

Improving Living Conditions in Palestinian Gatherings Host Communities

Final Evaluation Report
for project activities funded by the Government of Germany
Prepared by *Hala Moughanie*



April 2014

This Project is implemented in partnership with

Acknowledgements

The evaluator is grateful to the many people who contributed to the evaluation process by taking time out of their busy schedules to share their views and feedback about the Improving Living Conditions in Palestinian Gatherings Host Communities Project.

The evaluator would also like to acknowledge the extensive support she received from the Project Team and staff who shared their valuable knowledge about the Project and provided logistical assistance during the field visits.

Without the support and strong participation of all those involved in the evaluation process, this evaluation would not have been possible.

List of Acronyms

BUS	Basic Urban Services
CDR	Council for Development and Reconstruction
CPR	Crisis Prevention and Recovery
DPNA	Development for People and Nature Association
DPRA	Department of Palestinian Refugee Affairs
JP	Joint Programme or “Towards Sustainable Solutions for Improved Living
LPDC	Lebanese Palestinian Dialogue Committee
MOIM	Ministry of Interior and Municipalities
MOM	Minutes of Meeting
MOSA	Ministry of Social Affairs
NGO	Non-Governmental Organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PARD	Popular Aid for Relief and Development
PC	Popular Committee
PT	Project Team
PRS	Palestinian Refugee from Syria
RNA	Rapid Needs Assessment
SDC	Swiss Agency for Development and Cooperation
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Network
UNDP	United Nations Development Programme
UN-HABITAT	United Nations Human Settlements Programme
UNRWA	United Nations Relief and Works Agency for Palestine Refugees
WASH	Water Supply, Sanitation and Hygiene

Table of Contents

Executive Summary	4
Introduction.....	6
Project Description	7
Purpose and Scope of Evaluation	7
Methodology	8
Limitations.....	8
Main Findings	9
Project Outcome and Project Objectives.....	9
Evaluating Output 1.....	10
Evaluating Output 2.....	12
Evaluating Output 3.....	14
Project Design and Management.....	15
Project Design	15
Project Management.....	16
Project Management Structure.....	16
Use of Resources	16
Stakeholders Participation and Ownership	17
Sustainability	18
Lessons Learnt.....	19
Recommendations.....	20
Annex 1: Inception Report Evaluation Matrix.....	24
Annex 2: Documents Consulted	25
Annex 3: List of Interviewees	25
Annex 4: List of BUS Projects.....	26

• Executive Summary

This report presents an evaluation of the UNDP project “Improving Living Conditions in Palestinian Gatherings Host Communities”, implemented in partnership with UN-Habitat, to respond to the increasing needs in WASH and shelter in Palestinian Gatherings, following the influx of new refugees from Syria. The project was launched in September 2013 and will end in December 2014. This report will focus on evaluating the first year of implementation of the project (1 September 2013 – 15 February 2014), which was exclusively funded by the Government of Germany. The second year is to be funded by the Government of Japan; the Bureau for Population, Refugees and Migration (PRM) of the United States Government; and the Emergency Relief Funds (ERF) administered by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

The overall objective of the project is to “strengthen the resilience of the host communities in the most vulnerable host Palestinian Gatherings by enhancing access to adequate basic urban services (BUS)¹ and improving shelter conditions”. The Project is divided into two components: 1. Respond to the humanitarian crisis through local development interventions related to BUS upgrading and shelter rehabilitation and 2. Support to the Lebanese – Palestinian Dialogue Committee (LPDC), the project’s institutional partner.

The project builds on an on-going UNDP / UN-Habitat joint programme (JP) “Towards Sustainable Solutions for Improved Living Conditions of Palestinian Refugees in Lebanon”, implemented since July 2012 to enhance access to BUS in Palestinian Gatherings. The JP has been implemented through a USD 1M contribution from the Swiss Agency for Development and Cooperation (SDC). The project evaluated relies on the experience and structures set in place by the JP and is implemented by the same project team, to specifically respond to the impact of the Syrian crisis in the gatherings.

The project has three outputs:

Output 1: Access to basic urban services improved in host Gatherings through the implementation of infrastructure projects and service interventions, taking into account the impact on and connections with surrounding networks (component 1)

Output 2: Environmental conditions of shelter units housing Palestinian and Syrian refugees from Syria enhanced in the host Gatherings (component 1)

Output 3: National database on living conditions in Palestinian Gatherings developed and maintained through support to LPDC (component 2)

1 Basic Urban Services (BUS) includes the sectors of WASH (water, sewerage and solid waste management) in addition to electricity and roads.

An evaluation mission was conducted between 14 December 2013 and 14 February 2014 to evaluate the activities for year one, which focused on assessing: Achievement of Project; Project Design and Management; Stakeholder Participation and Ownership; and Sustainability. The evaluation also includes an identification of Lessons Learned and Recommendations.

The main findings of the evaluation are as follow:

- The project fills a gap in the various emergency response plans put in place to answer the Syrian Crisis, as the “Palestinian Gatherings” are informal settlements hosting Palestinian Refugees from Syria (PRS) that have been ignored by national and local institutions and international funds.
- The project has been successfully achieved and managed: the initial targets were met and significant progress towards the project Outcome has been made.
- Throughout the implementation, the Project Team (PT) adopted an approach based on proximity and participation, involving beneficiaries and locally chosen implementing partners. This approach a) facilitated the realization of activities which gave credibility to the project among local communities, b) reduced tensions between new comers and host communities, c) fostered interest and ownership of stakeholders and d) contributed to optimizing human and financial resources.

The evaluation also identified several lessons learnt:

- The project benefited from previous experience including a solid theoretical background and on-field activities which facilitated the comprehension of the Gatherings’ contexts and challenges.
- By linking a humanitarian response project to local development issues, the project responded to immediate needs and upgraded the living conditions of local communities in a durable manner.
- By gathering all concerned parties around the implementation of tangible activities, the project involved local and national counterparts, especially municipalities, in very sensitive areas. This can be considered as a first step to the recognition of the Gatherings as priority intervention zones. This also triggered a reflection on the roles and responsibilities of municipalities.
- Part of the success of the project is due to the approach based on proximity and participation, on the flexibility and adaptability to the beneficiaries’ needs.
- By contracting with locally based NGOs, companies or individuals to implement the activities, the project

optimized the use of resources, supported local economy, created job opportunities and avoided tensions in the communities.

- The project addressed the concerns of both dwellers and new refugees, which also guaranteed the success of the project.

The evaluation also includes the following series of recommendations:

Partnerships

- It seemed that the National Observatory's role, the way to build and develop it and to use it in an optimal manner, were not clear enough to LPDC. Clarifying these issues with the support of UN-Habitat could lead to a more realistic approach to this activity and to adapting it to LPDC's strategic needs.
- The project-based approach adopted by the PT created and strengthened synergies on the local level, mainly between municipalities and Popular Committees (PCs) in some areas. Though this case varied from one area to another, this methodological good practice should be continued and/or replicated in further projects and could be formalized by a documented reflection on each stakeholder's roles and responsibilities.
- A number of interviewees believed that an information management system for coordinating response in the gatherings, such as that formed under the Gatherings Working Group should be devised. The Gatherings Working Group is a national coordination platform established in 2012 to include (international) NGOs active in the gatherings and chaired by LPDC. Meetings of the Gatherings Working Group have stopped in the beginning of 2013 with the increased pressure to respond to the Syrian crisis. Consultations among UNDP, UN-Habitat, UNRWA, unicef and LPDC have been aiming since the beginning of 2014 at reactivating the Group, for it to be efficient though, it should be reinforced with documented information and competent Human Resources; it could be directly coordinated by LPDC.
- Various interviewees mentioned their fear that such a project might be a first tentative to decrease UNRWA's responsibilities as the international agency mandated to provide for Palestinian refugees. This misconception is due to the lack of understanding of each UN agency's mandate, which needs further and continuous clarification. It should be clarified that UNRWA provides services in the sectors of BUS and shelter only within the boundaries of the 12 official camps in Lebanon.

Project implementation

- The project addressed the needs of both the host communities and the PRS. This good practice needs to be reiterated, especially that some families or individuals from the host communities might be more vulnerable than the new refugees.
- Responding to the humanitarian crisis through local development interventions allowed to durably upgrade the living conditions of both new refugees and host communities. This approach can also be considered as good practice and is to be continued / reiterated.
- Municipalities' commitment was uneven, which shows that they are in need for more tangible incentives. Designing projects that would address the concerns of Palestinian and Lebanese host communities as well as new refugees from Syria would be of more interest for the municipalities and should lead to stronger ownership and guarantee sustainability.
- As further support to municipalities and PCs in addressing local needs related to new refugees and host communities, the results of the Rapid Needs Assessment, carried out by UNDP and UN-Habitat in mid 2013, should be shared with these partners. This should lead to the design and/or amendments of local development strategies or projects.

• Introduction

As a result of the Syrian Crisis, 53,000 Palestinian refugees are displaced from Syria into Lebanon (UNRWA, 2014), about which an estimated 26,000 in addition to some 4,000 Syrian refugees are living in Palestinian Gatherings. This has raised the population in the 42 Palestinian Gatherings from an estimated 110,000 to 140,000, doubling the population in some gatherings. Being informal areas, the Gatherings remain excluded from national strategies or local development plans; they are therefore ignored by national state institutions as well as by municipalities. As for UNRWA, while it provides education, health and social services to all refugees irrespectively of their location; services related to BUS / WASH and Shelter are bounded to the 12 officially-recognized Palestinian camps. Alternatively, dwellers in the Gatherings resort to a number of informal self-help initiatives to access and maintain Basic Urban Services (BUS) and WASH. This results in inadequate and insufficient services, characterized by considerable gaps and shortfalls, which has serious adverse effects on the environment and public health in the Gatherings and their surrounding areas.

Most recently, the situation in the gatherings has dramatically worsened with the influx of refugees from Syria. These refugees are living in inadequate **shelters** that are connected in an ad-hoc manner to the available networks, exerting additional pressure on the already poor and insufficient Basic Urban Services. As a result, disease has spread and environmental risks have increased, mostly affecting women and children, in the gatherings as well as the surrounding towns and camps. In addition, the increased influx of refugees from Syria and the competition on resources have been leading to rising tensions in the gatherings between displaced refugees and host refugee communities on the one hand and between the communities in the gatherings and the surrounding areas on the other. Today, Palestinian Gatherings represent one of the most vulnerable host communities of refugees displaced from Syria into Lebanon.

As a response to this critical situation, and drawing on their previous collaboration during the study “Investigating Grey Areas: Access to Basic Urban Services in the Adjacent Areas of Palestinian Refugee Camps in Lebanon” (2010), UNDP and UN-Habitat jointly developed a project led by the UNDP Crisis Prevention and Recovery Programme and supported by the Lebanese Palestinian Dialogue Committee (LPDC). “Towards Sustainable Solutions for Improved Living Conditions of Palestinian Refugees in Lebanon” project (hereinafter referred to as the Joint Programme or JP) aimed at addressing the situation in the Gatherings on strategic and institutional levels as well as implementing a series of infrastructure projects to answer BUS-related challenges in the Gatherings. This project, mainly funded by the Swiss Agency for Development and Cooperation (SDC), started in July 2012 and is still on-going.

One of the activities of the JP included the completion of a Rapid Needs Assessment (RNA) that covered all forty-two Palestinian Gatherings in Lebanon, which clearly revealed that the massive arrival of PRS has led to a worsening of living conditions and an increase of environmental and health risks in the Gatherings and surrounding villages and camps.

To respond to those needs, a second project, “Improving Living Conditions in Palestinian Gatherings Host Communities” (hereinafter referred to as the Project) was developed; it aimed at continuing the efforts on an institutional level and at supporting host Gatherings, through the implementation of BUS projects, with focus on WASH interventions, and of shelter rehabilitation. As such, it efficiently builds on the conclusions of the Investigating Grey Areas report and complements the JP activities. It responds to the need for appropriate upgrading of the living environment in the host Gatherings and intervenes in sectors that are erroneously perceived by national and international parties as covered by UNRWA.

It should be mentioned that this project and the JP are complementary; and high coordination takes place to ensure efficiency and successful implementation. For this reason, both projects have one Steering Committee that includes in addition to UNDP and UN-Habitat, representatives from the Council of Development and Reconstruction (CDR), the Lebanese – Palestinian Dialogue Committee (LPDC), UNRWA and the donors. In this context, a Steering Committee meeting took place in September 2013, where participants, including the Swiss Agency for Development and Cooperation (SDC), agreed on pushing forward a project that addresses the gatherings as host communities and that would respond to the increasing needs of PRS living in these areas. UNRWA has expressed its commitment to collaborating with the project in order to enhance living conditions of refugees living in Palestinian Gatherings. For the same purpose, the project has been coordinating its activities with the Department of Palestinian Refugee Affairs (DPRA), which represents the umbrella under which Popular and Local Committees in the Gatherings organize themselves and work. The DPRA has been cooperating with the project to build the capacities of popular and local committees for better managing and sustaining basic urban services and sharing information and data.

• Project Description

The “Improving Living Conditions in Palestinian Gatherings Host Communities” was launched in September 2013 and will end in December 2014. The first year of the project, evaluated in this report, is exclusively funded by the Government of Germany which provided 2 Million Euros or 2,649,007 USD. The second year is to be funded by the Government of Japan; the Bureau for Population, Refugees and Migration (PRM) of the United States Government, and the Emergency Relief Funds (ERF) administered by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) for a total amount of USD 1,200,000.

Building on the existing JP implemented in cooperation with LPDC and UNRWA, the Project seeks to “strengthen the resilience of the host communities in the most vulnerable host Palestinian Gatherings by enhancing access to adequate Basic Urban Services and improving shelter conditions”. It falls under the umbrella of the UNDP “Lebanon Stabilization and Recovery Program – Supporting Resilience in a Time of Crisis”, and is coordinated with the MOSA/UNDP Lebanon Host Community Support Programme. The project is further aligned with the UN Regional Response Plan (RRP), specifically the sectors of WASH, shelter and social cohesion and livelihoods. Using conflict-sensitive principles, the project aims at building on the already existing structures and bottom-up approach established to bring the different local actors together including Municipalities and Popular Committees (PC) and NGOs active in the Gatherings.

The Project is divided into two components:

1. Response to the humanitarian crisis through local development interventions related to BUS / WASH upgrading and shelter rehabilitation;
2. Support to LPDC, the project’s institutional partner.

It has three outputs:

Output 1: Access to Basic Urban Services improved in host gatherings through the implementation of infrastructure projects and service interventions, taking into account the impact on and connections with surrounding networks (component 1)

Output 2: Environmental conditions of shelter units housing Palestinian and Syrian refugees from Syria enhanced in the host Gatherings (component 1)

Output 3: National database on living conditions in Palestinian Gatherings developed and maintained through support to the LPDC (component 2)

• Purpose and Scope of Evaluation

The evaluation assesses the implementation of the activities for year one; i.e. from September 2013 to December 2013 and including to the most extent possible the extension period till 15 February 2014. These were exclusively funded by the Government of Germany with a total amount of 2 Million Euros or 2,649,007 USD. The specific objectives of the evaluation are to:

Determine the overall status of the project;

Review and evaluate the approaches and processes set in place by the project;

Identify lessons learned at the national and local levels;

Provide recommendations to consolidate results.

In pursuit of these objectives, the evaluator adopted the five classic project evaluation pillars as guidelines to question the Project: Relevance, Efficiency, Effectiveness, Impact and Sustainability.

Based on the preliminary meeting that took place between the Evaluator and the Project Manager on 11 December 2013, a decision was taken to pay specific attention to the approaches and structures set on national and local levels by the Project. Accordingly, the findings were grouped in the following key areas:

Achievement of Project– The extent to which the overall project objectives and outputs/results were achieved;

Project Design and Management – The management processes used in the implementation of the project;

Stakeholder Participation and Ownership– Networks and partnerships in support of the implementation of the project and the degree of national and/or local ownership developed;

Sustainability–Key actions that were put in place to ensure sustainability of project outcomes.

Lessons Learned– The main managerial and institutional lessons that were learned and which can be applied in other projects.

The evaluation also includes a set of recommendations that aims at providing strategic guidance for the team to either optimize year 2 of the project or design complementary projects.

• Methodology

The overall methodology adopted in this evaluation was guided by the latest draft of the UNDP Outcome-Level Evaluation Handbook and the UNDP Project Monitoring and Evaluation Handbook.

Depending on the evaluation criteria, the following methods of data collection were applied²:

- Review and analysis of documents: “Improving Living Conditions in Palestinian Gatherings Host Communities” Project Document, various documents including TORs, BOQs and Grant Agreements, narrative and financial progress reports, Mapping and Rapid Need Assessment documents; as well as the JP Project Document and yearly reports³.
- Interviews: Between 18 and 30 January 2014, semi-structured individual interviews were conducted with key representatives of national or local stakeholders. These include but are not limited to: UNDP and UN-Habitat representatives, LPDC representatives, various Implementing Partners as DPNA and PARD, and coordinating stakeholders as UNRWA or Bader Association⁴.
- Field visits in the Gatherings: Meetings with local stakeholders, mainly municipalities and PC members were scheduled in Saida, Tyre and North Lebanon; randomly chosen direct beneficiaries were also interviewed during the visits and direct observations from the field were also taken into consideration in the evaluation.

• Limitations

1. About the project activities

As the project benefited from a 1.5 months no-cost extension agreement for year one (till 15 February 2014), part of secondary activities were launched but still not completed at the time of the evaluation, such as the WASH Awareness Campaign and the Hygiene Kits Distribution (the distribution was completed during the evaluation, in January 2014). However, these activities were adequately designed and deemed ready to launch, as evidenced in the TOR of the WASH Campaign. Related expenditures were included in the financial reports.

2. About data collection

The field visit to North Lebanon Gatherings was cancelled due to security reasons. At that time, the evaluation was at an advanced stage. Based on the documentation review, interviews and the other field visits, the evaluator considered that the available data was reliable enough to permit an impartial analysis of the BUS / WASH projects and the shelter rehabilitation activities.

2 For detailed questions by area of evaluation, data collection methods and data sources refer to the Evaluation Matrix developed in the inception report, in Annex 1.

3 For complete list of documents consulted, refer to Annex 2.

4 For complete list of interviewees, refer to Annex 3.

• Main Findings

Project Outcome and Project Objectives

Project Outcome Living conditions in the Palestinian Gatherings in Lebanon that host Palestinian and Syrian refugees from Syria improved through better access to Basic Urban Services and shelter.

While the “Improving Living Conditions in Palestinian Gatherings Host Communities” project has not yet entered its second year of implementation, it can be concluded that it has tangibly supported progress towards its stated outcome.

By building on the findings, experiences and results of preceding efforts, namely the “Towards Sustainable Solutions for Improved Living Conditions of Palestinian Refugees in Lebanon” project (also called Joint Programme JP); the Project Team (PT) acquired a solid knowledge of the field and was able to sustain efforts to achieve the planned results. This allowed to select specific interventions, whether in the shelter component or in the BUS / WASH component and to make the best of human and financial resources with a maximum impact on the ground.

The political, human and security conditions in the various areas of interventions are very complex as the Gatherings seem to have their own *modus operandi*. However, through the involvement of local stakeholders at all the stages of the implementation, from need assessment to follow-up on activities, the PT succeeded in performing smoothly the required interventions. Together, members of local NGOs, Palestinian Popular Committees (PC) and municipalities when possible, actively contributed to the identification of needs in the Gatherings. More precisely, the PT developed solid relations with the PCs that enjoy certain legitimacy in the Gatherings. The PCs are semi-official committees that play an important role in the provision of basic services and conflict resolution in the gatherings. They therefore act as catalysts between all the entities involved in the Project and can play the role of mediators when needed. This approach allowed the project team to develop direct contact with local stakeholders and beneficiaries.

In addition, the project involved the municipalities that include Palestinian Gatherings within their domains in the different stages of the project from discussions to planning, decision-making and implementation. Infrastructure projects implemented in the Gatherings were approved by the municipalities, which were consulted to secure proper connection to the municipal networks where applicable. Moreover, five municipalities in the South were provided with grants to take the lead in implementing projects that targeted both Lebanese and Palestinian communities living within their domains, including those in Palestinian Gatherings.

By bringing all the stakeholders together, the project succeeded in a) allowing stakeholders to work in a collective and participatory manner, b) ensuring transparency vis-à-vis all stakeholders and beneficiaries at each stage of project implementation, c) enabling them to share responsibilities, and d) adapting the BUS and shelter interventions to the real needs of beneficiaries.

Even though the project is still on-going, the impact of the completed interventions is already noticeable on the ground. The following picture shows the rehabilitation of the sewage system at Ain el Helwe main entrance.



- Specific series of interventions at the Ain el Helwe main entrance:
- Elevating level of the existing iron grill by 20cm
- Installing storm water pipeline (UPVC SM4 300 mm diameter) with all necessary works of excavation and filling etc
- Installing iron grill with necessary works to connect it to the water channel
- Asphaltting the location with minimum of thickness 5cm after compacting
- Cleaning and maintenance of sewage manholes from the area of the project till the Imam Ali mosque and removal of excavations

This series of interventions, at a main crossroad, had an impact on a sanitary level, environmental level and in terms of services, as flooding used to block the way for cars and individuals, creating considerable traffic jams.

In another gathering, Hamchari, where dozens of families live in difficult conditions, the project installed a sewage network in a neighbourhood where dwellers previously used uncovered pits. Im Rabih, who has been living there for decades, testifies: *“I used to wrap plastic bags around my feet to get out because of the dirty water that used to run in front of the entrance to the house. The dirty water used to pour in the field down the hill, which the kids use as playground. Now, our living conditions are still difficult but we feel our environment is more decent and we don’t feel like putting our health at risk on a daily basis anymore.”*

The pictures below show the situation in Hamchari before and after the project intervention.



Evaluating Output 1

In assessing the achievement of this output, the evaluator examined data sources that provided evidence of implementation, namely progress reports, BOQs and budgets, based on the indicators stated in the Project Document. Also, field visits were organized at various Gatherings in Tyre and Saida that aimed to understand the size of the infrastructure projects. During these visits, the evaluator led interviews with Popular Committees and Municipalities representatives and contractors. Spontaneous discussions with randomly chosen direct beneficiaries also took place.

The project has significantly achieved the activities of Output 1. The initial Project Document planned to implement 51 BUS projects for the first year and to lead a WASH campaign in the Gatherings. To date, the project has implemented 54 BUS projects, launched the WASH campaign through the distribution of 3,800 hygiene kits and WASH maintenance tools to PCs in the gatherings. The activities necessitated 1,681,041.25 USD out of the 1,763,000 USD allocated to these specific activities⁵, to

which 126,800 USD were added from other sources. The remaining 69,511 USD were used for Technical support/ Monitoring & Supervision for UN-Habitat.

1. BUS / WASH Projects

In order to determine the BUS/WASH projects to be funded, the PT undertook a Rapid Needs Assessment (RNA) in collaboration with various stakeholders, including municipalities, the local NGO PARD and PCs, in the 42 gatherings. The project team was present at every stage of the process. This proximity allowed the PT to understand and evaluate people’s living conditions and explain the project to stakeholders and beneficiaries. This approach, based on dialogue and participation, made the project transparent to all stakeholders and beneficiaries and built trust with all concerned parties.

It also allowed answering the communities’ various needs very accurately, which led to the design of various types of projects, based on actual urgent needs, from micro-interventions to neighbourhood-level interventions. Budgets for the BUS projects varied from 1,715 USD (Installation of well water pump in Beirut) to 145, 000 USD (Upgrading of sewage network in Wadi el Zeineh – Sibline), which shows that the project answered specific needs depending on the conditions of the BUS in each gathering.

The various needs were answered to by adapting the procurement processes to the implementation context, depending on the size of the intervention and the best implementing partner. Where municipalities were involved in the project, the PT provided them with grants (5 contracts). Otherwise, the PT made the strategic decision to contract local NGOs (namely PARD and DPNA), local companies (8 contracts) or individual local contractors (5 contracts).

⁵ For the complete list of BUS projects, refer to Annex 4

This led to a) lowering the cost of projects, b) avoiding tensions between contractors and dwellers, as contractors were part of the Gatherings' social fabric, c) ensuring the quality of the projects as contractors were held accountable by the locals, and d) employing local labor and contributing to the improvement of dwellers' economic conditions. Works were monitored through an on-site civil engineer and through frequent field visits by the project team. To ensure quality control, progress of work and expenditures were monitored by the Crisis Prevention and Recovery Programme as well as by the Procurement Unit at UNDP.

Figure 1 shows the approach that was adopted by the PT to implement the BUS Infrastructure projects.

Output 1: Access to Basic Urban Services improved in host Gatherings through the implementation of infrastructure projects and service interventions, taking into account the impact on and connections with surrounding networks

Activities under output 1 (2013 – 2014):

- Undertake mapping and analysis in consultation with local communities in hosting Palestinian Gatherings to identify urgent upgrading needs and collect information on available services;
- Develop feasibility and engineering studies of final projects in the selected Gatherings;
- Implement infrastructure projects and basic urban services interventions identified and agreed on by the community as priority covering the areas of water, sewage, electricity, solid waste management, and roads and urban infrastructure;
- Build the capacities of local committees within hosting Palestinian Gatherings to monitor implementation of interventions;
- Strengthen mechanisms for communication and coordination among Palestinian gathering communities and concerned municipal authorities;
- Build the capacity of local committees in the Gatherings and concerned municipal authorities to enhance access to basic urban services and maintain implemented projects;
- Carry out hygiene awareness campaigns in the 42 Palestinian Gatherings in Lebanon

2. WASH Awareness Campaign

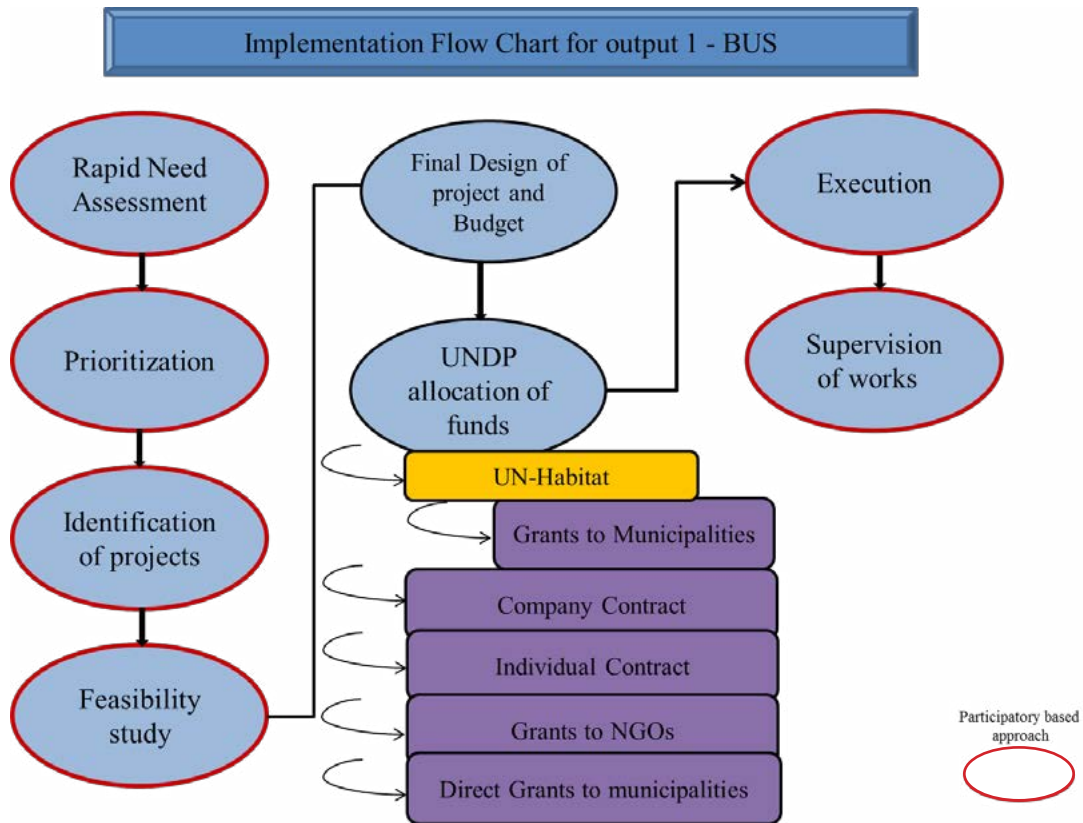
Objectives of the WASH Campaign:

- Design a WASH awareness raising campaign that responds to local needs in the Gatherings (including messages, topics, activities, tools and materials);
- Create the visual identity of the campaign;
- Evaluate the design of the campaign based on pilot implementation in a selected area.

As for the WASH Awareness Campaign, part of it has successfully been conducted in the Gatherings through the distribution of 3,800 kits (until January 2014). Beneficiaries were selected in coordination with local partners based on the following criteria: a) is a Palestinian Refugee from Syria and b) has a very low income. The operation was a great success among the targeted population as there is a real need for basic hygiene supplies. The distribution went perfectly well in the "smaller Gatherings". As for bigger Gatherings, due to the considerable needs of the dwellers, some partners believed that the distribution generated frustration amongst host communities: "People tell each other that there is a distribution going on and we end up dealing with hundreds of families who claim what they believe are their dues". A member of an NGO in charge of the distribution suggested the kits to be directly delivered to the families instead of being openly distributed. This suggestion should be examined cautiously as it would imply unnecessary expenditures and delays.

In February 2014, an agreement with the local NGO Nabaa was signed to initiate the design of a comprehensive WASH campaign with awareness raising activities and to pilot the campaign in 10 gatherings. This activity will take place from funding for the second year of the project. Funds initially allocated to this activity in the first year were therefore re-allocated to provide a solid waste dump truck to serve the Maachouk Gathering in Tyre. The truck was registered under the name of the Municipality of Tyre; and will be used by the PC in Maachouk through a Memorandum of Understanding (MoU) that was signed between the two parties.

Figure 1: Implementation Flow chart for the Output 1 BUS projects



Evaluating Output 2

In assessing the achievement of this output, the evaluator examined data sources that provided evidence of implementation, namely progress reports, TORs and budgets, as well as various internal documents. Also, during the field visits, the PC Representative provided a tour of rehabilitated shelters.

The evaluation found that the results of output 2 largely exceeded the targets. The project rehabilitated 317 shelter units during year 1 instead of the initially planned 175 with a total cost of 354,000 USD instead of the initially allocated 350,000 USD. In addition, the project has collaborated with PARD to move 25 families living in tented structures in Sekke (an Adjacent Area to Ain el Helwe Camp) to newly rehabilitated units in a collective centre in the same gathering (partly through the German funds).

By following the same approach based on proximity and participation, as detailed in the "Evaluating Output 1" section, the project succeeded in determining very precisely the specific rehabilitation needs of each shelter to make it decent for living. The PT faced one main challenge as it had to find practical solutions to improve people's living conditions without recourse to construction, which is considered illegal due to ownership status in the gatherings.

The shelter component has been implemented through

the local NGO DPNA. PARD was also involved in moving the 25 PRS families in Sekke.

The methodology used by DPNA to assess the needs and implement the project is described as follows in their progress report: "The preliminary assessment was carried out with the participation of the Department of Palestinian Refugee Affairs and [PCs]... which resulted in the identification of the most vulnerable host gatherings in terms of shelter needs [...] Civil engineers hired in each area of implementation developed the feasibility and technical studies and BOQs of shelter works." It is worth mentioning that, when needed, the implementing partners along with the PCs and the PT Field Officers had to negotiate directly with the 'owners' of the shelters.

Each of the 317 shelter units benefited of one or more of the following interventions: Corrugated Steel roofs, Wall rehabilitation, Plaster Works, Iron Doors, Iron Windows, Electric Works, Sanitary Works, Interior Painting Works, Stainless Steel Sink, Water Heater, Water Faucets, Water tank, Washbasin, WC unit, Water Isolation Works, Wood Partitions, Concrete, Wood Doors, Aluminium Windows, and Accordion Doors.

Shelters were directly rehabilitated by the NGO through contracting with local engineers. Work was supervised by the PT. Up till now the common practice in the camps and the Gatherings was to grant a certain amount of money to beneficiaries who were expected to rehabilitate their own shelters by themselves. Many testimonies from PC representatives and implementing NGOs confirmed that the sums would usually be used to buy other kind of

supplies or goods as control over expenditure was not possible. In this project, the main condition to benefit from shelter rehabilitation was to accept that the works would be performed by contractors. This approach guaranteed that the funds were effectively invested in the rehabilitation of shelters.

Moreover, most of the shelters are “owned” by Palestinian families who host or rent a room or a second-floor apartment to Palestinian Refugees from Syria. Those families had invested in a building but could not afford to finish it. By completing these existing houses through very small interventions, the project a) optimized the use of financial resources, b) had a maximum impact on the ground as it targeted more beneficiaries than planned, c) permanently upgraded the living conditions of the communities, and d) avoided tensions between new refugees and host communities, the latter benefitting on the long term from the rehabilitations.

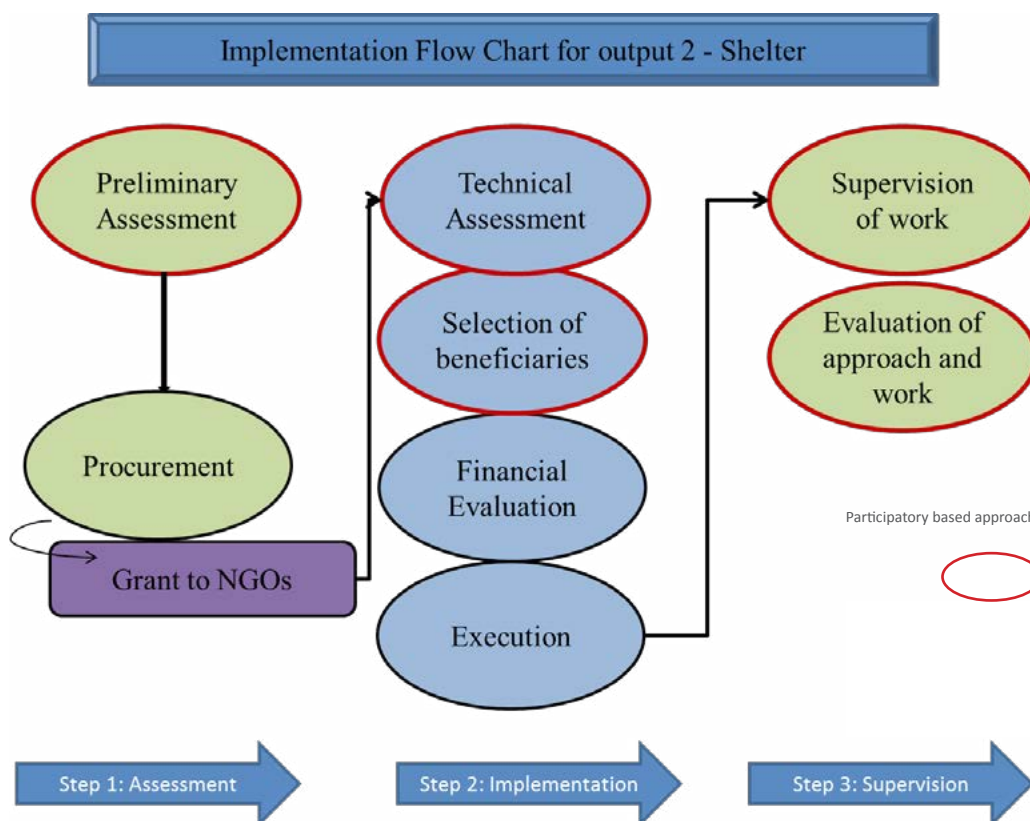
During the focus group discussion with the Tyre Gatherings’ PCs on 4 March 2014, the participants suggested to develop criteria and specifications of fixtures installed such as water boilers and faucets for implementation in all areas. This recommendation will be applied by the PT for its shelter works in year 2 of the project.

Output 2: Environmental conditions of shelter units housing Palestinian and Syrian refugees from Syria enhanced in the host Gatherings

Activities under output 2 (2013 – 2014):

- Undertake mapping through consultation with local communities to identify most vulnerable shelter units within Gatherings;
- Develop required feasibility and engineering studies;
- Implement shelter rehabilitation and maintenance works to ensure weather proofing and winterization (external doors, windows and glazing, partitioning), proper sanitation instalments and toilets, proper electricity instalments;
- Connect shelter units to infrastructure networks (in terms of water, sewage, and electricity).

Figure 2: Implementation Flow Chart for Output 2 - Shelter



Evaluating Output 3

In evaluating output 3, the evaluator had access to financial and narrative reports and led interviews with the main stakeholders: LPDC, UNDP-CPR and UN-Habitat representatives.

Output 3 activities were mainly divided into two components: 1) providing financial support to fund staff and equipment at LPDC, and 2) reinforcing LPDC on an institutional level by making the National Observatory operational and designing a National Strategy to respond in Palestinian Gatherings.

The first component was successfully achieved as the project provided LPDC with funds to support staff and equipment expenditures. One of the main results achieved by the LPDC team was the drafting of TOR for a "Capacity Assessment Consultancy for the Refugee Affairs Directorate at the Ministry of Interior and Municipalities". Part of LPDC's plan was to hire consultants for the assessment. This activity was however postponed.

120,000 USD were initially allocated to all activities under this output but were finally disbursed on staff and equipment as LPDC made the decision to delay the National Strategy due to the difficult political situation in the country. As for the GIS database that would serve as a basis for the National Observatory, all information gathered by the project has been transferred to LPDC. However, it is not deemed operational as a) Data has not been consolidated by complementary information which was expected to be gathered among various NGOs in the Gatherings Working Group, which appeared to be less cooperative than needed and b) LPDC does not have enough human resources to support this activity.

The project also supported this activity by hiring a consultant to produce an Analysis of the RNA, which provides a solid theoretical background for the project and sheds light on the living conditions of refugees in the Gatherings. This document has been produced based on the information gathered by the project and discussed with main local counterparts, mainly NGOs and municipalities.

Output 3: National database on living conditions in Palestinian Gatherings developed and maintained through support to the Lebanese – Palestinian Dialogue Committee (LPDC)

Activities under output 3 (2013 – 2014):

- Provide technical support to LPDC to operate the National Observatory for Palestinian Gatherings in Lebanon;
- Collect secondary and primary data on Palestinian Gatherings;
- Consolidate findings and indicators and transfer findings into a GIS database;
- Disseminate data to national actors and organizations active in the Gatherings;
- Facilitate the development of a national responsive strategy with action plans for interventions in the host Palestinian Gatherings;
- Link the data to key national actors (including ministries and other governmental institutions) through establishing a website.

Project Design and Management

Project Design

The “Improving Living Conditions in Palestinian Gatherings Host Communities” Project was designed taking into consideration the results and achievements of the previous JP. The Project was therefore designed in a way that clearly established linkages between the two projects either on the output level or on the approach level. Recognizing these interactions paved the way for successful implementation and optimization of time and resources. The linkage between the JP and the “Improving Living Conditions in Palestinian Gatherings Host Communities” project is as follows:

The PT successfully built on Outputs 2 and 4 of the JP by keeping, during implementation, the same mechanisms and processes based on proximity and collaboration that were initiated then (as described in the Findings Section). The project could have benefited from better defined outputs and indicators related to the implementation processes and/or mechanisms. This would have allowed to document and measure, for example, the approach, the ownership of stakeholders, the level of involvement of local communities or beneficiaries, the level of improvement of the collaborative mechanisms between involved local and/or national institutions, etc.

Table 2: Comparative table between the JP and the “Improving Living Conditions in Palestinian Gatherings Host Communities” projects’ outcome and outputs

“Towards Sustainable Solutions for Improved Living Conditions of Palestinian Refugees in Lebanon”	“Improving Living Conditions in Palestinian Gatherings Host Communities”
OUTCOME LEVEL	
Living conditions of the communities living in Palestinian Gatherings (including Adjacent Areas of Palestinian Refugee Camps) improved, through enhanced access to basic urban services.	Living conditions in the Palestinian Gatherings in Lebanon that host Palestinian and Syrian refugees from Syria, improved through better access to basic urban services and shelter conditions.
OUTPUT LEVEL	
Output 1: A national framework addressing the living conditions and access to basic urban services in the Palestinian informal Gatherings (including Adjacent Areas) developed and implemented.	Output 3: National database on living conditions in Palestinian Gatherings developed and maintained through support to the Lebanese – Palestinian Dialogue Committee (LPDC).
Output 2: Collaborative mechanisms between Palestinian and Lebanese for improved service delivery strengthened and/or established in selected areas.	<i>Has been kept as an approach to ensure collaboration of municipalities and local entities.</i>
Output 3: Access and management of basic urban services in the Gatherings and Adjacent Areas improved.	Output 1: Access to basic urban services improved in host Gatherings through the implementation of infrastructure projects and service interventions, taking into account the impact on and connections with surrounding networks.
Output 4: Selected municipalities are better equipped to engage in the improvement of living conditions in the Adjacent Areas.	<i>Has been kept as an approach to ensure collaboration of municipalities.</i>

Project Management

The project started on time, in September 2013. Due to the important number of projects, activities and initiatives that involve construction works, a 1.5 month no-cost extension agreement has been signed with the donors, which postpones the completion of activities to 15 February 2014 instead of December 2013.

Based on the findings and on the interviews with various stakeholders and beneficiaries, the project can be described as very well managed by the PT, which succeeded in meeting ambitious targets in a very short period of time. The management style of the Project Manager, one who delegates tasks and empowers team members, was highly appreciated by the project staff and stakeholders as well as her deep knowledge of the issues at stake and challenges faced in the Gatherings. The Project Manager had also the ability to adapt the project to respond to needs and circumstances, relying on the very valuable inputs of the Field Officers.

Besides the management style, the profiles of the PT members contributed to making the project successful: the Project Manager and a number of team members were already involved in the JP. As the Project complements the JP, it was a very wise choice to keep the same core team, who has a sound knowledge of the complex social, political and economic context of the Gatherings, is familiar with the stakeholders and has been involved in the participatory mechanisms set in place by the JP. This ensured the responsiveness of the team and increased its ability to work under pressure and to adapt the activities to real needs, which is a major advantage in a crisis response project.

Support from the Crisis Prevention and Recovery Programme at UNDP has been essential for a) coordination with the Procurement Unit to enable the execution of large number of projects within a short timeframe; b) enhance quality assurance; and c) ensure coordination with national stakeholders and donor community.

In terms of resource allocation and management, the cost of the activities largely exceeded the costs of the PT. 219,446.47 USD were spent on staff salaries and other human resources, and on office equipment and running costs, out of a total budget of 2,670,440.18 USD, meaning that 91.71 % of the total budget has been allocated for the project activities. This percentage is very high and demonstrates a reasonable management of financial resources and a clear choice of giving priority to actual projects implementation.

Project Management Structure

The Project is led by UNDP and implemented in partnership with UN-Habitat through a common management team involving staff from both agencies, each partner bringing its very specific expertise. Both partners acknowledge that this particular management structure a) optimize the use of knowledge and human resources and a better cooperation with similar projects and b) ensures convergence on project understanding and approach. Indeed, UN-Habitat has a solid knowledge of the environments and challenges in informal settlements and UNDP has an expertise in local and sustainable development. On another hand, both agencies enjoy good relationships with local communities and municipalities, usually working through and with the same stakeholders. This conjunction made it obvious that by merging human resources in addition to defining common strategies and projects, the impact of this joint action would be greater on the ground.

Use of Resources

Defining the beneficiaries' needs in a very accurate manner ensured the optimization of financial and human resources. Working on a micro level, in collaboration with PCs and active NGOs in the gatherings allowed to indirectly developing complementary actions with other actors. The most outstanding example of coordination on the ground is in Sekke, one of Saida's Adjacent Area Gatherings.

Through PARD, the Project financed part of the rehabilitation and the equipment of a collective centre owned by the Bader Association with the objective of moving part of the 75 families living in tents nearby. PARD being already in charge of the implementation of other related projects that benefited these families, the NGO already coordinated on the ground between relevant projects and donors, which paved the way to designing a comprehensive intervention, increasing the impact of the project by answering the needs of all the families.

Finally, as shown in table 3 below, for an optimal use of financial resources, three of the most significant project lots have been financially supported from the German funds as well as from other sources. Table 4 shows examples of complementary action in Sekke.

Table 3: Jointly funded projects

Gathering	Activities	Budget in USD		
		Government of Germany	SDC	Total
Tawari, Baraksat, Bustan el Kods, Sekke – Saida	Renewal of sewage and water networks	79 845	53 230	133 075
Sekke – Saida	Relocation of families to shelters + upgrading water network	60 000	40 000	100 000
Mieh Mieh – Saida	Installation of sewage and storm water networks + upgrading roads + provision of solid waste containers	24 380	33 570	57 950

Stakeholders Participation and Ownership

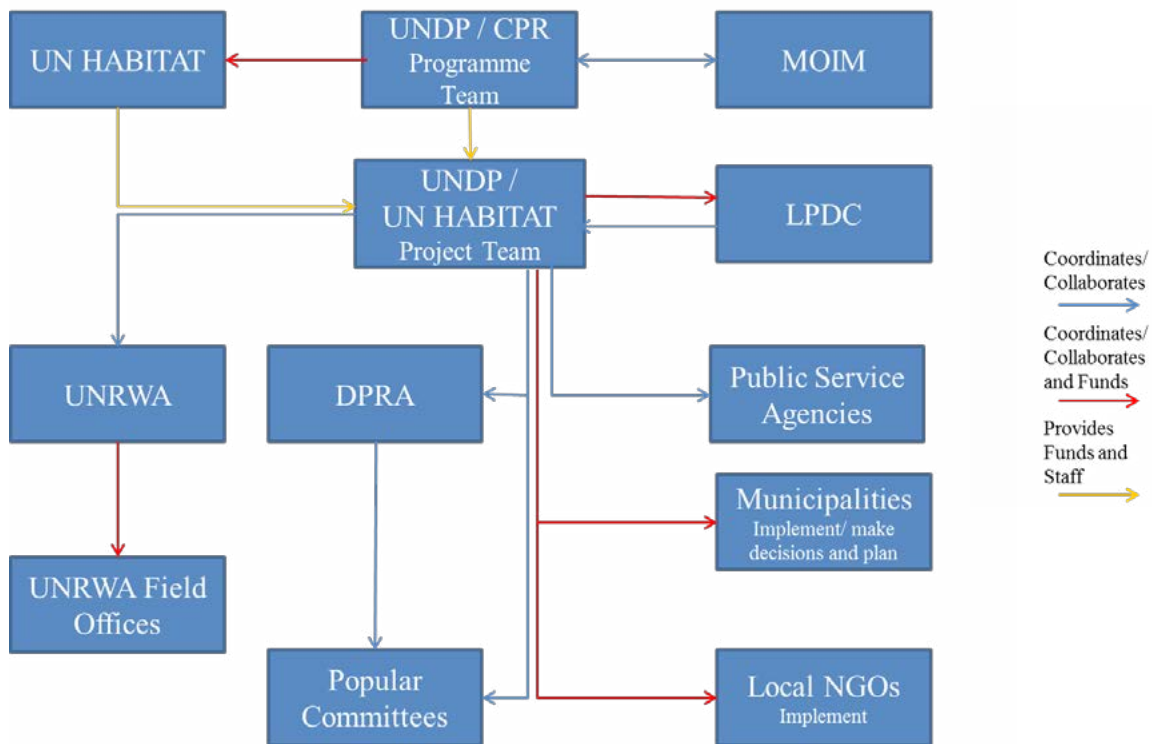
As shown in the Stakeholders Map (figure 3 below), the PT operates at two levels:

- **National level**
 - The Project directly collaborates on a strategic level with various National Institutions such as LPDC and other agencies as UNRWA.
 - The Project also shares information through the Gatherings Working Group that gathers main NGOs and donors involved in the Gatherings. (This platform is currently on hold; the PT is currently coordinating with UNRWA and LPDC to revive it.)
- **Local level**
 - The PT collaborates with local stakeholders as PCs, NGOs and municipalities, as detailed in the Findings Section.
 - The PT coordinates and shares information with local agencies about specific projects. Most of the BUS projects have been implemented in coordination with the field officers of UNRWA in the regions.

Table 4: Example of complementary action in Sekke

Activity	Specific activity	Financial partner
Room rehabilitation	20 rooms	SIDA Canada
	20 rooms	UNRWA
	23 rooms	UNDP-UN-Habitat
	12	Hamas
WASH activities	Purchase of water and chlorination pumps, solar panels, drain cleaning machines and products	UNDP-UN Habitat
	Water, sanitation	OXFAM
Other	Kitchen	OXFAM UNDP-UN-Habitat, Addressing Urban Hot Spots in Lebanon project
	Health Clinic	

Figure 3: Stakeholders Map



On the national level, the main Project Partner is LPDC. Its commitment was mainly institutional as it facilitated relationships with national bodies. However, LPDC very strongly supports the activities of the project and believes that they are the necessary preliminary steps for the fulfilment of two of the main functions of the future High Commission for the Palestinian Refugee Affairs: “Addressing the socio-economic, legal, and security issues related to Palestinian camps in Lebanon, in collaboration with UNRWA” and “Creating and managing the National Observatory for Palestinian Affairs”⁶.

On the local level, as previously stated, NGOs, PCs and municipalities were involved in the project, along with other local communities’ representatives such as women or youth groups or neighbourhood committees, when possible. Municipalities actively participated in the planning, design and selection of infrastructure projects to address their needs as they are directly concerned by the presence of refugees on their territory and are supposedly in charge of ensuring adequate BUS to the inhabitants. The PT particularly focused on coordination between municipalities and PCs. Overall, both the municipalities and the PCs felt involved in the implementation of projects as they could easily identify them, discuss their impact on the ground and their technical aspects. However, the PT participatory approach led to mixed results when it came to the ownership of the projects by the municipalities.

The reasons for that are that each municipality a) has a different understanding of its role depending on the municipal council in charge and its interest in the projects; 2) has a unique relation with Palestinian refugees in general and with Palestinian refugees from Syria in particular depending on the sectarian, political and social context of the village/city; and 3) gives priority to projects that would benefit the Lebanese population and more specifically the inhabitants who are originally from the village/city. It is worth mentioning that most municipalities that host Palestinian gatherings within their domains are also hosting large numbers of Syrian refugees, increasing the burden on these municipalities.

Sustainability

Component 1: In order to sustain the use and maintenance of the BUS / WASH projects, the project provided tools and equipment for maintenance of water and sewage networks to the PCs in the 42 Palestinian Gatherings and to PARD, through the DPRA. This might not be sufficient on the long term. The Gatherings being informal settlements, it is not an easy matter to clearly define and share responsibilities among local stakeholders. However, during the interviews, many of them showed their commitment to contributing to the maintenance of basic urban services. PCs or municipalities, depending on the villages/cities, considered that it was their role to be in charge of any work related to the preservation of infrastructure networks.

⁶ Draft law for the creation of the High Commission for the Palestinian Refugee Affairs- Articles 4 and 7.

As for the rehabilitated shelters, the maintenance is to be ensured by the direct beneficiaries and/or the owners of the shelters.

Component 2: Based on their interest and mandate, LPDC's representatives committed to seek further support to develop the National Observatory for Palestinian Gatherings in Lebanon and lead the Assessment. On another Level, LPDC also considers that its role is to provide institutional support to the project and is willing to collaborate on any related funding process.

Project Level: It is worth mentioning that the project has been designed as a response to the humanitarian crisis related to the conflict in Syria that is still on-going. The needs on the ground are immense. UNDP-CPR and UN-Habitat are aware of the situation and are committed to build on the project achievements to seek more support for the Palestinian Refugees from Syria and the Hosting Communities.

Lessons Learnt

Project Approach

- ✓ The Project benefited from a very solid theoretical background, as it goes in line with the "Investigating Grey Areas: Access to Basic Urban Services in the Adjacent Areas of Palestinian Refugee Camps in Lebanon" study and the on-going Joint UNDP / UN-Habitat Programme (JP) "Towards Sustainable Solutions for Improved Living Conditions of Palestinian Refugees in Lebanon". The Analysis of the Rapid Needs Assessment Report also contributes to this analytical framework, shedding additional light on the microcosm of the Gatherings and defining accurately the challenges faced by local communities.
- ✓ By linking humanitarian response to local development issues, the project answered immediate needs while investing time, funds and efforts in infrastructure projects, consequently upgrading the living conditions of local communities in a durable manner. It solved a number of sanitary, environmental and health problems by permanently improving BUS/WASH in many areas.
- ✓ By gathering all concerned actors around the implementation of tangible activities, the project indirectly involved local and national counterparts, especially municipalities, in very sensitive areas. This is considered as a first step to the recognition of the Gatherings as priority intervention zones. This also led to creating synergies between local stakeholders, namely municipalities and PCs, and triggered a reflection on their roles and responsibilities. In general, municipalities' ownership in terms of infrastructure maintenance was higher at municipalities that have been involved in the JP, which shows that investing in coordination

mechanisms gives tangible results in the mid-term.

Project Management

- ✓ By adopting a joint management team, UNDP and UN-Habitat a) optimized the use of human resources b) contributed to the design and implementation of the project in an efficient manner, bringing in their specific expertise and knowledge and c) built on previous joint project findings.
- ✓ Recruiting a team who was partly involved in the JP and already familiar with the Gatherings' context and stakeholders, had a positive impact on the efficiency and effectiveness of the project. The PT was immediately operational which led to an optimal use of human and financial resources and exceeded targets set in the initial plan.
- ✓ Support from the Crisis Prevention and Recovery Programme at UNDP has been essential for a) coordination with the Procurement Unit to enable the execution of large number of projects within a short timeframe; b) enhancing quality assurance; and c) coordination with national stakeholders and donor community.

Project Implementation and Partnerships

- ✓ By adopting an approach based on proximity and participation, the PT involved local stakeholders at all implementation stages, from needs assessment to follow-up on activities. By doing so, the team succeeded in a) accurately defining and answering the needs of new refugees and host communities, b) taking into consideration the political, security-related and social specificities of each microcosm, c) leading smoothly the required interventions, and d) building trust with and among stakeholders.
- ✓ The PT demonstrated flexibility and adapted the project to local needs, widening the scope of the interventions' sizes and types. By doing so, the PT easily a) coordinated with other UNDP and UN-Habitat projects, as the on-going JP and the Addressing Urban Hot Spots in Lebanon Project, b) secured financial support to the project through alternate funding, and c) efficiently coordinated with other partners as it is the case in the Sekke gathering.
- ✓ The PT made the strategic decision to contract local NGOs, companies or individual contractors to implement the activities which allowed a) lowering the cost of the projects, b) avoiding tensions between contractors, dwellers and refugees, c) ensuring the quality of the projects as the contractors are held accountable by the locals; and d) employing local labor and contributing to the improvement of the economic conditions of locals.
- ✓ The project addressed the concerns of both host communities in the gatherings and new refugees by implementing infrastructure projects and

rehabilitating shelters which benefited both groups. By doing so, the project contributed to upgrading the living environments for the community as a whole and inhibited a great deal of tensions between host communities and new refugees.

to the lack of understanding of each UN agency's mandate, which needs further and continuous clarification. It should be clarified that UNRWA provides services in the sectors of BUS and shelter only within the boundaries of the 12 official camps in Lebanon.

• Recommendations

Partnerships

- ✓ LPDC has very high expectations concerning the National Observatory for Palestinian Gatherings in Lebanon. However, it seemed that the observatory's role, the way to build it, develop it and use it in an optimal manner, were not clear enough to LPDC. Clarifying these issues with the support of UN-Habitat, who has a sound experience in designing and developing observatories, could lead to a more realistic approach to this activity and to adapting it to LPDC's strategic needs.
- ✓ By directly implementing tangible projects, the PT created and strengthened synergies on the local level, setting a basis for efficient coordination mechanisms, mainly between municipalities and PCs, based on their common interests for the proposed activities. This is a methodological good practice that should be continued and/or replicated in further projects. It would also be beneficial to formalize this approach by a documented reflection on each stakeholder's role and responsibilities.
- ✓ A number of interviewees believed that an information management system for coordinating response in the gatherings, such as that formed under the Gatherings Working Group should be devised. The Gatherings Working Group is a national coordination platform established in 2012 to include (international) NGOs active in the gatherings and chaired by LPDC. Meetings of the Gatherings Working Group have stopped in the beginning of 2013 with the increased pressure to respond to the Syrian crisis. Consultations among UNDP, UN-Habitat, UNRWA, unicef and LPDC have been aiming since the beginning of 2014 at reactivating the Group, for it to be efficient though, it should be reinforced with documented information and competent Human Resources; it could be directly coordinated by LPDC.
- ✓ Various interviewees mentioned their fear that such a project might be a first tentative to decrease UNRWA's responsibilities as the international agency mandated to provide for Palestinian refugees. According to those, this would lead the International Community to end its commitment to Palestinian Refugees. This misconception is due

Project implementation

- ✓ For a better use of financial resources, it would be beneficial for the project to have joint funding modality, which could also facilitate administrative and procurement procedures.
- ✓ BUS infrastructure projects as well as shelter rehabilitation activities addressed the needs of both host communities and new refugees, which widened the spectrum of direct beneficiaries. This good practice needs to be reiterated, especially that some families or individuals from the host communities might be more vulnerable than the new refugees and might be more in need of support. A reflection on beneficiaries' vulnerability could lead to address the frustration between host communities and new refugees. A discussion about this issue could be led jointly by the PT, the municipalities and the implementing NGOs.
- ✓ Responding to the humanitarian crisis through local development interventions allowed to durably upgrading the living conditions of both host communities and new refugees. This approach can also be considered as good practice and is to be continued/ reiterated.
- ✓ As detailed above, municipalities were involved in the project by the PT, but their commitment was uneven which shows that they are in need for more tangible incentives. Designing projects that would address the concerns of both the refugees and other local groups would be of more interest for the municipalities for political or social reasons and should lead to stronger ownership and guarantee future maintenance of infrastructures.
- ✓ As further support to municipalities and PCs in addressing local needs related to Refugees host communities and new refugees, the results of the Rapid Needs Assessment should be shared with these partners, discussed and analysed, with a highlight on the impact of massive influx of Refugees from Syria. This should lead to the design and/or amendments of local development strategies or projects.

Annex I: Inception Report Evaluation Matrix

Criteria/ Sub-criteria	Main questions to be addressed	Data collection methods and data sources
<p>Relevance</p> <p>How relevant is the project to the priority of the country and to the direct beneficiaries: Syrian Refugees and Palestinian host communities? To what extent does the project answer social/economic/development needs?</p>		
A.1 Relevance of objectives	How are the activities aligned with the strategies of the country?	<p>*Review and analysis of :</p> <p>Related National Strategy if any - UNDAF Relevant MOM if any</p> <p>Official request from Partners if any (MOU, Letter of interest...)</p> <p>*Interviews with key representatives from : LPDC DPRA</p>
	How are the activities consistent with human development needs in the Gatherings?	<p>*Review and analysis of :</p> <p>“Investigating Grey Areas” Report Rapid Need Assessment</p> <p>*Field visits observations</p> <p>*Interviews with direct beneficiaries.</p>
A.2 Relevance of processes/ approaches	How are the processes/ approaches set by the project consistent with national/local ongoing initiatives?	<p>*Review and analysis of :</p> <p>Workplan JP Project Document</p> <p>*Interviews with key Representatives from LPDC Municipalities DPRA</p> <p>Other implementing partners</p>
<p>Effectiveness</p> <p>Did the project accomplish its intended objectives and planned results? What are the strengths and weaknesses?</p>		

Criteria/ Sub-criteria	Main questions to be addressed	Data collection methods and data sources
B.1 Progress towards outcomes	<p>To what extent have the Living conditions in the Palestinian Gatherings in Lebanon that host Palestinian and Syrian refugees from Syria, improved through better access to basic urban services and shelter conditions?</p>	<p>*Field visits observations</p> <p>*Interviews with direct beneficiaries</p>
	<p>How have corresponding outputs delivered by the project affected the outcome?</p> <p>Output 1: <i>Access to basic urban services improved in host Gatherings through the implementation of infrastructure projects and service interventions, taking into account the impact on and connections with surrounding networks.</i></p> <p>Output 2: <i>Environmental conditions of shelter units housing Palestinian and Syrian refugees from Syria enhanced in the host Gatherings.</i></p> <p>Output 3: <i>National database on living conditions in Palestinian Gatherings developed and maintained through support to the Lebanese – Palestinian Dialogue Committee (LPDC).</i></p>	<p>*Review and analysis of :</p> <p>Midterm and annual reports to specifically review the targets set in the Project Document</p> <p>National Database structure at the National Observatory</p> <p>Infrastructure and Shelter projects implementation progress report</p> <p>*Field visits observations</p> <p>*Interviews with direct beneficiaries</p>
B.2 Involvement of stakeholders	<p>What has been the contribution of partners and other organizations to the outcome?</p>	<p>*Review and analysis of :</p> <p>Work Plan</p> <p>*Interviews with Project Manager and Key Representatives from:</p> <p>LPDC</p> <p>Municipalities</p> <p>DPRA</p> <p>Other implementing partners</p>

Criteria/ Sub-criteria	Main questions to be addressed	Data collection methods and data sources
B.3 Impact on beneficiaries	To what extent has the project improved access to BUS to Refugees and Host communities in gathering?	*Field visits observations *Interviews with :
	To what extent has the project lowered the tension between various communities living in AA?	Direct beneficiaries Municipalities Implementing Partners
Efficiency How well did the project team use its human and financial resources in achieving intended results? What could be done to ensure a more efficient use of resources and information?		
C.1 Managerial efficiency	Were the activities implemented within the expected timeframe and allocated resources and was there other ways to more efficiently implement the activities?	*Review and analysis of : Annual Work Plan Team Work Plan Initial Budget Expenditures *Meetings with team members
C.2 Partnerships and synergies	To what extent were partnerships and coordination with existing projects/ programmes/ knowledge providers useful to successfully deliver activities? How was the approach on the local level? Involvement of partners? Coordination/ follow up/decision making/ supervision... on the ground?	*Documents review and analysis: Annual Work Plan Information Sharing Platform Concept note Midterm and Final Reports Relevant MOM if any Participatory Mapping in Ain el Helwe Adjacent Areas methodology *Interviews with: Gathering Working Group members Implementing partners
C.3 Change management	How did the team adapt to the Lebanese context and adjust implementation accordingly?	*Documents review and analysis: - Project document - Midterm and Final Reports *Interview with Project Manager

Criteria/ Sub-criteria	Main questions to be addressed	Data collection methods and data sources
<p>Sustainability</p> <p>Are the benefits of the project sustainable? Are there measures put in place to ensure sustainability?</p>		
D.1 Institutional Framework	What policies/ agreements with stakeholders/ administrative frameworks are in place that will support continuation of benefits?	<p>*Documents review and analysis:</p> <p>Official documents from partners (Letter of intent or letter of interest/ MOU/ Partners' Project Documents or Concept Notes if any)</p> <p>*Interviews with key Representatives from</p> <p>LPDC</p> <p>DPRA</p> <p>Municipalities</p>
D.2 Sustainability strategy	To what extent were direct stakeholders involved in decision-making and/or implementation and how were they supported to do so?	
D.3 Ownership	To what extent have partners committed to providing continuing support and how are they expected to take forward the results of the project?	

Annex 2: Documents consulted

- Project data sheets, BOQs, TORs and Grant Agreements related to BUS projects
- RNA assessment and RNA “Profiling Deprivation” Report (Draft copy)
- Project documents for
 - o The JP
 - o The Improving Living Conditions in Palestinian Gatherings Host Communities Project
- Yearly reports for
 - o The JP
 - o The Improving Living Conditions in Palestinian Gatherings Host Communities Project
- Mid-term evaluation reports for the Addressing Urban Hot Spots In Lebanon Project
- Minutes of Meetings (Internal Document)
- Work Plan (Internal Document)
- “Investigating Grey Areas - Access to Basic Urban Services in the Adjacent Areas of Palestinian Refugee Camps in Lebanon” Report
- TORs for
 - o WASH campaign
 - o Capacity Assessment Consultancy for the Refugee Affairs Directorate at the Ministry of Interior and Municipalities (Draft copy)
- Financial Reports and Budgets
- Shelter Progress Report (Internal Document)
- Information Sharing Platform in Palestinian Gatherings Concept Note (Internal Document)
- Access to Basic Urban Services in the Adjacent Areas of Palestinian Refugee camps in Lebanon, Consultations with National and Local Stakeholders – Synthesis report
- From Dialogue to... Vision, Towards a Unified National Policy for Palestinian Refugees in Lebanon and a Future Vision for LPDC
- Participatory Mapping In The Adjacent Areas Of Ain El Helwe Camp: Living Conditions And Conflict Dynamics Report
- List of BUS projects after Assessment (Internal Document)

Annex 3: List of Interviewees

- ABILMONA Fadi, Programme Analyst, *Crisis Prevention and Recovery Unit – UNDP*
- AYYI Abdel Nasser, Project Manager, *Lebanese Palestinian Dialogue Committee*
- EL CHAMI Wassim, Programme Associate, *Crisis and Recovery Programme Unit – UNDP*
- EL CHERIF Khaldoun, *Head of the Lebanese Palestinian Dialogue Committee*
- EL DORR Abu Ahmad, Vice President of Kharayeb Municipality
- EL MANSI Rachid, Programme Manager, *Popular Aid for Relief and Development (PARD)*
- GEHA Maroun, President of Darb el Sim Municipality
- HASSOUNA Fadlallah, Founder and Director of *Development for People and Nature Association (DPNA)*
- HIJAZI Rida, Member of Kharayeb Municipality and contractor for infrastructure projects implemented in Kharayeb
- ISMAIL Abu, President of Popular Committee in Kasmieh
- KORMAN Daoud, Field Engineering Officer - *UNRWA*
- OSSEIRAN Tarek, Officer in Charge– *UN-HABITAT*
- SALEH Abu, Member of *Bader Association*
- SULTAN Mohamad, Popular Committee of Ain el Helwe Secretary
- Project Team members

Annex 4: List of BUS / WASH Projects

Water

1. Renewal of water network in Tawari gathering (Saida)
2. Upgrading of water network in Chabriha gathering (Tyre)
3. Rehabilitation of water network in Burghlieh gathering (Tyre)
4. Installation of well water pump in Qassmieh (Tyre)
5. Installation of well water pump in Itanieh (Tyre)
6. Installation of well water pump in Maachouk (Tyre)
7. Installation of well water pump in Ghaza Building (Sabra-Beirut)

Sewage

8. Renewal of sewage network in Tawari gathering (Saida)
9. Repairs to the main sewage network in Sekkeh gathering (Saida)
10. Renewal of sewage mainline in Baraksat gathering (Saida)
11. Renewal of sewage main pipe in Bustan Al-Qods gathering (Saida)
12. Installation of sewage network in Jabal el Halib gathering (Saida)
13. Upgrading of the sewage network in Sirob gathering (Saida)
14. Installation of sewage network and sewage main line in Hamchari gathering (Saida)
15. Rehabilitation of sewage pipe in Hay el Souhoun gathering (Saida)
16. Rehabilitation of sewage pipes in MiehMieh gathering (Saida)
17. Renewal of sewage network in Wadi El-Zeineh gathering (Sibline)
18. Upgrading of the sewage mainline in Chabriha gathering (Tyre)
19. Rehabilitation of sewage mainline in Burghlieh gathering (Tyre)
20. Installation of sewage network in Baysarieh gathering (Tyre)
21. Installation of sewage network in Qasmieh gathering (Tyre)
22. Completion of sewage network in the surrounding of the Qasmieh gathering (Tyre region)
23. Upgrading of sewage network in the town of Kharayeb (Tyre)
24. Installation of sewage network in Bourj Rahhal gathering (Tyre)
25. Renewal of the sewage in Mankoubin gathering (North)
26. Upgrading of sewage network in the Beddawi Camp (North)
27. Upgrading of sewage networks on two main roads in gathering of NBC AA (North)

28. Upgrading of sewage system in Goro gathering (Beqaa)
29. Upgrading of sewage system in Al-Masbah area (Beqaa)
30. Upgrading of sewage network in the neighbourhoods of Taha Abbas and Sidi Kaissar (Baalbeck, Beqaa)
31. Installation of sewage network in Taalabaya (Beqaa)

Electricity

32. Building a room for the electricity station in the surrounding of Beddawi Camp (North)

Solid Waste Management

33. Rehabilitation of solid waste collection points in Seerob gathering (Saida)
34. Provision of solid waste containers in MiehMieh gathering (Saida)
35. Provision of solid waste containers in Baysarieh gathering (Tyre)
36. Provision of solid waste containers in Kfarbadda gathering (Tyre)
37. Provision of solid waste containers in Kharayeb gathering (Tyre)
38. Provision of solid waste containers in Maachouk gathering (Tyre)
39. Building a covered solid waste collection point in the surrounding of Beddawi Camp (North)

Roads

40. Paving of the main road in Hay Al-Sohoun gathering (Saida region)
41. Rehabilitation of storm water system at the entrance of Ain El-Helweh "Hay el Sefsaf" Camp (Saida)
42. Repairs to the road networks and retaining walls in "Hay el Amercan" in the town of Mieh w Mieh (Saida)
43. Asphaltting of roads in Serob (Saida)
44. Asphaltting of roads in Wadi el Zeineh (Sibline)
45. Paving of the main roads in Burghlieh gathering (Tyre)
46. Renewal of sewage and storm water networks in Baysarieh gathering (Tyre)
47. Asphaltting and Installation of bridge on water channel in Qasmieh (Tyre)
48. Rehabilitation of road network and public domain in Itanieh gathering (Tyre)
49. Rehabilitation of road network and public domain in Jim Jim gathering (Tyre)
50. Rehabilitation of road network and public domain in Wasta gathering (Tyre)
51. Renewal of the storm water channel in Mankoubin gathering (North)
52. Asphaltting of three internal roads in Jabal El-Beddawi area (North)
53. Upgrading of storm water network in the Beddawi Camp (North)
54. Asphaltting of three roads in the gathering of NBC AA (North)