training institutions and the cooperation with the respective institutions in Phase III did not meet expectations, these courses were no longer funded in Phase IV. Instead, the courses in Phase IV were exclusively delivered by NGOs. The Lebanese partners were informed

about the activities and there was a regular exchange between the ministries and UNICEF. However, this exchange has been hampered by several government crises. Overall, this means that the relevant Lebanese ministries – the Ministry of Higher Education and the Ministry of Agriculture – were not directly involved in the implementation, at least from Phase IV onwards. Although the certificates were issued by the responsible ministry department, this probably did not increase their relevance for the labour market, as jobs are often awarded via relationships and certificates are not very relevant for unskilled workers.

Furthermore, Lebanon has not signed the Geneva Refugee Convention. There are barriers to residence permits and indications of rejections that do not comply with the Geneva Refugee Convention. These aspects restrict external coherence.

On the one hand, the UNICEF country programme was financed from the budget of the UNICEF Head Office in New York, which is funded through contributions from the member states, and on the other, through contributions from individual donor states for the UNICEF country programme for Lebanon. In addition to Germany, the Netherlands and the United Kingdom were predominant in providing funds for UNICEF vocational training programmes in Lebanon. Further, the EU supports the vocational training sector. However, regular sector coordination or platforms for exchanging shared learning experiences between donors and UNICEF only occur to a limited extent, for example within the framework of the Lebanon Crisis Response Plan Working Group. Since there are no priorities or implementation plans from the Lebanese side, there is little coordination with regard to non-formal vocational training. Since there is little information available about the activities of other donors, no statements can be made about the possible duplication of activities. The high proportion of young refugees and Lebanese people who are not in school, education or work suggests a huge need for non-formal vocational training. Against this backdrop it seems unlikely that a significant proportion of the target group has attended or will attend similar courses through other donors. Consequently, it is positive that Germany and other important donors are implementing their projects via UNICEF and its country programme, which was approved by the UNICEF Supervisory Board in 2014. This ensures a minimum level of coordination and systematics, for example through cooperation with other UN organisations such as ILO.

Summary of the rating:

The projects were particularly consistent with international norms and standards, are embedded in the UNICEF country programme supported by various donors and complement the commitment of German DC.

Both projects were related to Lebanese policies in the education sector. Since Lebanon has not signed the Geneva Refugee Convention and does not comply with international standards on residence and work permits, the projects could not be fully consistent with Lebanon's priorities. For pragmatic reasons, it was decided to also offer vocational training programmes for sectors that prohibit refugees to work in. It is legally permitted to offer and attend such courses. This also seems reasonable from today's perspective, as it takes into account the target group's living practices. In addition, the ministries (from Phase IV onwards) were not directly involved in the implementation phase. Although this is contrary to the principle of subsidiarity, it is comprehensible with regard to the technical and political weakness of the Lebanese institutions, as the necessary reforms are not expected in the short term.

Ideally, all the stakeholders' interventions in the vocational training sector would be coordinated to improve donor coordination and harmonisation.

Coherence: 2

Effectiveness

Achievement of (intended) targets

As part of the EPE, a common results logic is used for both projects. The adjusted objective is the use of an improved access to (Phase IV: non-formal) training and qualification opportunities for Lebanese and Syrian (Phase III: and Palestinian) young people and adolescents to facilitate the transition from education to starting a career.

The target achievement at outcome level is summarised in the table below:

Indicator	Status during PA	Target value PA/EPE	Actual value at PCR	Actual value at EPE
(1) Phase III and IV: Number of young people and young adults who have found employment after completing formal or informal vocational training courses (Phase III) or have been enrolled on an on-the-job training or a cash-for-work (CfW) ¹³ programme.	0	n/a	n/a	Phase III: 550 participants who graduated from formal vocational training courses were placed in jobs after completing their courses. ¹⁴ Phase IV: 7,904 participants who graduated from informal vocational training courses benefited from on-the-job training or CfW measures after completing their course or were able to find a job. This corresponds to 40% of those who completed their courses. ¹⁵ The indicator was newly introduced for the EPE. As a result, there is no target value. We consider this result to be satisfactory given the difficult framework conditions.
(2) Phase III: Number of established small and microenterprises that were supported or still exist six months after the end of the programme	0	n/a	n/a	Of the 792 start-ups that were supported, 588 business owners of micro and small enterprises could be contacted six months after they were established. ¹⁶ Of these, 65% were able to generate income. The indicator was newly introduced for the EPE. As a result, there is no target value. We consider this result to be good to satisfactory.
(3) Phase III: Number of young people and young adults who have completed a formal training programme at a state vocational school (disaggregated as M/F; of	0	2,200	2,200, of which: 704 males, 1,496 females and	The values correspond to the values at the time of the final inspection. Values achieved.

¹³ See "internal coherence": The projects themselves did not contain any CfW measures, but some young people and young adults were able to benefit from CfW measures from other projects.

¹⁴ See also indicator 3. Phase III: of the 2,200 who participated in formal vocational training programmes, 32% were male. 35% were Lebanese. Of the 550 who completed their courses and were recruited after completing the courses, 55% were male. 49% were Lebanese. Thus, a disproportionately high number of males completed the courses and a disproportionately high number of Lebanese individuals were recruited.

¹⁵ 7,904 out of the 16,994 from Phase IV were placed in CfW, on-the-job training or could find a job after completing the courses. This corresponds to 46.5%. UNICEF also collected more data six months after the project completion. According to this, 2014 participants who had completed courses were employed 6 months after they graduated. This corresponds to 11.8% of participants and 25.5% of graduates who found employment after completing the course. NB: The two groups (those who graduated and those gaining employment straight after courses) are not necessarily congruent. It is unclear whether the other graduates are all unemployed or could simply no longer be contacted in some cases. This figure therefore has only a very limited significance. Secondly, the figures do not reveal whether the work is formal or informal. Thirdly, there is no information on gender or nationality. Finally, the data does not say anything about the extent to which the graduates worked part-time and were self-employed, i.e. earning extra income through mobile phone repairs or tailoring, for example.

¹⁶ It is not clear why the other start-ups could not be contacted or how many of them still exist.

Lebanese/Syrian/Palestinian origin).			770 Lebanese, 1,430 Syrians, 0 Palestinians	
(4) Phase III: Number of adolescents and young adults who have participated in or completed training courses to promote skills and competencies related to start-ups and innovation (disaggregated as M/F; of Lebanese/Syrian/Palestinian origin).	0	7,613	7,613, of which: 3,274 males, 4,339 females 4,415 Lebanese, 2,518 Syrians, 680 Palestinians	The values correspond to the values at the time of the final inspection. Value achieved.
(5) Phase IV: Number of adolescents and young adults who have completed vocational training and courses in conflict management or personal development.	0	13,832	16,994	Value achieved. The values correspond to the values at the time of the final inspection.

Contribution to achieving targets

The indicator targets were achieved. During the implementation of Phase III, the number of participants in courses in formal vocational training institutions was reduced due to formal difficulties regarding the recognition of refugees' school diplomas and because vocational schools were unable to provide the capacities for the courses as agreed. However, the number of participants in courses aimed at start-ups was increased. Due to problems with state vocational schools, courses at formal educational institutions were not continued in Phase IV. The proportion of participants who successfully completed the courses was met (indicators 3 to 6) or is partly higher than expected (indicator 5). After course completion, some graduates were able to find a job (indicator 1). However, some participants in the group interviews stated that the courses did not teach them anything new and were not relevant for their job search. Although, the job placement by the implementation partners was helpful for integration into the labour market. The proportion of small business start-ups that still existed after six months and generated income (indicator 2) appears to be good to satisfactory.

The availability of data is not ideal and further statements, in particular with regard to the stability of employment conditions after completion of the courses, are not available. Although UNICEF commissioned a tracer study in 2018, the data records are incomplete and the methodology inadequate. An impact evaluation is in progress for the follow-up phase starting from 2020. Initial results are available as a draft. The conclusions are consistent with the results of this evaluation.

In the subsequent Phase V, the components of vocational training programmes, training for personality development and on-the-job training/CfW programmes will be continued or expanded and intensified. The vocational training programmes in particular are to be revised in terms of quality and systematised. A similarly large number of participants is expected for both components. Additionally, as in Phases I and II, spelling and mathematics courses will be held again to address the lack of basic knowledge. Phase VI aims to expand vocational training programmes to include health and early childhood education. In addition, the vocational training courses will be expanded to include various qualification levels. Start-up support will be resumed.

While the vocational training courses and personality development courses (Phases III and IV) focused on social aspects, the selection criteria for courses aimed at business start-ups (Phase III) are less clear. Participation required a certain level of education. It can be assumed that the participants did not come from the most socially vulnerable cohort of the target group. These courses were not continued in Phase IV; instead, the focus was set on non-formal vocational training courses.

The available data from Phase III shows that more young women than men participated in educational offerings. The targeted promotion of women was successful with regard to the participation of women. This was largely achieved through efforts to persuade parents, information events and engaging in one-to-one conversations. However, the figures show that women were disproportionately represented in vocational training programmes of the service sector. As expected, the proportion of women in handcraft and construction is disproportionately low. It seems that men have benefited more from the jobs brokered. However, this may also be due to the fact that women were more likely to work on a part-time basis. The group interviews showed that many participants earn additional income when working from home, e.g. by using a sewing machine to do small tailoring jobs for the neighbourhood. This may be a valuable contribution to the family income of vulnerable households, but it is hardly a step towards greater gender equality. The project had a gender-responsive effect as a significant proportion of women participated in the courses, but there are doubts as to whether this served to reduce gender inequality.

Some of the training facilities visited were centrally located and easily accessible. The assumption of transport costs and safe transportation to the training location was an important reason for women in particular to be able to participate in the courses. However, barrier-free access was limited. Nevertheless, 527 people with disabilities took part in the courses.

The measures implemented were generally suitable for achieving the objective at outcome level. Participants were shown job prospects and access to the labour market improved for some of the target group (at least in the short term). However, this does not automatically lead to long-term stable employment or the possibility of obtaining formal vocational training certificates or finding better-paid jobs. The economic crisis exacerbated the situation in the labour market. This made it difficult to find work, especially long-term employment in the formal sector.

The short-term training did not have a significant effect on the quality of vocational training in Lebanon in general, but this was also not the objective of the programme. For this, there was no corresponding system or fitting in with the curricula of formal vocational training. It was therefore not possible for graduates to enter formal vocational training with certificates from the short-term courses. Although the certificates were stamped by the relevant ministry in most cases, their value on the labour market was limited.

Quality of implementation

The projects sought to quickly implement measures for the target group as part of the special initiative. UNICEF relied mainly on Lebanese NGOs with local experience and its own established monitoring and management structures. Without this combination of established organisational structures and local expertise, it would not have been possible to implement the projects on this scale, within this time frame and without lengthy preparation.

One of UNICEF's comparative advantages in terms of achieving its objectives lies in the fact that UNICEF not only acts as the service provider, but also has a special role in the vocational training sector, including in relation to the government, such as through the development of strategies (e.g. the National Strategy Framework for TVET and RACE (Reaching all Children with Education)). In principle, it can be assumed that UNICEF's strong involvement in the sector has had a positive impact on the quality of implementation.

However, the concise and aggregated presentation of standardised reporting formats make an actual assessment of the quality of management and implementation more difficult.

UNICEF pointed out implementation problems, especially in Phase III. These were mainly related to the implementation of vocational courses in formal educational institutions and problems with capacities not being available in good time at the formal vocational training centres. The necessary adjustments were made in a targeted and timely manner (see adjustment of indicators 3 and 4). With regard to the quality of course content, most participants expressed positive opinions in the group interviews. However, some noted that they did not believe the courses provided any specific added value. Since these were short-term training courses, it was not possible to provide anything more than an introduction to the subject.

Unintended consequences (positive or negative)

One unintended consequence was that some participants were disappointed by the courses, as their situation in the labour market had not changed after course completion. They had mistakenly believed the courses would give them better qualifications and therefore better jobs. One likely unintended consequence is the growing competition in the labour market as a result of rising unemployment figures. Although the projects were able to potentially improve the qualifications of participants, this may lead to more competition with falling wages in the event

of high unemployment. Those who completed the courses presumably had better job prospects, but at the expense of those who did not attend courses. This could lead to resentment, especially in case of Syrian and Palestinian participants. Another possible unintended consequence is that with better opportunities for young people and young adults in the labour market, adults are less likely to find a job.¹⁷

Summary of the rating:

As part of the SI, measures should be taken quickly for the target group. The indicators were fulfilled. Necessary adjustments during implementation were made promptly and the components for Phase IV were adapted accordingly. The time schedule for Phase III was exceeded by approx. one year; the time schedule for Phase IV was met. This is a good result considering the difficult conditions.

There is a lack of meaningful data to assess the quality of implementation. More detailed reporting by location and implementation partner would be desirable. The quality of the courses cannot be conclusively assessed.

There is also a lack of data to assess potential unintended consequences such as labour market displacement or the rise in youth unemployment. For the informal sector in particular and a target group that does not always have the necessary residence documents, data collection is a challenge even in case of a comprehensive study. Based on the data and information available, we therefore assess the effectiveness as successful.

Effectiveness: 2

Efficiency

Production efficiency

No information is available on the distribution of costs according to specific inputs or regions. The costs per participant differed depending on the component. At the lower end, the cost of personality development training was EUR 155 per participant. Vocational training programmes such as formal/non-formal courses and on-the-job training ranged from EUR 330 to EUR 380 per participant. Courses aimed at business start-ups cost significantly more (EUR 700 per participant). Other vocational training projects with the International Rescue Committee (USD 1,194 per participant) and the Norwegian Refugee Council (USD 602 per participant) had higher costs per participant. Similar UNICEF projects in Jordan have costs of USD 1,400 and USD 2,400 per participant. However, it is not clear whether the course types are comparable. For a more precise analysis, it would also be important to know what proportion is attributable to personnel costs and what proportion to the teaching infrastructure. For projects in a fragile context, there were remarkably few delays in terms of implementation.

Compared to other implementation partners, UNICEF's management costs were relatively low. In Phase III, the management costs were 13.6%; in Phase IV the costs were 12.3%. UNICEF's management costs include costs for the respective project (Phase III 6.3%, Phase IV 4.9%) and flat-rate administration fees for UNICEF headquarters (Phase III 7.3%, Phase IV 7.4%).

No information is available on NGO management fees. It can be assumed that these were at least partially allocated to the project-financed costs per participant.

Instead of UNICEF, the projects could theoretically have been implemented with the relevant Lebanese ministry as the project-executing agency. An implementation consultant or a NGO could have taken care of the implementation. It is highly likely that this alternative would have become significantly more expensive and would have caused significant delays due to the political crises and necessary tendering processes. Within the framework of SIGA, non-governmental institutions such as UN organisations and NGOs regularly serve as direct partners in the cooperation.

Allocation efficiency

To improve allocation efficiency, i.e. to increase impacts (improve life prospects with regard to integration into the (in)formal labour market/strengthening resilience), the projects should have focused strongly on employment

¹⁷ See Habib, Rima R.; Ziadee, Micheline; Abi Younes, Elio; Harastani, Houda; Hamdar, Layal; Jawad, Mohammed and Khalil El Asmar. 2019. Displacement, Deprivation and Hard Work among Syrian Refugee Children in Lebanon. In: BMJ Global Health 2019,4. Available at: <https://gh.bmj.com/content/4/1/e001122>.

opportunities from today's perspective. Due to high unemployment, there is a shortage of jobs with fair wages. The courses offered tend to lead either to work in poorly paid sectors or in the informal sector, without legal certainty and with lower wages than would be paid for those employed legally. In addition, informal workers are not taxed, which reduces government revenue. Another weak point, but also presented here without meaningful data, is the stability of jobs. There have been numerous cases where those who completed the courses worked as day labourers in unstable employment conditions. Here, it would make sense to think about job placement as part of the concept and to combine vocational training with job creation programmes. In addition, it is not clear to what extent the selection of professions taught reflected the needs of the participants or the Lebanese economy. There is no insight into which sectors the target group would prefer. There are various ILO sector studies that seem very ambitious for the needs of the economy. Furthermore, the demand for skilled workers formulated in the studies cannot be met with short-term courses and is partly based on an unrealistic assessment of Lebanon's economic potential. As a service or export location, the most important prerequisite would be political, legal, and institutional stability.

From today's perspective, more CfW or on-the-job training would have made sense after completing the courses. However, this would have led to higher costs per capita and fewer participants. A longer-term component for promoting employment, for example through the financing of public infrastructure, would be desirable but is not feasible as part of an emergency aid project. There is also potential for improvement in the networking of participants after completing the course. This could provide a dedicated platform for young people to share their experiences and concerns and promote the coming together of Syrian, Lebanese, and Palestinian young people. The courses on personality development were intended to raise issues such as constructive critical thinking, aspects of social sciences, and environmental and climate issues.

Summary of the rating:

Compared to other projects, the costs per capita and management fees appear adequate. Despite challenging conditions, the projects were implemented within a reasonable time frame but with minor delays.

As action was needed quickly and the UNICEF project was in a sector of high socio-political importance, cost recovery is not assessed. Implementation with other partners, such as the relevant ministry, would most likely have resulted in higher costs and significant delays.

From today's perspective, it would make sense to greater consider employment opportunities and employment promotion. However, the possibilities of addressing the demand side of the labour market as part of an emergency aid project are extremely limited, even in the medium to long term.

We assess the efficiency of the projects as successful.

Efficiency: 2

Impact

Overarching developmental changes (intended)

The objective, as adjusted during EPE, was to contribute to improving the life prospects of Syrian, Palestinian, and Lebanese youths and young adults in the acute situation, with regard to integration into the formal and informal labour market and to strengthening the resilience of the target group.

No indicators were formulated at impact level, as relevant data on participants was no longer collected after the projects ended. The impact evaluation attempts to close this data gap for the subsequent phases. Alternative data such as labour market statistics and youth unemployment are too inaccurate, especially for the informal sector.

The economic crisis has further exacerbated the situation on the labour market and thus the social situation for the population in Lebanon. According to an ILO study, unemployment rose from 11.4% in 2018 to 29.6% in 2022, with 43.2% of the working population being underemployed. The proportion of jobs in the informal sector also

increased. The number of inactive young people (not in employment, education or training) increased from 22% in 2019 to 29.1% in 2022¹⁸. A total of 82% of the population live in multi-dimensional poverty.¹⁹

The situation for Syrian refugees is even worse: 88% of households are affected by extreme poverty. Unemployment was at 30% in 2021, showing that most are poorly paid or irregularly employed. In total, 70% of young people were inactive (not in employment, education or training).²⁰ For more information, see the “Framework Conditions” section at the beginning of the report.

Contribution to overarching developmental changes (intended)

The target group should have better opportunities for paid work through professional courses and other training measures. According to the assumption, this would improve living conditions and thus life prospects. Through the courses and support measures for integration into the labour market, the target group should learn that support and opportunities exist even in difficult situations. This should also strengthen resilience for future individual crises.

It can be assumed that the courses offered and, in some cases, the short-term integration into the labour market have contributed to improving the life prospects and resilience of the target group, albeit to a limited extent.

Positive examples emerged in part of the target group, who received short-term entry-level jobs that they would most likely not have secured without the projects. It can also be assumed that the training options have contributed to notions regarding employment opportunities.

However, many who graduated work for NGOs financed by external donors. Even the jobs at a company that offers digital services and employs those who successfully completed the projects innovation component from Phase III will mainly have public clients. However, there is no evidence of further employment effects beyond the short-term outcomes. The prospect of further development is limited for course graduates in most cases. For example, there were cases where course graduates were hired as unskilled workers without further career advancement opportunities after completing the short-term training. This led to frustration among some participants in the group interviews, especially if the person had more life experience. In such cases, resilience was no longer achieved, but the difficulty of the individual life prospects was emphasised. The empirical evidence of the impact evaluation indicates similar results for the subsequent phases.

However, the achievement of the intended development policy objectives must be considered overall against the background that the projects were emergency aid programmes/projects with an emergency aid character aimed at alleviating the acute situation of those affected. More systematic approaches, for example concerning curricula or a stronger employment promotion component, could not have been implemented that quickly. Since the projects only addressed the vocational training sector, substantial external factors such as labour market developments or the legal framework conditions could not be influenced. Moreover, it is unclear to what extent this would even be possible without fundamental institutional and political reforms in Lebanon and the will to achieve these.

In addition, the general conditions for refugees with regard to legal employment opportunities, rising unemployment and the ongoing economic crisis in Lebanon make it difficult to have long-term planned life prospects.

However, an important aspect is that the measures taken showed the young people and adolescents that someone cares and sees their problems and that they are not left on their own. Education and training opportunities can help young people and adolescents to strengthen their psychological resilience e.g. by providing knowledge, support and, not least, through relationships with peers and routines, and can prevent them from slipping into extremism or crime.

¹⁸ See ILO. 2022. Lebanon Follow-Up Labour Force Survey. Available at: https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_848353.pdf.

¹⁹ Multi-dimensional poverty takes into account not only income, but also factors such as access to drinking water, medical facilities, etc. See ESCWA. 2021. Multidimensional Poverty in Lebanon (2019–2021). Painful Reality and Uncertain Prospects. Available at: <https://www.unescwa.org/sites/default/files/pubs/pdf/multidimensional-poverty-lebanon-2019-2021-english.pdf>.

²⁰ See VASyr. 2021. Vulnerability Assessment of Syrian Refugees in Lebanon. Available at: <https://data2.unhcr.org/en/documents/download/90589>.

Contribution to (unintended) overarching developmental changes

Do no harm: since the end of the civil war (1975–1990), Lebanon has experienced almost no stability and, since 2019, one crisis followed the next, thereby causing the humanitarian situation to deteriorate. In this respect, it is important to alleviate the suffering of millions of people, not least Lebanese nationals and refugees. Thus, the projects explicitly targeted the former in order to prevent any possible resentment.

Summary of the rating:

The contribution of the projects to overarching developmental impacts can only be demonstrated for a short period after the end of implementation. While there were some positive examples of participants whose life prospects have improved as a result of attending the courses, there were also several examples where participation did not change anything. In this context, expectations were not met and attendees felt that their life prospects had not changed. Due to the tense situation in the labour market, it cannot be assumed that the projects were able to improve the labour market opportunities for the target group in general.

Projects of an emergency nature cannot be expected to address external factors to a large extent or offer systematic solutions. The economic and institutional framework conditions, which have deteriorated massively in Lebanon in recent years, mean that these projects can – almost exclusively – address effects but not causes. In this respect, it was not possible to forge a link to lasting, long-term effects.

Overall, the project's developmental impact is rated as moderately successful.

Impact: 3

Sustainability

Note: The projects were audited with a limited claim to sustainability. For this reason, the sustainability criterion is considered in the evaluation, but is not included in the overall score.

Capacities of participants and stakeholders

The projects were implemented by UNICEF through NGOs and financed by grant funds. The Lebanese authorities were not directly involved in the implementation. Due to the economic and political crises, Lebanon was and is not able or willing to implement or continue the vocational training programmes itself. In recent years, the economic situation has led to staff salaries not being paid or being paid late, including in the education sector. This has led to the migration of civil servants to the private sector or abroad.

In the case of most NGOs, they and the implementation of vocational training programmes were and are dependent on financing from external donors. At the same time, NGOs were an important employer for the participants, including in the agricultural sector, handcraft and social sector. These employment opportunities exist only as long as NGOs have financial capabilities and depend on how long the international community remains engaged in Lebanon.

The target group's employment opportunities depend on economic development, developments in the labour market and the legal framework conditions, in particular with regard to residence permits and work permits. Originally, the courses were intended to provide Syrian members of the target group with better opportunities in the Lebanese labour market, as well as better opportunities in the Syrian labour market after their return. Currently, a return to Syria is not foreseeable for most people. Many of the regions of origin in Syria have suffered massive destruction during the civil war, while there are still ongoing fights in other regions. The Syrian economy is currently unable to commence reconstruction. In addition, there are justified concerns, especially among young men, about being drafted into the army on their return and having to serve the current Syrian government. Finally, justifiable concerns remain regarding the focus of the Syrian secret intelligence service.

Vocational training courses are not systematic or intensive enough to serve as a qualification in the labour market in the long term in the event of potential emigration to third countries, e.g. in the EU.

Contribution to supporting sustainable capacities

The vocational training courses (from Phase IV onwards) were outside the formal Lebanese training system. There are no signs that the Lebanese government is seeking to integrate these courses into the Lebanese education system. There are also general weaknesses in the formal vocational training system, such as a shortage of staff, inadequate school equipment and outdated curricula. It currently seems unrealistic to implement a reform of the vocational training sector with the existing state institutions. In addition to political reforms, this would require extensive measures with regard to the transparency of public finances. Vocational training has little prestige in society. Attitudes towards manual work cannot be changed within a short time frame.

The target group's resilience to economic risks was partially strengthened. Some of the target group got temporary jobs after completion of the courses, although it is not clear to what extent these young people and adolescents would have gotten work without the courses. The courses, especially the personality development courses, have helped to point out job options and prospects. The fact that the target group has seen that something is being done for them is particularly important. However, their expectations have not always been met. There is no doubt that the projects were able to contribute to improved living conditions, but the target group's life prospects still depend on economic and political factors that the projects were unable to influence.

This also applies to gender equality. Although the projects were able to achieve a high participation rate for young females, there are still considerable doubts regarding the extent to which this leads to greater gender equality in the labour market and thus to greater economic and social gender equality.

Durability of impacts over time

The projects were implemented from 2017 to the end of 2019 and thus ended before the start of the economic crisis. Even during implementation, the economic situation in Lebanon was not stable and the political situation was confusing. The unstable regional situation and high number of Syrian refugees confronted Lebanon with further challenges. There is little up-to-date data on the environmental situation or the effects of climate change on Lebanon. Poor resource management and pollution are still problems that are insufficiently addressed, even though they are constantly becoming the focus of society, as the mass protests about a landfill site in Beirut in recent years have shown. Climate change is also highly likely to lead to more extreme weather events in Lebanon. The impact on water availability is still unclear. However, extreme weather has a negative impact on agriculture. The extent to which export-oriented agriculture is sustainable against the backdrop of climate change would need to be investigated.

The economic situation has deteriorated significantly since the completion of the projects. The Covid-19 pandemic, the explosion at the port and the banking crisis have led to massive inflation and higher unemployment. Wages, especially for unskilled workers in the informal sector, are less and less able to finance a living. This significantly limits the effectiveness of the projects. The macroeconomic and social data suggest that the target group is also significantly affected.

The approach to promoting education in emergency situations should be fundamentally understood as sustainable, as the target group can benefit from the education, they receive both during the crisis situation and throughout their lives.

Summary of the rating:

Sustainability is not included in the assessment, as these were projects that were audited with limited sustainability requirements. It was already clear at the time of the appraisal that short-term programmes were being implemented where the long-term success and sustainability depended heavily on external factors that could hardly be influenced. The crises since 2019 have exacerbated and accelerated trends that were already seen as risks at the time of appraisal. There are currently no signs of the economic or political reforms that have been called for internationally. As a result, the situation on the labour market will continue to be a central problem for the target group. For Syrian refugees, there are additional difficult legal framework conditions.

Furthermore, NGOs have been and continue to be an important employer, particularly in social sectors. As the work of NGOs is funded by external donors, the sustainability of these jobs depends on the extent to which the international community continues to support Lebanon.

For the foreseeable future, it is unlikely that the Lebanese government will be willing or financially able to reform the vocational training sector independently or offer prospects for the target group through quality training. With-

out further externally funded assistance, there will be no support for the target group in accessing the labour market.

Sustainability: no rating

Overall rating: 2

The two phases are evaluated together. Both phases were designed similarly and addressed similar target groups. Due to the time overlap in terms of implementation, a separation of the effects is not possible.

The relevance of the project is rated as moderately successful. The target group represents a particularly vulnerable part of the population. In particular, young females need support in preparing for and entering the working world. Vocational training, gender equality, decent work and economic growth are goals that are internationally recognised and to which Germany has committed itself. Conceptually, the projects attempted to improve the target group's life prospects in an extremely difficult and volatile context in the short term – with limited aspirations for sustainable impacts. Even if future concepts develop new ideas in this regard, sustainable effects will continue to depend on the economic and political context in Lebanon, which makes success difficult.

The projects were consistent with Germany's global objectives (SDGs). BMZ has not yet adopted a country strategy for Lebanon. The projects also contributed to UNICEF's country strategy for Lebanon. Since there is no systematic coordination for the non-formal education sector in Lebanon, the implementation of the projects by UNICEF and as part of the UNICEF country strategy represents an important step towards better sector coordination.

With certain limitations, the projects were coherent with the national strategies in the education and vocational training sector of Lebanon, where vocational training of young people and young adults is marginal. The national strategies are primarily aimed at reforming the vocational training sector by addressing the needs of the labour market more closely. This applies in particular to areas where highly qualified specialists are needed.

However, there are restrictions due to Lebanese refugee policies, which only permit legal work for refugees in a few sectors. This variation makes sense, as Lebanon does not comply with international agreements such as the Geneva Refugee Convention. Coherence is rated as successful overall.

The individual measures were effectively implemented and the indicators at outcome level were largely achieved. During implementation, the values in the indicator for participants in formal vocational training courses were reduced, as the Lebanese institutions were not able to create the corresponding conditions. The released funds were used to increase other courses. At target group level, the projects had short-term effects, particularly with regard to entry into working life and awareness of a vulnerable group, which was appreciated by the participants. The inclusion of young females during implementation is also to be assessed positively. The effectiveness is rated as successful.

The projects were implemented comparatively efficiently. There were only relatively short delays. The costs of the courses per capita can only be compared with other projects facing restrictions. Similar projects in Lebanon that involved other implementation partners and UNICEF projects in Jordan show sometimes significantly higher costs. Management costs are also comparatively low. To achieve the objectives more efficiently, additional components to promote employment would have been necessary, but would not have been realistic in the context of a project that aimed for rapid impact. Efficiency is rated as successful.

Developmental effectiveness could only be achieved to a limited extent. On the one hand, this is due to the difficult political and above all economic framework conditions and their development, on which the success of the projects depended. Realistically, the planned and implemented programmes had little influence on the framework conditions. The main causes of the target group's problems – the labour market and work permits – could not be addressed. On a conceptual level, there is potential and a need for further development. However, further developments such as the addition of components that promote employment or economic development also face considerable practical implementation challenges in Lebanon. The developmental impact is rated as moderately successful.

Sustainability is not assessed (see above).

Contributions to the 2030 Agenda

The projects generally contributed to improving the economic situation of vulnerable young people and adolescents (SDG 1: No poverty) and their situation in the labour market (SDG 8: Decent work and economic growth). However, this contribution was selective and had a short-term focus. Without a simultaneous contribution to other SDGs (especially SDG 10: Reduced inequalities and SDG 16: Peace, justice and strong institutions), the contribution could only be small.

The projects also contributed to better education (SDG 4: Quality education). However, providing systematic, quality education was not the aim of the projects. These were short-term courses that provide an initial introduction. Vocational training courses are not integrated into the formal Lebanese vocational training system. Participants cannot formally build on their course certificates.

Gender equality was promoted as part of the implementation (SDG 5). However, there are doubts as to whether the projects were able to improve equality in the labour market and in terms of economic participation in the long term.

The projects were implemented outside the Lebanese government structures (from Phase IV onwards) and therefore did not contribute to improving existing structures. This was necessary because the Lebanese authorities are unable to integrate the target group into the formal education systems and the political will to do so is questionable with regard to Syrian refugees.

UNICEF receives funds from various donors to implement its country strategy. In the vocational training sector, the Netherlands and the United Kingdom are important donors alongside Germany. As a result, UNICEF indirectly coordinates donor activities in the sector.

The projects were not able to significantly influence the economic, political or environmental framework conditions. This can only be done to a limited extent via vocational training courses, if at all. However, the economic situation in particular had a significant impact on the chances of entering the labour market and stable employment conditions. Furthermore, many sectors in Lebanon, especially education and health, could not exist in the implementation phase without external financing from donors and NGOs, as government capacities are insufficient. Financial resources from international donors are an important factor in the education and health sectors of the labour market.

Project-specific strengths and weaknesses as well as cross-project conclusions and lessons learned

The project's strengths and weaknesses include in particular:

- The project activities were effectively implemented despite difficult framework conditions.
- The implementation schedule was met without significant delays. This would not have been possible without an internationally experienced partner established in Lebanon.
- Where appropriate, and when there were friction between Lebanese policies and international principles, pragmatic and targeted solutions were found.
- The majority of course participants were women. This represents an important step towards gender equality, even if it does not necessarily have a sustainable impact.
- The aim of improving the life prospects of the target group could not be achieved in the long term and is also hardly achievable within the framework of the measures implemented. This led to disappointment among some members of the target group.
- Donor funding for many projects and sectors in Lebanon leads to jobs at NGOs that are dependent on external funding. This was also observed among some of the participants. There are also indications that some training courses led to precarious employment or second jobs. While the courses facilitated entry into the labour market, stable employment conditions would be important for the sustained improvement of prospects.
- The vocational training courses were designed to be short in duration and are not compatible with the formal vocational training system in Lebanon.
- Even without the intensified economic and political crisis in Lebanon, the impacts were already at time of the appraisal very dependent on framework conditions that the projects could not influence.

Conclusions and lessons learned:

- 1) Projects with an immediate aid character, especially in the field of vocational training, have a selective and short-term effect. A realistic assessment with regard to the impact logic should be requested, including from the implementation partner. For gender equality in particular, it would be important to consider how good results from implementation can be carried forward.
- 2) Despite the need to implement emergency aid projects quickly and effectively in a fragile context with a weak government, medium-term exit strategies should be considered. In doing so, it should be possible to coordinate the concepts of important donor countries and, if necessary, develop a common approach towards the partner country, especially if important international conventions are not recognised by the partner country.
- 3) Projects in the vocational training sector should be based on specific analyses of the labour market, which also take into account what short-term courses can achieve and in which sectors stable employment conditions can be created for which target group.
- 4) Processes that potentially squeeze course participants out of the labour market should be analysed. Otherwise, there is a risk that course participants will be better educated than other young people and there will be an upward spiral in qualifications, but a downward spiral in wages. There is also a risk that older employees will lose their jobs in favour of newcomers, leading to negative social consequences.
- 5) In vocational training projects, the combining of courses with other programmes should be examined. It could be useful to couple them with an infrastructure component that employs those who have graduated from the courses.
- 6) The collection of the data required to measure impact should be considered in the project appraisal.

Evaluation approach and methods

Methodology of the ex post evaluation

The ex-post evaluation follows the methodology of a rapid appraisal, which is a data-supported qualitative contribution analysis and constitutes an expert judgement. This approach ascribes impacts to the project through plausibility considerations which are based on a careful analysis of documents, data, facts and impressions. This also includes – when possible – the use of digital data sources and the use of modern technologies (e.g. satellite data, online surveys, geocoding). The reasons for any contradicting information are investigated and attempts are made to clarify such issues and base the evaluation on statements that can be confirmed by several sources of information wherever possible (triangulation).

Documents: internal project documents, UNICEF studies, secondary literature, statistics of international organisations, strategies and concept papers

Data sources and analysis tools: on-site data collection, partner monitoring data, background conversations

Interview partners: target group, entrepreneurs, executing agencies, other donors

The analysis of impacts is based on assumed causal relationships, documented in the results matrix developed during the project appraisal and, if necessary, updated during the ex-post evaluation. The evaluation report sets out arguments as to why the influencing factors in question were identified for the experienced effects and why the project under investigation was likely to make the contribution that it did (contribution analysis). The context of the development measure and its influence on results is taken into account. The conclusions are reported in relation to the availability and quality of the data. An evaluation concept is the frame of reference for the evaluation.

On average, the methods offer a balanced cost-benefit ratio for project evaluations that maintains a balance between the knowledge gained and the evaluation costs, and allows an assessment of the effectiveness of FC projects across all project evaluations. An individual ex-post evaluation therefore cannot meet the requirements of a scientific assessment in line with a clear causal analysis.

The following aspects limit the evaluation:

- Insufficient data basis due to the type of target group (partially refugees in the informal sector)
- Lack of baseline and tracer studies in sufficient depth for the evaluated phases
- Standardised UNICEF monitoring reports in aggregated form
- Lack of time for target group interviews (in part due to security restrictions)

Methods used to evaluate project success

A six-point scale is used to evaluate the project according to OECD DAC criteria. The scale is as follows:

- Level 1** very successful: result that clearly exceeds expectations
- Level 2** successful: fully in line with expectations and without any significant shortcomings
- Level 3** moderately successful: project falls short of expectations but the positive results dominate
- Level 4** moderately unsuccessful: significantly below expectations, with negative results dominating despite discernible positive results
- Level 5** unsuccessful: despite some positive partial results, the negative results clearly dominate
- Level 6** highly unsuccessful: the project has no impact or the situation has actually deteriorated

The overall rating on the six-point scale is compiled from a weighting of all six individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a “successful” project while rating levels 4-6 denote an “unsuccessful” project. It should be noted that a project can generally be considered developmentally “successful” only if the achievement of the project objective (“effectiveness”), the impact on the overall objective (“impact”) and the sustainability are rated at least “moderately successful” (level 3).

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List of annexes:

Target system and indicators annex

Risk analysis annex

Project measures and results annex

Recommendations for operation annex

Evaluation questions in line with OECD DAC criteria/ex post evaluation matrix annex

Target system and indicators annex

Project objective at outcome level		Rating of appropriateness (former and current view)			
During project appraisal: Phase III: Access to training and qualification opportunities for Lebanese, Syrian and Palestinian young people and adolescents has been improved to facilitate the transition from education to entry into a profession, create employment and income opportunities and thereby improve the life prospects of the target group. Phase IV: Access to non-formal training and qualification opportunities for Lebanese and Syrian young people and adolescents has been improved in order to facilitate the transition from education to career entry and improve the life prospects of the target group.		The objectives at outcome level were modified to evaluate both projects together. From a past and present perspective, the goals seem too ambitious. Vocational training courses and on-the-job training were only suitable to a limited extent in terms of improving the target group's employment and income opportunities in the medium term. The modified target therefore reduces the ambition level (see also target formulation at impact level).			
During EPE (if target modified) Use improved access to (Phase IV: non-formal) training and qualification opportunities for Lebanese and Syrian (Phase III: and Palestinian) young people and adolescents to facilitate the transition from education to entry into the profession.					
Indicator	Rating of appropriateness (for example, regarding impact level, accuracy of fit, target level, smart criteria)	PA target level	PA status (2016 for phase III, 2017 for phase IV))	Status at final inspection (2020)	Optional: Status at EPE (2023)
Indicator 1 (PA) (Phase III) Number of young people and young adults who have access to formal training opportunities in state vocational schools. NEW (indicator 3 in the evaluation report): Phase III: Number of young people and young adults to conclude formal training at a state vocational school (disaggregated as M/F; of	The indicator has been adapted as it is not only intended to measure participation but also successful completion. In addition, the target figure is disaggregated in terms of gender and nationality.	6,000, reduced to 2,200 during the implementation phase	0	2,200 (704 males, 1,496 females; 770 Lebanese, 1,430 non-Lebanese)	2,200 (704 males, 1,496 females; 770 Lebanese, 1,430 Syrians, 0 Palestinians).

Lebanese/Syrian/Palestinian origin).					
Indicator 2 (PA) (Phase III) Number of young people and young adults who have access to training to promote skills and competencies aimed at start-ups and innovation NEW (indicator 4 in the evaluation report): Phase III: Number of adolescents and young adults who have participated in or completed training courses to promote skills and competencies relating to start-ups and innovation (disaggregated as M/F; of Lebanese/Syrian/Palestinian origin).	The indicator has been adapted as it is not only intended to measure participation but also successful completion. In addition, the target figure is disaggregated in terms of gender and nationality.	3,330, increased to 7,613 during implementation phase	0	7,613 (3,274 males, 4,339 females; 4,415 Lebanese, 3,198 non-Lebanese)	7,613 (3,274 males, 4,339 females; 4,415 Lebanese, 2,518 Syrians, 680 Palestinians)
Indicator 3 Number of start-up projects supported with start-up capital	The indicator has been deleted. Instead, it is examined how many start-up projects still exist after the programmes have been completed (indicator 8)	280, increased to 792 during implementation phase	0	792	792
Indicator 4 (Phase IV) Number of young people and young adults who have received access to vocational training to promote skills and competencies relevant to the labour market, as well as in conflict management	The indicator was combined with indicator 5 to map successful participation in vocational training courses. Values regarding gender and nationality are not available.	13,832	0	16,994	16,994

and personality development. NEW (indicator 5 in the evaluation report): Phase IV: Number of young people and young adults who have completed vocational training and courses in conflict management or personality development (disaggregated as M/F; of Lebanese/Syrian/Palestinian origin).					
Indicator 5 (Phase IV) Percentage of adolescents and young adults who have successfully completed job-related training to promote skills and competencies relevant to the labour market.	The indicator has been deleted, as only the number of successful participations in the other indicators is assessed. In terms of content, the indicator is also mapped in indicator 4.	70%	0%	86%	86%
Indicator 6 (Phase IV) Number of young people and young adults who have received access to internships and on-the-job training and employment opportunities.	The indicator is also covered under the new indicator 1 in the evaluation report.	7904	0	7,904 (3,083 males, 4,821 females; 3,873 Lebanese, 4,031 non-Lebanese)	7,904 (3,083 males, 4,821 females; 3,873 Lebanese, 4,031 non-Lebanese)
NEW indicator 7 (indicator 1 in the evaluation report) (Both phases) Phase III and IV: number of young people and young adults who have found employment after completing formal or informal vocational	Gender and nationality values are only available for Phase III. The concept was designed to measure the number of young people and young adults who had a job one year after completing the courses. No information was available for this.	n/a	0	n/a	Phase III: 550 students who completed formal vocational training courses were placed in jobs upon completion.

training courses (phase III) or have been enrolled in on-the-job training or a Cash for Work programme.					Phase IV: 7,904 students who completed informal vocational training courses benefited from on-the-job training or Cash for Work programmes after completing their courses or were able to find a job. This corresponds to 40% of students who completed their training.
NEW indicator 8 (indicator 2 in the evaluation report) Phase III: Number of small and microenterprises founded that were supported or still exist six months after the programme ended.	Values regarding gender and nationality are not available.	n/a	0	n/a	Of the 792 start-ups, 588 micro-entrepreneurs and small business owners were contacted six months launching their business. Of these, 65% were able to generate an income.

Project objective at impact level	Rating of appropriateness (former and current view)
During project appraisal: Phase III UNICEF: Stabilise livelihoods and improve the prospects of refugees and host communities by creating jobs, reviving the local economy and boosting income. Phase IV UNICEF: Improve the knowledge, skills and employability of young people in Lebanon to promote employment and income opportunities. The project also contributes to	The objectives were modified to evaluate both projects together. At the time of the appraisal, the objective at impact level had already been stated when formulating the outcome objective. In addition, the UNICEF programme proposals included objectives than had been formulated at impact level. However, the programmes were not suitable for achieving these objectives, both at the time and now. A contribution to the creation of income and jobs can only be expected to a limited extent in the medium and long term and depends on external framework conditions that the projects have no influence over. It also seems overambitious to expect the programmes to revive the local economy. As part of the evaluation, the objective is modified and expanded at impact level as described below.

promoting employment opportunities by improving soft skills and behaviour.					
During EPE (if target modified): Contribute to improving the prospects of Syrian, Palestinian and Lebanese young people and young adults during the crisis situation with a view to their integration into the formal and informal labour market and strengthening the resilience of the target group.					
Indicator	Rating of appropriateness (for example, regarding impact level, accuracy of fit, target level, smart criteria)	Target level PA / EPE (new)	PA status (year)	Status at final inspection (year)	EPE status (year)
Note: In the PA as well as from today's perspective, indicators are not formulated at impact level. The difficult data situation and the volatility of the target group do not allow such indicators to be assessed at the time of the EPE.					

Risk analysis annex

Risks that have occurred (ex-ante, identified during the course of the project and ex-post):

Risk	Relevant OECD-DAC criterion
Further destabilisation of Lebanon due to external crises. This risk was assessed as medium with low influenceability in the PA. The external crises have not changed significantly during the course of the project. The risk continues to exist after the project completion.	Developmental impact and sustainability
Stagnation or deterioration of the economic situation impacting the labour market and the social situation in Lebanon. In the PA, the risk was rated as medium with low influenceability. There were no fundamental changes in the economic situation during the course of the project. After the end of the project, the risk of political and economic crises materialised in full.	Developmental impact and sustainability
Further restrictions on legal employment opportunities for Syrian refugees due to higher refugee numbers. This risk was assessed as medium with low influenceability. The risk did not occur during the project or at the time of the EPE.	Relevance
Limited capacity of state vocational schools in the face of constant or increasing number of refugees. The risk was assessed as medium with low influenceability. The risk materialised in full during project implementation.	Effectiveness
Need for the target group to contribute to the family income and therefore unable to participate in programmes The risk was considered to be high with low influenceability. No evidence for the risk was found during the evaluation trip.	Relevance and coherence
The UNICEF risk assessment views the acceptance of the programmes by Lebanese society (preference for refugees and social envy) and extreme religious groups as a further risk. These risks continue to exist. There is no data available to support an assessment.	Effectiveness
From today's perspective, there is a risk that the programmes will over-promote sectors that are operated by NGOs and are dependent on external funds. This means that truly governmental tasks are being undertaken. In addition, these projects promote the informal sector, which can contribute to lower tax revenues and less government capacity. These risks are difficult to assess, as there are doubts about the ability of the Lebanese state to function even with more revenue	Sustainability

Project measures and their results annex

No additions to the evaluation report.

Recommendations for operation annex

As these were projects that financed training programmes and did not include investments in infrastructure, meaning there were no operations after the programmes completion, the final inspection report does not list any recommendations for operation.

However, there are general recommendations, which are briefly addressed below.

- **Executing agency:** there were few opportunities to influence the design of the projects, as UNICEF implemented the projects under the country programme. From today's perspective, the standard formats for reports and the tracer study do not provide all the information that would be necessary for an evaluation to be carried out. The data is often too aggregated in the reports. In the final inspection report, joint intervention involving the embassy/BMZ was recommended for important topics. During the evaluation there were open and constructive discussions with UNICEF. Methodological differences in terms of impact logic and evaluation were also discussed as well as the conceptual challenges. It is recommended that these discussions continue and go into more depth.
- **During the final inspection,** it was recommended that even courses in sectors where Syrians are not allowed to work continue to be open to Syrian refugees. From today's perspective, this recommendation is still shared. However, there should be a general discussion about the extent to which the Lebanese state is weakened by promoting informal employment and what the exit strategy is with regard to the parallel structures through NGOs that are currently taking over the tasks of the state in the social sector. At the moment, donors seem to have little confidence in the ability of the state structures to function or carry out reforms. The Lebanese government has not yet presented the long-term strategy for political or economic reforms requested by the IMF or the World Bank.
- **Compatibility of courses:** the final inspection report recommends further coordination with TC, particularly with regard to the development of curricula, a modular course system and quality management (tracer study). There have been a number of developments since the final inspection. The subsequent phases envisage the introduction of a modular course system. In addition, a new tracer study is currently being carried out.
- **Courses with practical and market relevance:** the final inspection pointed out that there is still a shortage of skilled workers in the Lebanese economy and that courses should be oriented towards this. From today's perspective, this is still important, although the short length of the courses means it is not possible to deliver in-depth, specialist knowledge that is relevant to the labour market. This is most likely to be achieved by developing modular courses that build on each other and at best lead to a qualification.
- **The final inspection criticises the Innovation Labs for founder support in terms of effectiveness.** The EPE supports this assessment. Unfortunately, this component cannot be analysed in detail due to a lack of data; there are still doubts about the targeting and the sustainability of the start-ups. Unlike the final inspection report, the component for outsourcing digital services is also viewed critically. So far, these primarily consist of contracts from public institutions, even if there are plans to attract customers from the private sector, too. The potential appears limited at the moment. In addition, there are infrastructure problems (electricity and Internet connection) due to the economic crisis.

Evaluation questions in line with OECD-DAC criteria/ex-post evaluation matrix annex

Relevance

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Policy and priority focus			3	–	It was clear in the PA that the relevance with regard to Lebanese policies and the priorities of Lebanese institutions was deliberately given little consideration. It was also clear that the economic framework conditions are difficult and that a short-term contribution should be made as part of emergency aid. As a result, it was not possible to address the target group's needs for job security.
Are the objectives of the programme aligned with the (global, regional and country-specific) policies and priorities, in particular those of the (development policy) partners involved and affected and the BMZ?	To what extent did the project's objectives correspond to the policies and priorities of the German Federal Government, BMZ and the Lebanese government in the areas of vocational training, youth employment and displacement during the project period (2017–2020)? How does the programme's objective relate to Lebanese policy on refugees?	Lebanon Crisis Response Plan (LCRP) (2017–2022) TVET National Strategic Framework (2018 – 2020) Reaching all Children with Education (RACE) Plan (2017 – 2021) Federal Ministry for Economic Cooperation and Development (BMZ), Middle East Employment Initiative, 2016 UNICEF, No Lost Generation Initiative UNICEF Adolescent and Youth Development Programme as part of the 2017–2020 UNICEF and Lebanese Government Country Programme			

Do the objectives of the programme take into account the relevant political and institutional framework conditions (e.g. legislation, administrative capacity, actual power structures (including those related to ethnicity, gender, etc.))?	To what extent did the programme take into account the legal framework conditions for refugees in Lebanon during the project period, particularly in the areas of residence, access to vocational education and access to employment? What are the barriers to accessing vocational training (costs, transport, income, administrative hurdles, restrictive policies)? What prospects do young people have for capitalising on their education? In which areas are they allowed to participate in the formal labour market in Lebanon? The impact hypothesis is that, in the short term, improved access to vocational training for Lebanese and non-Lebanese young people and adolescents can reduce the competition for resources between Lebanese young people and adolescents and the host society, improve the chances of access to the labour market and achieve short-term income and employment effects through the programmes: to what extent did the framework conditions limit the impact hypothesis of the programme (e.g. vocational training cannot be put to good use if there is no access to the labour market)? To what extent do the measures correspond to the implementation capacities of the executing agency UNICEF and the implementation partners? To what extent did the programmes take into account the relationships between the local population and the Syrian and Palestinian refugees?	Interviews with UNICEF Interviews with IP management staff Secondary literature
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Other evaluation question 1	To what extent did the objectives of the programme take into account the economic situation at the time of the appraisal and the present time: -Absorbing capacity of the Lebanese labour market -Sectoral development prospects in the segments where refugees are allowed to work -Sectors that had (at the time of the appraisal) or currently have a shortage of skilled workers (including steps to open these sectors to refugees) -Increased competition in the labour market: better-educated target group drives down wages and competes with existing employment relationships -Increase in informal employment relationships at the expense of formal contracts (with simultaneous drop in labour law standards)	Interview with UNICEF -Interview with entrepreneurs -National statistics -Secondary literature
Other evaluation question 2	Was the medium-term and long-term perspective of the target group taken into account in the objectives: -Are the qualifications relevant in the event of a possible return to Syria? -Would the qualifications be beneficial in the event of further migration to other countries (e.g. European labour market)	-Labour market data from other countries -Secondary literature -UNICEF/UNHCR assessment
Other evaluation question 3	Have the project objectives sufficiently taken into account the needs of the target group with regard to occupational safety, working hours and development opportunities? -Is occupational safety ensured in the sectors for which the target group is being trained (ILO standards) -Is it ensured that the target group is treated age-appropriate (child labour, working hours: ILO standards) and that	These questions could only be addressed in part.

	there are no exploitative working conditions? -Is additional training planned?				
Evaluation dimension: Focus on needs and capacities of participants and stakeholders			3	0	
Are the programme objectives focused on the developmental needs and capacities of the target group? Was the core problem identified correctly?	Are the programme objectives focused on the developmental needs and capacities of the target group? Was the core problem identified correctly? To what extent were the two central core problems, namely the life perspectives and the systemic limitations of the target group, sufficiently taken into account? To what extent did the programmes meet the needs of Lebanese and non-Lebanese young people to access vocational training to acquire skills relevant to the labour market? Which criteria have been applied when selecting the vocational training sectors (formal/non-formal) and are they relevant to the labour market? How was the training content set at the Innovation Centres and is it relevant for the labour market/seeking out independent employment? To what extent are the course curricula adapted to the labour market? Are short courses accredited and cumulative, allowing for interruption and subsequent resumption? To what extent is life skills training geared towards the needs of the target group? Why was the BLN in Phases III and IV no longer supported? Which C4W programmes were implemented and why (duration, payment, sectors)? Were the life plans of the target group taken into account, or was the	Interviews with UNICEF Interviews with IP management staff Secondary literature			

	training geared primarily to the needs of the labour market and the human capital dimension? Were the needs and capacities of particularly disadvantaged or vulnerable parts of the target group taken into account (possible differentiation according to age, income, gender, ethnicity, etc.)? How was the target group selected? How were the local authorities and participants selected? How was the target group made aware of the training courses? How is the UNICEF Vulnerability Index structured? The measures are aimed at vulnerable target groups. To what extent are their specific needs taken into account in the design of the educational programmes? Were there specific target figures for the proportion of Lebanese/Syrian/Palestinian refugees and, if so, how were these defined? Were other vulnerable target groups (e.g. people with disabilities) actively involved? Did the measures meet the needs of young women in terms of training and employment opportunities? Were there any specific measures to specifically promote young women? No target group analysis due to urgency of project!	
Were the needs and capacities of particularly disadvantaged or vulnerable parts of the target group taken into account (possible differentiation according to age, income, gender, ethnicity, etc.)? How was the target group selected?	How were the local authorities and participants selected? How was the target group made aware of the training courses? How is the UNICEF Vulnerability Index structured? The measures are aimed at vulnerable target groups. To what extent are their specific needs taken into account in the design of the educational programmes? Were there specific target figures for the proportion of Lebanese/Syrian/Palestinian	Interviews with UNICEF Interviews with participants of the training courses

	refugees and, if so, how were these defined? Were other vulnerable target groups (e.g. people with disabilities) actively involved? Did the measures meet the needs of young women in terms of training and employment opportunities? Were there any specific measures to specifically promote young women? No target group analysis due to urgency of project				
Would the programme (from an ex-post perspective) have had other significant gender impact potentials if the concept had been designed differently? (FC-E-specific question)	Could young women have been addressed even more effectively if the training programmes had been structured differently? Were there any barriers to access for young women that prevented them from taking part in the programmes on offer (e.g. childcare for young mothers)? Could these have been mitigated by the project?	Interviews with UNICEF Interviews with participants of the training courses			
Evaluation dimension: Appropriateness of design			3	+	The design addresses the core problem, namely the target group's difficulty in accessing the labour market. However, the causes of access problems are not sufficiently taken into account. In case of high unemployment, vocational training courses can only address access problems to a very limited extent. More than this was not possible in the context of the emergency aid projects, but the design should have made this clearer.

Was the design of the programme appropriate and realistic (technically, organisationally and financially) and in principle suitable for contributing to solving the core problem?	To what extent was the programme suitable for addressing the core problem of improving the situation in the Lebanese labour market at the time of the appraisal and from today's perspective? Based on the project's characteristic as emergency aid, was the core problem realistically identified? How were the implementation partners (IPs) selected? How were they paid? Did the IPs organise the courses themselves or were subcontractors commissioned? To what extent is the learning content coordinated among different IPs? How is the quality of the courses ensured? How is the learning content defined and how is its relevance for the labour market ensured? How were the vocational schools selected for the implementation of formal courses? Who delivered the courses (IP or the schools themselves)? Did the teaching staff receive appropriate training?	Project documentation Interviews with UNICEF
Is the programme design sufficiently precise and plausible (transparency and verifiability of the target system and the underlying impact assumptions)?	Is the impact matrix plausible? Is the project design sufficiently specific? Is there a plausible link between the supported activities (access to training opportunities) and the objectives? Is the source of the financing for the programmes implemented sufficiently plausible (allocation of financing to the specific measures)?	Project documentation
Please describe the results chain, incl. complementary measures, if necessary in the form of a graphical representation. Is this plausible? As well as specifying the original and, if necessary, adjusted target system, taking into account the impact levels (outcome and	See table above	Project documentation

impact). The (adjusted) target system can also be displayed graphically. (FC-E-specific question)				
To what extent is the design of the programme based on a holistic approach to sustainable development (interplay of the social, environmental and economic dimensions of sustainability)?	Does the project have a concept for sustainable development in Lebanon? To what extent were the assumptions of the country strategy realistic? To what extent were economic development and economic prospects taken into account in terms of the success of the projects? To what extent were the capacities of the target country and the host communities (local level) adequately taken into account? To what extent were restrictions of social infrastructure (electricity, water, housing) taken into account? To what extent have the effects of climate change on the host society, its resilience and its economic development been included?	UNICEF country strategy Regional strategies UNICEF interviews Secondary literature		
For projects within the scope of DC programmes: is the programme, based on its design, suitable for achieving the objectives of the DC programme? To what extent is the impact level of the FC module meaningfully linked to the DC programme (e.g. outcome impact or output outcome)? (FC-E-specific question)	n/a			
Evaluation dimension: Response to changes/adaptability			2	0
Has the programme been adapted in the course of its implementation due to changed framework conditions (risks and potential)?	Were there any adjustments to the target figures? Did the number of participants in the formal and non-formal courses change? Did the proportion of female participants change? Did the target area change? If there were changes, what were the reasons? Have any political or	Interview with UNICEF Discussions with project team Project documentation		

	economic developments been taken into account? Were the objectives of the programme adapted in the course of implementation in order to better take into account the framework conditions (see focus on non-formal education)?	
Other evaluation question 1	To what extent did experiences from the two projects play a role in the design of the subsequent phases? To what extent has there been a response to the worsening economic crisis in Lebanon since 2018?	Interview with UNICEF Discussions with project team

Coherence

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Internal coherence (division of tasks and synergies within German development cooperation):			2	0	
To what extent is the programme designed in a complementary and collaborative manner within the German development cooperation (e.g. integration into DC programme, country/sector strategy)?	What other German DC projects are there in the education sector in Lebanon? Which German DC projects in Lebanon are related to the projects or influence them?	Discussions with project team			
Do the instruments of the German development cooperation dovetail in a conceptually meaningful way, and are synergies used?	To what extent were the projects coordinated with GIZ? Is there a country strategy? Do the projects and their programmes have an influence on other German DC projects?	Discussions with project team Interview with UNICEF Project documentation			
Is the programme consistent with international norms and standards to which	To what extent do the programmes address the SDGs? To what extent	Interview with UNICEF Secondary literature			

the German development cooperation is committed (e.g. human rights, Paris Climate Agreement, etc.)?	do the programmes relate to other (national and regional) UNICEF or UN programmes? To what extent did compliance with International Labour Standards (ILO) and refugee agreements play a role?				
Other evaluation question 1	To what extent is the programme embedded in the Unicef Lebanon Country Programme/Youth and Adolescent Development Programme?				
Evaluation dimension: External coherence (complementarity and coordination with actors external to German DC):			2	0	It should be noted that the state structures and institutions in Lebanon are currently not willing or able to contribute to the design of the projects or resolving the problems of the target group.
To what extent does the programme complement and support the partner's own efforts (subsidiarity principle)?	Are the programmes in line with the Lebanese vocational training strategy? Did the programme support Lebanese efforts in the sector?	Interview with UNICEF Secondary literature			
Is the design of the programme and its implementation coordinated with the activities of other donors?	To what extent is UNICEF coordinating the vocational training sector? What projects of other donors outside the UN programmes are there in the education sector?	Interview with UNICEF			
Was the programme designed to use the existing systems and structures (of partners/other donors/international organisations) for the implementation of its activities and to what extent are these used?	To what extent were the structures of the Lebanese education system used? What is the capacity of the Lebanese education system in the target regions? Could the Lebanese structures be used or could they be equipped so they became usable for the implementation of the	The questions are no longer considered relevant, as these projects mainly supported non-formal forms of vocational training.			

	programmes? What other implementation partners were there and how dependent are they on external resources?	
Are common systems (of partners/other donors/international organisations) used for monitoring/evaluation, learning and accountability?	Do UNICEF and the Lebanese specialist authority have common monitoring systems? Is there central monitoring (by the UN or Lebanon) with regard to vocational training, labour market needs and the target group? Is there an analysis of the experiences from other projects? If so, how are these experiences incorporated into the design of new projects?	Interview with UNICEF
Other evaluation question 1	How do the programmes fit into the regional political and economic situation? Were the projects consistent with the needs of the target group?	Secondary literature

Effectiveness

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Achievement of (intended) targets			2	+	Due to the emergency aid characteristic, rapid implementation with as many participants as possible was key.
Were the (if necessary, adjusted) objectives of the programme (incl. capacity development measures) achieved? Table of indicators: Comparison of actual/target	Was the number of participants achieved as planned?	Project documentation Interview with UNICEF			

Evaluation dimension: Contribution to achieving objectives:			2	0	
To what extent were the outputs of the programme delivered as planned (or adapted to new developments)? (Learning/help question)	Were the values in the target system changed during the course of the project?	Project documentation Interview with UNICEF			
Are the outputs provided and the capacities created used?	n/a Were similar courses (with the help of external financing) still being offered and utilised at the time of the EPE?	Only a small amount of materials were procured. Investments in infrastructure played a negligible role. The focus was on improving the capacities of the participants. Vocational training was provided by formal and non-formal institutions. The extent to which they continue to offer courses depends largely on further financing			
To what extent is equal access to the outputs provided and the capacities created guaranteed (e.g. non-discriminatory, physically accessible, financially affordable, qualitatively, socially and culturally acceptable)?	To what extent does improving skills benefit all participants equally? Are there gender-specific and nationality-specific restrictions on the use of newly acquired capacities?	Interview with UNICEF Interview with participants			
To what extent did the programme contribute to achieving the objectives?	Were the courses suitable (in terms of content) for improving access to the labour market? Were the programmes able to help reduce the restrictions on the target group's access to the labour market? After completing the courses, were the participants able to actively influence the labour market?	Interview with UNICEF Interview with participants			
To what extent did the programme contribute to achieving the objectives at the level of the intended beneficiaries?	See previous question				
Did the programme contribute to the achievement of objectives at the level of the particularly disadvantaged or vulnerable groups involved and affected	To what extent were female young adults and refugees particularly supported in the projects? Was the funding sufficient to support these groups	Project documentation Interview with UNICEF Interview with participants			

(potential differentiation according to age, income, gender, ethnicity, etc.)?	(gender, nationality and economic situation are relevant here)?			
Were there measures that specifically addressed gender impact potential (e.g. through the involvement of women in project committees, water committees, use of social workers for women, etc.)? (FC-E-specific question)	How were female young adults supported? What has been done to encourage/enable their participation?	Project documentation Interview with UNICEF Interview with participants		
Which project-internal factors (technical, organisational or financial) were decisive for the achievement or non-achievement of the intended objectives of the programme? (Learning/help question)	What internal problems were there during the course of the project with regard to the planned programmes? What resources have helped solve these problems? What problems could not be resolved and for what reasons?	Project documentation Interview with UNICEF		
Which external factors were decisive for the achievement or non-achievement of the intended objectives of the programme (also taking into account the risks anticipated beforehand)? (Learning/help question)	What were the difficulties in the project environment during the course of the project? How were these problems addressed? What problems could not be solved? To what extent did external factors influence access to education and the labour market?	Project documentation Interview with UNICEF		
Other evaluation question 1	To what extent did the programmes contribute to improving the qualifications (and employment opportunities) of particularly vulnerable groups among Lebanese and non-Lebanese young people (e.g. young married women/mothers, young people with disabilities, survivors of violence against children)?	Project documentation Interview with UNICEF		
Evaluation dimension: Quality of implementation			3	0
How is the quality of the management and implementation of the programme (e.g. executing agency, consultant, taking into account ethnicity and gender in	Were UNICEF and implementation partners able to respond to conditions when they changed? Were problems identified promptly and were the	Project documentation Interviews with UNICEF		

decision-making committees) evaluated with regard to the achievement of objectives?	programmes adapted in an appropriate manner? Were the monitoring tools and the reporting method sufficient to provide the necessary information for project management?			
How is the quality of the management, implementation and participation in the programme by the partners/sponsors evaluated?	n/a	No traditional executing agency. The financing agreement is with UNICEF. At the same time, UNICEF implemented the project via local partners.		
Were gender results and relevant risks in/through the project (gender-based violence, e.g. in the context of infrastructure or empowerment projects) regularly monitored or otherwise taken into account during implementation? Have corresponding measures (e.g. as part of a CM) been implemented in a timely manner? (FC-E-specific question)	To what extent were participants' living conditions monitored during and after the courses? To what extent were the working conditions for female students who had completed their training monitored after entering an employment relationship?	Interview with UNICEF Interview with participants		
Evaluation dimension: Unintended consequences (positive or negative)			3	0
Can unintended positive/negative direct impacts (social, economic, ecological and, where applicable, those affecting vulnerable groups) be seen (or are they foreseeable)?	How did the labour market develop in the sectors where the refugees primarily work? Are there differences in unemployment rates among nationalities? How did wages develop in the sectors where refugees predominantly work? Are there differences between nationalities? How did employment figures in the formal and informal sectors develop?	Official and international statistics		
What potential/risks arise from the positive/negative unintended effects and how should they be evaluated?	Is there a negative wage trend in the sectors where refugees are mainly employed? Did youth unemployment among Lebanese people increase during the project period? Is there an increasing trend in social conflicts	Official and international statistics Secondary literature		

	between Lebanese individuals and refugees?	
How did the programme respond to the potential/risks of the positive/negative unintended effects?	What have the projects done to mitigate social conflicts? What measures have the programmes taken to stabilise wages or prevent a downward spiral?	Interviews with UNICEF

Efficiency

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Production efficiency			2	o	
How are the inputs (financial and material resources) of the programme distributed (e.g. by instruments, sectors, sub-measures, also taking into account the cost contributions of the partners/executing agency/other participants and affected parties, etc.)? (Learning and help question)	What are the total implementation costs? What share of these is attributable to UNICEF, and what share is attributable to the implementation partners? How high are the overhead costs in the projects compared to other projects? Which other countries participated in the financing of UNICEF programmes in Lebanon? Did the Lebanese government contribute to the formal vocational training programmes?	Project documentation Meeting with sector team			
To what extent were the inputs of the programme used sparingly in relation to the outputs produced (products, capital goods and services) (if possible in a comparison with data from other evaluations of a region, sector, etc.)? For example, comparison of specific costs.	What are the training costs per participant compared to other projects in Lebanon or the region? To what extent are the costs comparable?	Project documentation Meeting with sector team			
If necessary, as a complementary perspective: To what extent could the	n/a	These were emergency aid projects with a focus on rapid implementation. For a project			

outputs of the programme have been increased by an alternative use of inputs (if possible in a comparison with data from other evaluations of a region, sector, etc.)?		of this size, there is no alternative to UNICEF in Lebanon. UNICEF worked with local NGOs. UNICEF could possibly have chosen other NGOs here, but it is not possible to determine the advantages these could have had within the context of the EPE.			
Were the outputs produced on time and within the planned period?	Was the implementation schedule planned at the beginning adhered to? What changes were made and why?	Project documentation			
Were the coordination and management costs reasonable (e.g. implementation consultant's cost component)? (FC-E-specific question)	How are management and overhead costs estimated? Have other management costs been incurred for the NGOs in addition to the management costs for UNICEF?	Meeting with the sector team Interview with UNICEF			
Evaluation dimension: Allocation efficiency			2	0	
In what other ways and at what costs could the effects achieved (outcome/impact) have been attained? (Learning/help question)	Were there alternatives to UNICEF that would enable a programme of this size and complexity to be delivered on a tight time schedule? Was the use of implementation partners and sub-implementation partners efficient? Would the Lebanese authorities have been able to implement the projects with the appropriate support? Would this have been more cost-effective? Is there a need in professions other than those for which the programmes were designed? Are there professions that no longer make sense from today's perspective?	Discussions with project team Secondary literature			
To what extent could the effects achieved have been attained in a more cost-effective manner, compared with an alternatively designed programme?	Were there – or are there from today's perspective – alternative concepts that could have achieved the same or similar impact effects?	Discussions with project team Secondary literature			

If necessary, as a complementary perspective: To what extent could the positive effects have been increased with the resources available, compared to an alternatively designed programme?	To what extent was and is vocational training the main sector and lever that will improve the situation of young people? Considering the economic problems of Lebanon as well as the legal situation of refugees and their return prospects, would a job creation programme have been the better choice?	Discussions with project team Secondary literature
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Impact

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Overarching developmental changes (intended)			3	o	
Is it possible to identify overarching developmental changes to which the programme should contribute? (Or if foreseeable, please be as specific as possible in terms of time.)	With a view to improving life prospects: Based on the results from higher-level outcomes: What proportion of participants found a job? What are the working conditions (fixed contract, salary, working hours)? What proportion of the participants will continue to engage in further training? How many of the small businesses that were founded still exist? What are the results in terms of gender and nationality? With regard to improving social cohesion and stability: Evaluation according to plausibility considerations based on facts, data, documents and interviews	Project documentation Interview with UNICEF Secondary literature			
Is it possible to identify overarching developmental changes (social, economic, environmental and their interactions) at the level of the intended beneficiaries? (Or if foreseeable, please be as specific as possible in terms of time)	Were the programmes able to help solve the core problem, i.e. have the living conditions and prospects of the target group improved or at least been stabilised? Have the measures contributed to better conditions in the labour market (creation of more jobs)?	Project documentation Interview with UNICEF Secondary literature			

To what extent can overarching developmental changes be identified at the level of particularly disadvantaged or vulnerable parts of the target group to which the programme should contribute? (Or, if foreseeable, please be as specific as possible in terms of time)	Has the situation on the labour market improved for female participants? Has the situation on the labour market improved for young refugees? Are there any changes in the income of the participants and refugees?	Project documentation Interview with UNICEF Secondary literature			
Evaluation dimension: Contribution to overarching developmental changes (intended)			3	0	
To what extent did the programme actually contribute to the identified or foreseeable overarching developmental changes (also taking into account the political stability) to which the programme should contribute?	Is there evidence to show the effects of the programmes on the economic and social situation of the target group? Is there evidence to show the impacts at local, regional or national level (situation of host communities)? How many young people and young adults took part in courses in Phases I – IV, and how many apprenticeships would actually have been required?	Interview with UNICEF Secondary literature			
To what extent did the programme achieve its intended (possibly adjusted) developmental objectives? In other words, are the project impacts sufficiently tangible not only at outcome level, but at impact level? (e.g. drinking water supply/health effects)	Were the objectives achieved at impact level? Is the contribution of the programmes plausible in terms of achieving the impact objective? Has the number of young people and young adults (from the target group) who have gained access to vocational training and thus access to the labour market sufficiently reduced youth unemployment or improved the prospects of vulnerable young people? Are the effects verifiable at the macro level?	Project documentation Interview with UNICEF Secondary literature			
Did the programme contribute to achieving its (possibly adjusted) developmental objectives at the level of the intended beneficiaries?	From the participants' perspective, to what extent did the programmes help to improve their situation?	Interview with participants			
Has the programme contributed to overarching developmental changes or changes in life situations at the level of	Is there evidence to show the specific impacts on those who completed their training courses and refugees?	Interview with UNICEF Interview with participants Secondary literature			

particularly disadvantaged or vulnerable parts of the target group (potential differentiation according to age, income, gender, ethnicity, etc.) to which the programme was intended to contribute?		
Which project-internal factors (technical, organisational or financial) were decisive for the achievement or non-achievement of the intended developmental objectives of the programme? (Learning/help question)	Did UNICEF and the implementation partners have the capacity to implement the programmes? Were there any capacity constraints that led to problems in achieving the objectives? Were the implementation partners able to cover all of Lebanon? If not, why not?	Interviews with UNICEF Project documentation
Which external factors were decisive for the achievement or non-achievement of the intended developmental objectives of the programme? (Learning/help question)	Were there any developments during the course of the project or between the end of the project and the EPE in Lebanon that made it difficult to achieve the impact objective?	Interview with UNICEF Secondary literature
Does the project have a broad-based impact? - To what extent has the programme led to structural or institutional changes (e.g. in organisations, systems and regulations)? (Structure formation) - Was the programme exemplary and/or broadly effective and is it reproducible? (Model character)	Have the projects led to changes in laws (rights of refugees on the labour market and formal preconditions for access to state vocational schools, checks on working conditions, etc.), curricula (updating of curricula in state vocational training institutions) and institutions (expansion of the capacities of state vocational schools)? Have other donors, organisations or relevant authorities adopted the concept or implemented it in a similar form in other countries?	Interviews with UNICEF
How would the development have gone without the programme? (Learning and help question)	Would there have been more social conflicts without the programmes? How would employment opportunities and thus life prospects have developed without the programme? Would more young adults have slipped into crime or extremism without the measures?	Secondary literature

Evaluation dimension: Contribution to (unintended) overarching developmental changes			3	–	
To what extent can unintended overarching developmental changes (also taking into account political stability) be identified (or, if foreseeable, please be as specific as possible in terms of time)?	Have the programmes led to conflicts over distribution among refugees and Lebanese people? ("Do no harm")	Secondary literature			
Did the programme noticeably or foreseeably contribute to unintended (positive and/or negative) overarching developmental impacts?	Have the programmes led to increased competition in the labour market? Can lines of conflict between Lebanese and non-Lebanese people be identified? If the programmes have led to more employment of refugees in the informal sector, can declining social standards be identified? Has the pressure on Lebanese people in the labour market to accept lower wages and poorer working conditions increased?	Secondary literature			
Has the programme made a discernible (or foreseeable) contribution to unintended (positive or negative) overarching developmental changes at the level of particularly disadvantaged or vulnerable groups (within or outside the target group) ("do no harm", e.g. no increase in inequality (gender/ethnicity, etc.))?	Did the projects contribute to better integration of participants and refugees? Were there any negative effects on participants and refugees?	Secondary literature			

Sustainability

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Capacities of participants and stakeholders			No evaluation		

Are the target group, executing agencies and partners institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the programme over time (after the end of the promotion)?	Is follow-up financing likely after German support ends? Is there an exit strategy? Is the Lebanese government able to expand vocational training so that non-formal offers are no longer needed? Is the Lebanese government willing to integrate non-formal training and certification into the national system? Is the Lebanese government willing to legalise refugees' access to the labour market in other sectors as well?	Interviews with UNICEF			
To what extent do the target group, executing agencies and partners demonstrate resilience to future risks that could jeopardise the impact of the programme?	Is the certification for the non-formal training useful for other countries or, in the event of a return to Syria, for the Syrian labour market? After the end of the project, were the knowledge and certificates still useful during the COVID-19 crisis and the economic crisis in Lebanon? Were the participants better equipped to respond to the economic crises?	Secondary literature Interview with UNICEF			
Evaluation dimension: Contribution to supporting sustainable capacities:					
Did the programme contribute to the target group, executing agencies and partners being institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the programme over time and, where necessary, to curb negative effects?	Are there strategies in place to maintain the effects over time despite limited sustainability requirements?	Teaching material was financed for permanent state institutions; otherwise no investment in permanent structures or infrastructure			
Did the programme contribute to strengthening the resilience of the target group, executing agencies and partners to risks that could jeopardise the effects of the programme?	See the question above regarding the extent to which training was also useful for the labour market during the COVID-19 and the economic crisis.	Project documentation			

Did the programme contribute to strengthening the resilience of particularly disadvantaged groups to risks that could jeopardise the effects of the programme?	See above: To what extent could participants and refugees in particular benefit from the content of the courses and certification during COVID-19 and the economic crises? Are there still sociocultural and/or economic barriers to education?	Project documentation			
Evaluation dimension: Durability of impacts over time			No evaluation		
How stable is the context of the programme (e.g. social justice, economic performance, political stability, environmental balance)? (Learning/help question)	What were and are the current political, economic and social framework conditions? To what extent were the programmes suitable for aligning with or addressing these framework conditions?	Secondary literature			
To what extent is the durability of the positive effects of the programme influenced by the context? (Learning/help question)	Was participation in the training courses still worthwhile against the backdrop of the economic crisis and COVID-19? Is the training content also useful in other contexts?	Project documentation			
To what extent are the positive and, where applicable, the negative effects of the programme likely to be long-lasting?	How relevant are the training content and certificates with regard to professional qualifications, including those that go beyond informal activities? Do the skills provide a basis for subsequent formal vocational training?	Interview with UNICEF Interview with participants			
Other evaluation question 1	Have those who completed training been permanently integrated into the labour market? Do the training courses provide the opportunity to find employment in sectors that allow for an economically independent life?	Interviews with target group			
Other evaluation question 2	To what extent is the sustainability of the projects dependent on the continuation of international support? Is Lebanon financially able to continue the	Interviews with UNICEF Secondary literature			

	programmes in the medium term? Is Lebanon politically willing to institutionalise the programmes?	
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