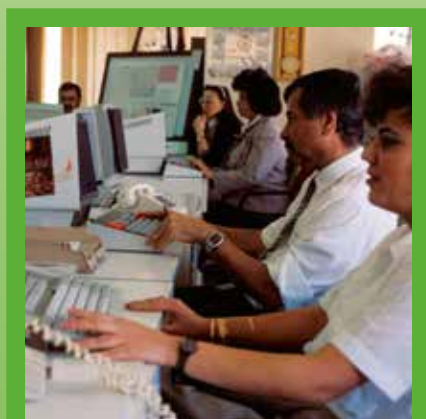




International
Labour
Office
Geneva

Independent evaluation of the ILO's strategy to promote decent work in the Arab region: A cluster evaluation of Jordan, Lebanon and the Occupied Palestinian Territory



September 2013

EVALUATION
UNIT

**Independent evaluation of the ILO's strategy to promote
decent work in the Arab region:**

**A cluster evaluation of Jordan, Lebanon and the
occupied Palestinian territory, 2008–2012**

International Labour Office

September 2013

Evaluation Unit

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Any errors or omissions are the responsibility of the Evaluation Unit.

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Abbreviations

AEF	Arab Employment Forum
CPO	Country programme outcome
DWCP	Decent Work Country Programme
DWP	Decent work programme
FPCCIA	Federation of Palestinian Chamber of Commerce Industry and Agriculture
GDP	Gross Domestic Product
GEWE	Gender Equality and Women's Empowerment
GFJTU	General Federation of Jordanian Trade Unions
GJP	Global Jobs Pact
HIV/AIDS	Human immunodeficiency virus/acquired immunodeficiency syndrome
ILO	International Labour Organization
KAB	Know About Business
MDG-F	Millennium Development Goals Fund
MoL	Ministry of Labour
OECD	Organization for Economic Cooperation and Development
oPt	Occupied Palestinian territory
OSH	Occupational Safety and Health
PEP	Palestinian Employment Programme
PGFTU	Palestinian General Federation of Trade Unions
PNA	Palestinian National Authority
RBSA	Regular Budget Supplementary Account
ROAS	Regional Office for the Arab States
ILO SPF	ILO's Strategic Policy Framework
SPF	Social Protection Floor
TC	Technical cooperation
TVET	Technical and Vocational Education and Training
UNDAF	United Nations Development Assistance Framework
UNHCR	United Nations High Commissioner for Refugees
UNRWA	United Nations Relief and Works Agency (for Palestine Refugees in the Near East)
USA	United States of America

Executive summary

The Evaluation Unit (EVAL) of the International Labour Office (ILO) conducted an evaluation of a cluster of country programmes in the Arab States region. This report presents analyses, findings and recommendations of the independent evaluation conducted in early 2013.

Purpose, scope and methodology

The purpose of the evaluation is to: (1) give the Governing Body an account of the ILO's actions to support national constituents achieve the ILO's Decent Work Country Programme (DWCP) for Jordan, and the decent work strategies for Lebanon and the occupied Palestinian territory (oPt); and (2) provide an opportunity for reflection on how to improve the effectiveness of its operations in the region.

The scope of the study included the ILO's programmes in Lebanon, Jordan and the occupied Palestinian territory¹ from 2008 to 2012 covering two and half biennia (P&B 2008–09, 2010–11 and 2012). In addition, the evaluation examined how well the Regional Office for Arab States (ROAS) has been able to support these programmes.²

The Evaluation Unit managed the evaluation in coordination with ROAS. Independent consultants were engaged to undertake specific evaluations while a team of international consultants triangulated the data and finalized the cluster analysis.

Methods of data collection included desk reviews of relevant documents, interviews with key stakeholders including tripartite constituents and social partners, and consultations with ROAS staff members. A range of relevant secondary documents including implementation reports, evaluation reports and strategic documents from the region was reviewed for validation purposes.

Background

Jordan, Lebanon and the occupied Palestinian territory are facing challenging political and economic conditions. The social, political and economic situations in Jordan and Lebanon have been influenced by the Arab Spring in recent years, particularly as a result of the influx of refugees from the Syrian Arab Republic, and the ensuing pressures on employment, resources and infrastructure in the host

¹ Only Jordan had a DWCP in place while Lebanon and the oPt had decent work strategies and are in the process of developing their first decent work programmes.

² The clustering was done in agreement with ROAS on the basis of commonalities in terms of decent work deficits and ILO's programme approach, high concentration of ILO activities in the region, and ILO's close involvement with the UN community.

nations. None of them has a fully developed ILO office. Clearly, ROAS has a high degree of responsibility for and interest in delivering ILO commitments on the ground.

The labour and economic conditions, including weak economic growth, relatively high unemployment, insufficient skill development, low female labour force participation, weak migrant labour rights, inadequate social protection and low adherence to fundamental principles and rights at work provide a challenging set of decent work issues to be addressed by the ILO.

The Arab Action Agenda for Employment (Arab Employment Forum – AEF – Action Agenda) constitutes the overarching framework for ILO’s interventions in the Arab region.³ In addition to the AEF Action Agenda, country-specific development frameworks and decent work strategies have formed the basis of ILO’s cooperation in Jordan, Lebanon and the occupied Palestinian territory.

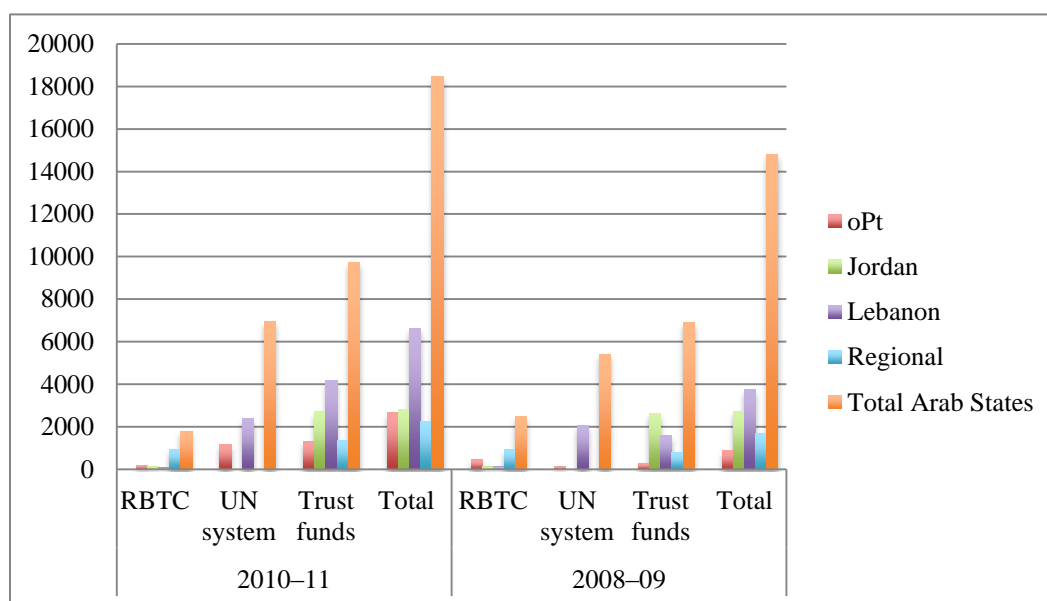
The financial profile⁴ shows that the total expenditure on technical cooperation (TC) for the region was US\$18,465,000 for the biennium 2010–11, which is an increase over the biennium 2008–09 of almost 20 per cent. For both the occupied Palestinian territory and Lebanon, the technical cooperation expenditure in 2010–11 was significantly higher than in 2008–09, while in Jordan it was relatively consistent, with a marginal increase. Regular Budget Supplementary Account (RBSA) expenditure for the Arab region also shows an overall 30 per cent increase⁵ between 2008–09 and 2010–11 (figure 1).

³ The AEF Action Agenda was drafted during the Arab Employment Forum held in 2009. It is aligned with the ILO’s Global Jobs Pact, the ILO Declaration on Social Justice for a Fair Globalization and the Arab Decade for Employment (2010–20). Key priorities are: decent employment, sustainable growth and recovery; improving management of labour migration, employment and development; building adequate social protection systems and protecting people; strengthening international labour standards and workers’ rights; social dialogue and tripartism for crisis analysis and response; promotion of sustainable enterprises for job creation and retention; and regional initiatives and partnerships.

⁴ As per *ILO programme implementation 2008–09*, Appendix VIII, p. 199 and Appendix IV, p. 183; and *ILO programme implementation 2010–11*, Appendix VI, p. 123 and Appendix III, p. 115.

⁵ For the Arab region, RBSA expenditure was US\$1,506,000 for 2008–09 and US\$1,953,408 for 2010–11.

Figure 1. Financial profile: Biennium 2008–09 and 2010–11 ('000 US\$)



Summary of findings

A. Relevance

The decent work strategies and priorities identified in Jordan, Lebanon and the occupied Palestinian territory are aligned with the priority areas identified in the AEF Action Agenda as well as with the priorities of national development plans. However, a multitude of national development frameworks (for instance, in Jordan and the occupied Palestinian territory) or the lack of one (such as in Lebanon) pose challenges in aligning priorities and strategies. The findings of the evaluation suggest that ROAS has made attempts to match the needs and priorities identified by the national constituents despite frequent changes in political leadership and development frameworks. Greater inclusion of the Decent Work Agenda in the UN framework⁶ has further enhanced the relevance of decent work strategies. However, the ability to follow the United Nations Development Action Framework (UNDAF) was noted as a general challenge in the volatile environment.

The involvement of the tripartite constituents in decision-making processes at the level of policy and legislative reforms, and implementation mechanisms in Jordan, Lebanon and the occupied Palestinian territory was identified as a key strength of the Office.

⁶ The Occupied Palestinian Territory completed its first UNDAF in August 2013. Prior to that, the UN followed biennial medium-term response plans (MTRPs) in 2009–10 and 2011–13.

Table 1. ILO agenda in Jordan, Lebanon and the occupied Palestinian territory

Country	Specific national and UN development frameworks guiding ILO's work	ILO SPF results addressed through 'target' CPOs
Jordan	Jordan's National Agenda (2006–15), Executive Development Programme (2011–13), National Employment Strategy (2011–20), and UNDAF (2013–17). The ILO is present in four of the five UNDAF outcomes	17 of the 19 SPF outcomes (under all four SPF strategic objectives)
Lebanon	No particular national plan or employment strategy in place. Other available frameworks such as Paris III, ministerial statements, sector strategies followed. The ILO is present in four of five UNDAF outcomes set in UNDAF (2010–14).	Nine of the 19 SPF outcomes (under all four SPF strategic objectives)
Occupied Palestinian territory	Palestinian Employment Programme (PEP) as per Palestinian Development and Reform Plan (2008–10) and National Development Plan (2011–13). Medium-term response plans (MTRPs), Phase I, 2009–10 and phase II, 2011–13. UNDAF (2013–17) being prepared where the ILO, along with constituent partners, is actively present.	Seven of 19 SPF outcomes (under SPF strategic objectives 1, 3 and 4)

SPF = ILO's Strategic Programme Framework; CPOs = Country programme outcomes.

The evaluation team noted overwhelming concerns among the constituents regarding the influx of Syrian refugees in the last two years. These concerns relate to unemployment, pressure on infrastructure and amenities, and insufficient social protection. Engaging with emerging workers' organizations was also a problem. Decent work deficits and partnerships need to be reviewed in the light of these new developments so as to better align and communicate the ILO's strategy in the coming years. The emerging scenario demands more flexibility from the ILO, both in terms of its partnerships and its intervention framework, in order to meet the expectations of national constituents within a politically and institutionally uncertain environment.

B. Coherence

The national projects (TC-funded and RBSA-funded) were well aligned with the ILO SPF objectives and outcomes. None of the projects assessed as part of the evaluation were considered irrelevant to the context or to the national development priorities during the evaluation period, although investment in an HIV/AIDS project in Jordan was questioned.

While effective collaboration through joint UN programmes was noted, there is scope for greater coherence with the UN and other donor agencies working on similar mandates, especially in the occupied Palestinian territory and Lebanon. The evaluation also notes human resources constraints and a lack of adequate

coordination among project staff, leading to multiple channels of communication with constituents. In light of the evaluation findings, coordination arrangements between project staff, the regional programme unit and the decent work team (DWT) may need to be reviewed.

In the absence of an overall results framework in Lebanon and the occupied Palestinian territory, measuring higher level outcomes has proved difficult. A separate meta-study of TC project evaluations⁷ also reports that the results frameworks in TC projects were generally weak, especially in the areas of needs analysis, defining indicators, baselines and log frames. Substantial delays in implementation often resulted in strategies being changed, rendering original results frameworks less applicable.

C. Efficiency

The analysis shows that Strategic objective No. 1 (Employment) has received a larger share of the funding for technical cooperation (78 per cent of the total TC funding in the region).⁸ This corresponds to the Office's focus on supporting livelihood, skills and enterprise development in the region. However, it also indicates that the other pillars of the Decent Work Agenda (DWA) are not receiving due attention and do not reflect donors' funding preferences.

In terms of project delivery, both procedural and operational delays due to the lack of necessary human resources at the country level affected the efficient use of time. Low levels of resources and unrealistic project durations were also identified as significant constraints to efficiency in TC execution. Additional constraints related to frequent changes in leadership at national (ministerial) level.

D. Effectiveness

In Jordan, ILO initiatives significantly contributed to policy-making and the development of national-level frameworks.⁹ The effectiveness of initiatives to promote gender equity was significant. ILO technical products and services were effective in promoting the Decent Work Agenda in: selected economic sectors (Better Work Jordan); supporting the rights of migrant workers; advancing labour

⁷ ILO: *Results of ILO technical cooperation activities in the Arab States region: A synthesis of project evaluations, 2008–12* (Geneva, 2012). The report analyses the results of 22 TC project evaluations in the region, including those in the three countries covered in this evaluation.

⁸ Ibid.

⁹ Some of the notable frameworks in Jordan address: child labour (the National Framework for Child Labour), minimum wages, pay equity, HIV/AIDS at the workplace, the social protection floor, putting the Economic and Social Council (ESC) and the National Tripartite Council for Labour (NTC) into operation, the establishment of a maternity fund, SMEs (the National SME Strategy), the mainstreaming of entrepreneurship education, labour inspection (the National Labour Inspection Strategy) and employment (the National Employment Strategy).

inspection systems; and strengthening social dialogue between workers' and employers' organizations.

In Jordan, factors contributing to the effectiveness of the ILO's interventions were identified as: the favourable financial profile of the ILO in Jordan; appropriate infrastructure; high absorptive capacity; good rapport with national constituents, especially the Government; and relatively better political stability. However, the findings of the evaluation suggest that the programme would benefit from more coherence among the various activities.

In the occupied Palestinian territory, the ILO's contributions to the Millennium Development Goal Fund (MDG-F) Joint Programme on Gender Equality and Women's Empowerment (GEWE) led to improved gender equality due to the enhanced participation of stakeholders, and better servicing and capacity building of women workers. The Office's efforts led to: the constituents adopting various ILO products;¹⁰ the establishment of a social security framework; the development of a minimum wage policy based on the Minimum Wage Fixing Convention, 1970 (No. 131) and the Minimum Wage Fixing Recommendation, 1970 (No. 135); enhanced social dialogue; a national employment policy; legislation on small- and medium-sized enterprises (SMEs) in line with international labour standards; and the revitalization of a national tripartite committee.

Strong relations between the ILO and the social partners, and the high quality of products were considered key contributors to progress, while procedural delays, and lack of a clear strategy and means for engaging with emerging workers' organizations were identified as gaps. Significant loss of ground in the area of vocational training was noted as the Government decided to partner with the German Agency for International Cooperation (GIZ) despite having a long-term partnership with the ILO. Limited human resources at national level and high dependence on ROAS to respond to technical assistance needs in a dynamic scenario were observed as other limiting factors.

In Lebanon, the ILO's assistance with pension and health-care reforms was recognized at the highest levels. It was also recognized as being effective in: strengthening the labour administration system; instigating the institutional reform of the National Employment Office (NEO); setting up the Electronic Labour Exchange (ELE); improving Palestinian refugees' access to decent work through Employment Service Centres (ESCs); and introducing a code of conduct for private employment agencies. The ILO also supported progressive legislation for

¹⁰ Know About Business was included in national vocational training curricula, a national occupational safety and health (OSH) profile was drafted, a child labour statistical tool was adopted, and a Participatory Gender Audit (PGA) tool was effectively applied in the Occupied Palestinian Territory.

migrant workers and migrant domestic workers, and against trafficking and hazardous forms of child labour.

It is noted that despite an immense portfolio of projects, complementarity could be improved (both inter-project as well as in projects being implemented by other agencies on similar themes). Greater focus is needed to promote social dialogue and build constituents' capacity.

Overall, the evaluation team observes that greater use of risk assessment could have led to a better understanding of the impact of the regional crises on industrial and labour relations. The regional and country teams could have used the Office's experience in dealing with Palestinian refugees when responding to the evolving Syrian refugee crisis.

E. Impact

At the cluster (sub-regional) level, the impact has been most significant in the areas of employment and social protection. The impact is evident in: the promulgation of national legislations; government decrees and codes; systemic reforms; strengthened institutional mechanisms; the adaptation and use of global products; and greater inclusion of decent work priorities in the national-level UN frameworks.

The ILO's contribution to the cross-cutting themes of gender equality and to building constituents' capacity is notable. In order to sustain these results and overcome the decent work deficits, the countries need to focus on improving social dialogue, and the application of norms and standards.

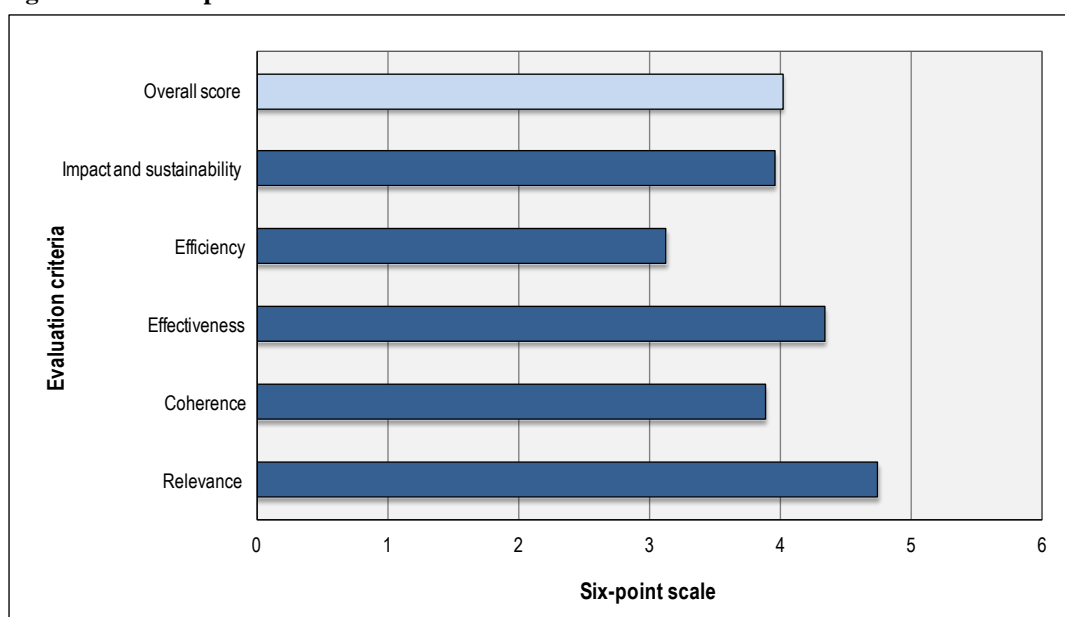
F. Sustainability

Despite the lack of fully fledged country offices, the ILO has been able to focus its operations within a decent work programme (DWP) framework in Jordan, Lebanon and the occupied Palestinian territory. Here, policy and legislative reviews and changes, improved inter-ministerial coordination, and the building of MoLs' and other constituent partners' capacities is likely to have a positive bearing on sustainability. However, some of the technical cooperation projects, especially short-term ones, are running into difficulties when it comes to sustaining impact. In particular, two main challenges at national level are frequent changes in national development framework/priorities (especially post-Arab Spring), and gaps in constituents' capacity to support and sustain the results achieved with ILO's support.

Overall assessment of the strategy

The overall assessment¹¹ of the evaluation criteria shows that the relevance and effectiveness of decent work strategies scored well and were rated as ‘satisfactory’. Coherence, efficiency, and impact and sustainability were rated as ‘somewhat satisfactory’. However, the overall composite score is on the lower side of ‘satisfactory’ (figure 2).

Figure 2. Overall performance score



Six-point score: 1=very unsatisfactory, 2=unsatisfactory, 3=somewhat unsatisfactory, 4=somewhat satisfactory, 5=satisfactory, 6=very satisfactory.

Lessons learned

- Having a decent work strategy is important to position the ILO’s mandate within national contexts, and to clearly articulate the needs and expectations of constituent partners. At the same time, complementarity within programmes is necessary for optimal contribution to decent work outcomes.

¹¹ The assessments use a six-point scale where 1 is ‘very unsatisfactory’ and 6 is ‘very satisfactory’. The scores were based on the analysis of performance against the evaluation criteria used in the country reports. Each of the broad evaluation criteria was further divided into sub-criteria and scored on the same scale. Scores for each broad criterion, therefore, represent a composite score of sub-criteria. Finally, taking into account the scores obtained by each country, a composite of composites (double composite) was calculated. Analyses of the meta-study of TC evaluations in the Arab region were also included in the overall composite score.

- In countries where political stability is a challenge, the focus on policy and legislative reforms with tripartite involvement contributes to sustained results.
- Strategic collaboration with social partners in areas of common interest is necessary to leverage strengths and outreach. In other words, converting competition into collaboration is the way forward in low-resource settings.
- Responsiveness to context and constituents' needs is necessary to maintain the ILO's comparative advantage in the region. This requires flexibility in systems and approaches, and in the use of technical and financial resources, particularly in dynamic local contexts.

Recommendations

Recommendation 1

Decent work programming in the region needs to be flexible: The ILO should emphasize to constituents its position as a long-term development partner (as opposed to humanitarian crisis response agency). The Decent Work Agenda and the AEF Action Agenda should continue to be used as the core references in the ILO's future strategy in the region. Decent work programming in the region needs to be flexible to accommodate emerging technical assistance needs at the national level.

Recommendation 2

Prepare tripartite constituents to develop consensus on engaging with emerging workers' organizations: The Office needs to take into account the rapidly changing priorities of the constituents and emerging workers' organizations to maximize its outreach and relevance.

Recommendation 3

Develop and share the ILO's strategy to address the issue of Syrian refugees in Jordan and Lebanon: The political instability in the region and the resulting changes in the priorities and concerns of constituents is a challenge. At the same time, the movement of refugees is a reality that needs to be taken into account in future DWPs. As the Office of the United Nations High Commissioner for Refugees (UNHCR)¹² suggests, Syrian refugees in camp as well as non-camp settings need long-term support in employment and income generation. The ILO has considerable experience and expertise in crisis

¹² UNHCR: *From slow boil to breaking point: A real-time evaluation of UNHCR's response to the Syrian refugee emergency* (Geneva, Policy Development and Evaluation Service, Office of the United Nations High Commissioner for Refugees, 2013).

interventions and these should be considered in the development of a strategy to address the needs of Syrian refugees.

Recommendation 4

Greater coordination with the UN and the social partners at programming level: Although good examples of inter-UN coordination were recorded, greater harmonization with other donor agencies working on common issues is suggested. This is particularly important to leverage technical and financial resources, and to avoid duplication of efforts.

Recommendation 5

Build upon past work on gender equality in the world of work: Significant results achieved under gender mainstreaming and the rights of women workers should be further strengthened. Future projects should consider addressing the issues surrounding skills, employment, rights and protection of migrant and refugee women workers. Opportunities for joint UN programmes in this regard should also be explored further. At the same time, the Office should consider the gender disaggregation of results achieved through appropriate indicators at project, programme, and DWCP levels.

Recommendation 6

Greater emphasis on outcome-level reporting using results-based management approaches: The evaluation finds that reporting on progress and results is often project-based, while overall outcomes at the programme level are not well recorded. The lack of a DWP in Lebanon and the occupied Palestinian territory is a plausible reason for this. The upcoming decent work programmes there present an opportunity to define the results framework and set up robust monitoring and reporting systems, including DWP reporting, that go beyond the biennial reports.

Recommendation 7

Greater coordination and complementarity among projects and staff: The evaluation notes that coordination and complementarity among projects should be further improved. ROAS may want to consider developing a defined coordination and review system aimed at enhancing complementarity. As Lebanon and the occupied Palestinian territory prepare their first DWPs, a stronger mechanism for coordination at the local level may also be considered. As far as possible, decentralized management and decision-making should be promoted.

Recommendation 8

Regional-level initiatives for the dissemination of good practices and results achieved through ILO support: The evaluation notes several good practices in terms of processes followed to achieve significant results in areas of gender equality, rights and protection for migrant and refugee workers, social protection, skills and enterprise development, and labour- and employment-related policies. Evidence of cross learning was, however, limited. Greater visibility of ILO's work is required at national and regional forums, especially among the donor community.

1. Introduction and methodology

The ILO's decent work programmes (DWPs) for Jordan, Lebanon and the occupied Palestinian territory (oPt) were clustered for the purpose of this evaluation. The clustering was done in agreement with the ILO Regional Office for the Arab States (ROAS) on the basis of: commonalities in terms of decent work deficits and ILO's programme approach; high concentration of ILO activities in the region; and ILO's close involvement with the UN community. This report presents analyses, findings and recommendations of the independent evaluation conducted in early 2013.

Purpose and scope of the evaluation

The scope of the evaluation included the ILO programmes in Jordan, Lebanon and the occupied Palestinian territory from 2008 to 2012 covering two and half biennia (P&B 2008–09, 2010–11, and 2012). In addition to assessing the decent work programmes at national level, the evaluation examined how well ROAS had been able to support the programmes in order to:

1. give the Governing Body an account of the results achieved by ILO programmes in the three DWPs in the Arab States; and
2. provide an opportunity for reflection on how the ILO could improve the effectiveness of its operations in the region.

Evaluation criteria and questions

The evaluation followed the Organisation for Economic Co-operation and Development (OECD)/Development Assistance Committee (DAC) guidelines, thereby assessing the relevance, coherence, effectiveness, efficiency, impact and sustainability of ILO's operations within the DWP framework. Key evaluation questions were aligned to the aforementioned criteria and guided the analysis at national as well as cluster levels. Key evaluation questions were:

Relevance

- ▶ What were the social, political, and economic contexts of the problems that the AEF Action Agenda sought to address? What problems did the programmes seek to address?
- ▶ Is ILO support relevant to the national sustainability development agenda and decent work priorities, national development needs and challenges, and action plans for the decent work priorities?

- ▶ Are the ILO and its implementation partners supporting the country's employment and sustainable policy development prioritization and decision-making process?

Coherence

- ▶ How well were the decent work priorities aligned with the various national and international development frameworks (e.g. UNDAFs)?
- ▶ How well did the national projects support the respective decent work priorities?
- ▶ Was the ILO's work in the region logical and evaluable?
- ▶ Did the ILO's work in the region apply principles of results-based management?

Efficiency

- ▶ How much time, effort, and financial resources are needed to develop and implement projects that contribute to decent work priority outcomes?
- ▶ What are the synergies between ILO project programming and implementation among UN agencies, national institutions and other donor-supported projects and activities?

Effectiveness

- ▶ How well did the results, achieved at the national level, support “the overarching framework for ILO interventions in the Arab region”,¹³ namely the AEF Action Agenda?
- ▶ How well did the region's results promote the ILO's Strategic Policy Framework?
- ▶ How well did the results contribute to the ILO's cross-cutting themes of gender and non-discrimination?
- ▶ Were there any unexpected results?
- ▶ What were the key factors of success?

Impact

- ▶ How did the ILO's work in the region build the capacity of tripartite constituents to deliver on decent work priority outcomes?
- ▶ How did the ILO's work in the region influence coordination between the ILO and its strategic partners?

¹³ ILO: ILO in the Arab States, Beirut, Regional Office for the Arab States, 2013, <http://www.ilo.org/public/english/region/arpro/beirut/about/index.htm> (accessed 28 September 2013).

- ▶ What are the aggregated results within each strategic outcome and country programme outcome (CPO)?

Sustainability

- ▶ What positive and negative recommendations and lessons could be offered to improve the sustainability of the ILO's work in the region?
- ▶ How can the findings of the evaluation inform the region's strategic direction?
- ▶ What recommendations can be offered on the way forward?

Methodology

In order to answer the above questions, the evaluation team used a variety of evaluation techniques which included: a review of decent work strategies; desk reviews of project documents; interviews with stakeholders; focus group discussions; field visits; surveys; informed judgement; and scoring techniques (box 1).

Box 1. Scoring criteria

The scoring used a 6-point scale where 1 is 'very unsatisfactory' and 6 is 'very satisfactory'. The scores were based on the analysis of performance against the evaluation criteria (relevance, coherence, efficiency, effectiveness, impact and sustainability) described in the country reports. Each of the broad evaluation criteria was further divided into sub-criteria and scored on the same scale. Scores for each broad criterion, therefore, represent a composite score of sub-criteria. Finally, taking into account the scores obtained by each country, a composite of composites (double composite) was calculated. The analysis of the meta-study of TC evaluations in the Arab region was also included in the overall composite score.

The evaluation exercise started with the recruitment of three national consultants. After they had finished weeks of preparatory work, an ILO Evaluation Unit (EVAL) representative undertook a field mission to the Arab States region (7–26 April 2013).

The reports prepared by national consultants and the draft cluster report served as key source material during the preparation of the final evaluation report. While preparing the report, extensive references were made to other important evaluations from the region, especially a synthesis report of project evaluations covering ILO TC activities in the Arab States region (2008–12).¹⁴

The evaluation complied with the *UN Evaluation Group norms and standards for evaluation* and the *Organisation for Economic Co-operation and Development-Development Assistance Committee (OECD-DAC) evaluation quality standards*.

¹⁴ ILO: *Results of ILO technical cooperation activities in the Arab States region: A synthesis of project evaluations 2008–12* (Beirut, Regional Office for the Arab States, 2013). The synthesis uses the findings from 22 TC project evaluations from the region including those from countries/territories covered under this evaluation.

Limitations

The desk review comprised a range of documents including project documents, reports, evaluations, mission reports, financial statements and other communications. The sheer volume of documentation, some of which was received after the field mission had begun, represented a challenge to the team. The documentary record was augmented with individual and group interviews conducted during the field visits. In order to mitigate this limitation, EVAL added extra days to the national consultants' contracts.

Report layout

Following the introduction, Chapter 2 lays out the basic context within which the ILO programme of assistance was developed. Chapter 3 describes the ILO activities and profile in the region as well as in Jordan, Lebanon and oPt. Based on the desk review and primary data collected by evaluators, Chapter 4 presents a synthesis of key findings following the evaluation criteria. Chapter 5 contains general conclusions, including the overall scores on evaluation parameters, and lessons learned. The final chapter (Chapter 6) sets out the recommendations emerging from the evaluation exercise.

2. Context

The main socioeconomic challenges confronting Arab States are employment creation for a rapidly expanding labour force, the improvement of living and working standards, ensuring respect for the fundamental rights of workers, and the strengthening of social dialogue. The region has the highest unemployment rate in the world, with youth unemployment almost four times the adult rate. In recent decades, Arab countries have also suffered from persistent inequality, poor social protection, weak institutions for social dialogue, and a considerable decent work deficit.

Against this backdrop, the promotion of decent work is ROAS's primary objective. The focus of support to ILO constituents in the region is based on the following objectives:

- supporting decent employment, sustainable growth and recovery;
- building adequate social protection systems and protecting people;
- strengthening international labour standards and workers' rights;
- enhancing social dialogue and tripartism;
- promoting sustainable enterprises for job creation and retention.

These objectives address the key areas of action agreed by tripartite constituents from 22 Arab countries at the first Arab Employment Forum held in October 2009, which endorsed a regional agenda for action to mitigate the impact of the global financial and economic crisis. In line with the Global Jobs Pact (GJP), the ILO Declaration on Social Justice for a Fair Globalization and the Arab Decade for Employment (2010–20), the Arab Action Agenda for Employment constitutes the overarching framework for ILO interventions in the Arab region.

2.1 Jordan

Jordan is an upper middle-income country with a population of 6.2 million and a per capita gross national income (GNI) of US\$4,340. The population is around 80 per cent urban and is one of the youngest among upper middle-income countries with 38 per cent under the age of 14. The country has limited natural resources and services account for more than 70 per cent of the gross domestic product (GDP), and more than 75 per cent of jobs. As one of the most open economies of the region, Jordan is well integrated with its neighbours through trade, remittances, foreign direct investment (FDI), and tourism. It has especially strong links to the Arab Gulf economies. Jordanian policy-makers aim to use the demographic opportunity of a well-educated, young population to build a dynamic, knowledge-based economy.

Over the last 10 years, the country has witnessed high levels of political instability, which has resulted in a number of government reshuffles.

Social justice, decent jobs and respect for fundamental rights emerged as core issues during the popular uprisings, which have affected a number of Arab countries since 2011. Inspired by similar protests in Egypt and Tunisia, Jordan also witnessed an unprecedented number of strikes and protests in 2011. The Government responded to civil discontent by accelerating the pace of the reform process, including constitutional, legislative and socioeconomic policy reform.¹⁵ Prioritizing decent work for Jordanians, the Government endorsed the National Employment Strategy (NES) in May 2011.

Table 2. Jordan – key statistics

Population (million)	6.4 (2010)
Real GDP growth	3.1% (2010)
GDP per head (US\$ at PPP)	5255
Employment to population ratio	35% (2009)
Overall participation rate	40.1% (2009)
Male participation rate	64.8% (2009)
Female participation rate	14.9% (2009)
Population below absolute poverty	13.3% (2008)
Total net enrolment primary education	97.6% (2008–9)
Total adult literacy rate	92% (2005–8)

Source: ILO. 2012. *Decent work country programme 2012–15: Jordan* (Geneva).

The Parliament has approved constitutional changes to strengthen the independence and integrity of judiciary bodies thereby improving public accountability. The January 2013 parliamentary elections were an opportunity to enhance political stability and reinvigorate the drive for reform. The incumbent Government is pursuing reforms in transparency and accountability, public finance management (in particular, budget and debt management and public sector spending efficiency), and private sector development. Sustained progress in the implementation of structural reforms, and a supportive regional and external environment are critical in sustaining good economic performance in the future.

Macroeconomic context

Following a series of economic reforms since the mid-90s, Jordan has managed to increasingly benefit from regional trade and foreign aid, both from the neighbouring oil rich Gulf countries as well as from advanced economies. Sustained growth during the 2000s allowed Jordan to come through the global financial crises although with increasing twin fiscal and current account deficits. However, growth has not been sufficient (2.6 per cent in 2011) to generate enough quality jobs, resulting in persistent structural unemployment of around 13 per cent. Highly skilled labour, in particular, has sought employment outside the

¹⁵ ILO: *Decent work country programme 2012–15: Jordan* (Geneva, 2012).

country, mostly in the oil producing countries of the Gulf Cooperation Council (GCC). This, in turn, has resulted in significant remittance inflows, which have been a partial buffer against rising oil prices. The ongoing political turmoil in the Middle East (including Syria) has resulted in depressed tourist receipts and foreign direct investment, poor capital inflow, and a rise in unemployment in the country.

Since its accession to the World Trade Organization (WTO) in 2000, Jordan has made concerted efforts to open new markets through tariff reductions including signing a series of bilateral and regional trade agreements with the United States of America (USA), European Free Trade Association (EFTA), Turkey and the European Union (EU). In addition, Jordan has made substantial progress in privatization, reducing existing Government ownership across most economic sectors – transport, tourism, electricity and telecommunications. The establishment of Special Economic Zones and Qualifying Industrial Zones to host its offshore trade sector and to attract investments into the ICT sectors shows that the private sector has become an important engine of growth during the past decade. However, unfortunately, economic reforms have not always matched reforms in corporate governance and transparency. The Government has announced a reform package presented under the Deauville partnership *The Way Forward – Country Action Plan*, which draws on the Government's Executive Development Programme 2011–13 and the country's medium-term socioeconomic development plan.

Social context

Despite high economic growth prior to the international financial crisis (seven per cent on average between 2004 and 2009), unemployment rates have remained between 12–13 per cent (13.2 per cent in 2006 and 12.3 per cent in 2011). This is, in part, due to the country's rapidly growing labour force, but is also due to lopsided incentives to hire and work. The impact of investment policies on employment is uncertain and trade liberalization has only led to an increased dependence on migrant workers in export zones, in turn decreasing the real wages of unskilled labour. In December 2011, the tripartite committee raised the minimum wage (excluding migrant workers) to 190 Jordanian Dinar (JOD).¹⁶

The labour market poses one of the key challenges for Jordan, ranging from skill mismatches to brain drain and high structural unemployment. There is inequality between rural and urban areas in terms of employment opportunities, especially for women. Furthermore, unemployment is particularly high for graduates. This is caused by a decrease in the quality and focus of tertiary education combined with an insufficient number of employment opportunities for graduates, and an

¹⁶ 1 US\$ = 0.705 JOD (29 September 2013).

employment system that protects existing employees in favour of new entrants (table 3).

The country also faces one of the lowest female labour force participation rates in the world, with a mere 14 per cent of women employed compared to 65 per cent of men. This gender gap is particularly prominent in the low skill strata of the population, with highly educated women finding employment primarily in the public sector. This is partially driven by the dominance of small- and medium-sized enterprises (SMEs) in the private sector and limited transport options. As far as the Gender Pay Gap (GPG) is concerned, in 2009, Jordanian women in ‘professional’ jobs earned 26 per cent less than men in the public sector and as much as 69 per cent less than men in the private sector. The structural changes introduced during the summer of 2011 may help to redress the latter issues.

Labour discontent and emergence of independent workers’ organizations

Labour discontent has become more evident in Jordan in recent years. According to Jordanian Labor Watch, the number of protests has increased considerably over the last three years (139 in 2010, 829 in 2011 and 901 in 2012). The majority of protests were against low wages, lack of job security, and lack of access to social security benefits.¹⁷

Table 3. Employment growth in Jordan, 2002–09

Public sector	125 196
Private sector	190 150
Other sectors	-3 139
Total Jordanians	312 206
Total non-Jordanians	225 128

Note: Non-Jordanians include only those with official work permits (e.g. the figures exclude domestic workers and undocumented migrants).

Source: *Rethinking Economic Growth: Towards Productive and Inclusive Arab Societies*, ILO 2012.

In November 2012, the Government announced the lifting of fuel subsidies in order to comply with the conditions attached to an International Monetary Fund (IMF) loan, which led to unprecedented mass protests and violence. The increasing social unrest in Jordan was coupled with serious national and international developments. At the national level, the country faced sharp political tensions, inflation and deterioration of living conditions. Among various measures the Government took to contain the situation was to adopt a national employment strategy, although in reality its impact will only be felt in the longer term.

In 2011, the Government adjusted minimum wages through the tripartite labour committee. However, the new minimum wage agreement reached with the General Federation of Jordanian Trade Unions (GFJTU) and the employers’

¹⁷ Phenix Center for Economic and Informatics Studies: *Labor protests in 2010: Analytical report*. (Amman, Jordan Labor Watch, 2011).

representatives was much below the workers' expectations and below the poverty line in Jordan. It also excluded migrant workers.

As a result of continued labour unrest and perceived non-representation of workers' concerns through the GFJTU, a number of independent workers' organizations were formed. These trade unions grouped themselves into a new national body, the General Federation of Independent Trade Unions in April 2013 although it is not recognized by the Government.

Social dialogue and legal context

In the area of social dialogue, Jordan has made some significant achievements that include the establishment of the Economic and Social Council (ESC) in 2009 to facilitate dialogue on economic and social policies, followed by the official endorsement of the National Tripartite Labour Committee in Jordanian labour law in 2010. However, the Committee only has a consultative role and its proposals are solely based on a request from the Government. Tripartite social dialogue platforms remain weak and largely inactive.¹⁸

With respect to international labour conventions related to freedom of association and social dialogue, Jordan has still not ratified the Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87), or the Promoting Collective Bargaining Convention, 1981 (No. 154).¹⁹ However the latest amendments to the Jordanian Labour Code in 2010 have confirmed the right to collective bargaining.

Jordanian legislation largely prevents workers from exercising their basic rights to organize and to engage in effective collective bargaining. While public sector workers are banned from forming or joining any trade union, the private sector also faces a number of restrictions. For instance, they need prior authorization from the Ministry of Labour (MoL) to form a union. The labour law linked the creation of trade unions to the occupational classification system that identifies only 17 occupations. Thus, each occupation can establish only one trade union, prohibiting workers from establishing company-based unions or sectoral federations. In 2010, as a result of ILO urging, migrant workers were allowed to join existing trade unions benefiting only a limited number of workers. Migrant workers cannot form their own unions. This situation led workers in many sectors to establish their own unions despite the restrictions imposed by labour and civil service laws. On 26 April 2013, the independent trade unions in Jordan held the founding Congress of the Federation of Independent Trade Unions (FITUJ) based on the Jordanian Constitution and on Convention No. 87.

¹⁸ ILO: Hashemite Kingdom of Jordan: *Decent Work Country Programme 2012–2015: Jordan* (Beirut, ILO Regional Office for Arab States, 2012).

¹⁹ Ibid.

Integral parts of the current Decent Work Country Programme (DWCP) (2012–15) are collective bargaining, the development of the social partners' capacity, and the creation of social dialogue platforms where social dialogue is mainstreamed across the Programme as a cross-cutting priority. The Office has also recognized the challenges in engaging with new independent workers organizations in the country.²⁰

The Syrian crisis

The number of Syrians who have sought refuge in Jordan since March 2011 exceeds 470,000, of whom about 130,000 reside in camps while others are in Jordanian cities and towns. Moreover, the number of those who have so far registered or who are in the pipeline to register with United Nations High Commissioner for Refugees (UNHCR) amounts to more than 376,000. This number represents 29 per cent of the total number of Syrian refugees in neighbouring countries. Around one million Syrian refugees are expected to arrive in Jordan by the end of 2013.

Hosting Syrians has resulted in an increase in the pressure on scarce national resources, subsidized services and national infrastructure. It is feared this additional burden could threaten the country's fiscal reforms, and direct and indirect costs for the Government, resulting in a slowdown in growth and employment rates.

2.2 Lebanon

Political context

Lebanon is a small country with a population of 4,259,405²¹ representing 18 official sects and a fragile political and sectarian system. Since 2008, the country has changed governments four times, but every attempt to form a 'unity government' that serves the interests of all the factions has inevitably ended in deadlock.

After the Israeli war in 2006 and later in 2008, clashes erupted between pro-Government and opposition groups, mainly over the issue of the Special Tribunal for Lebanon investigating the Hariri assassination in 2005. The Doha Agreement finally ended the political crisis in 2008, with a consensus among all parties to nominate Michel Sleiman as President and form a new Government to carry out the parliamentary elections in 2009. New electoral legislation was drafted changing the voting system for the parliamentary polls in 2009.

²⁰ ILO: *Collective bargaining in the DWCP Jordan (draft)* (Beirut, ILO Regional Office for Arab States, Feb. 2013).

²¹ *World Bank data*, 2011, <http://data.worldbank.org/country/lebanon> (accessed 1 October 2013).

The growing tensions from the Special Tribunal for Lebanon, forced the National Unity Government formed in 2009 to resign in 2011. A new Government formed by Najib Mikati took office half a year later, which eventually resigned in March 2013. Elections to form a transitional government are planned in the coming months. The parliamentary system will have a fixed number of seats assigned to each of the 18 official sects.

Although Lebanon has not experienced an Arab Spring *per se*, its effects on Lebanese society are visible. A report was published by the Lebanese Center for Policy Studies (LCPS)²² in 2011 on the effect of the Arab Spring on Lebanon's economy. It concluded that the Arab uprisings are affecting the viability of the Lebanese economy, which will not benefit from continued regional instability. It also emphasized that, in order to avoid any long-term negative effects, Lebanon must undergo structural changes to its economy, capitalizing on human and capital assets. However, in order to achieve this, and ensure it is equitable and sustainable, political reform is inevitable.

Lebanon as a host nation

► Syrian refugees

The country's already delicate political system and sectarian balance has been placed under further pressure by the consequences of the Syrian conflict.²³ The UNHCR has stated that there are more than 416,000 Syrian refugees registered with the agency in Lebanon,²⁴ while the Government says that the number of Syrians in the country will reach one million by the summer of 2013,²⁵ nearly a quarter of the population. With current resources, accommodating Syrian refugees is an economic and social challenge for the Government.

Hosting the Syrians is also having an adverse effect on Lebanese citizens due to the increased supply of cheap labour and competition in small businesses. Moreover, access to education and health services, and trying to accommodate host communities in addition to the Syrian refugees, has declined due to limited resources.²⁶ The general perception is that the aid provided to Syrian refugees in

²² Lebanese Centre for Policy Studies: Entering a grey area: Lebanon's economic challenges in the Arab Spring (Beirut, 2011).

²³ UNHCR: A real-time evaluation of UNHCR's response to the Syrian refugee emergency (Geneva, 2013).

²⁴ "416,000 Syrian registered with U.N. in Lebanon" in Daily Star, 13 Apr. 2013, <http://www.dailystar.com.lb/News/Local-News/2013/Apr-13/213602-416000-syrians-registered-with-un-in-lebanon.ashx#axzz2T8YfZuWT> (accessed 29 September 2013).

²⁵ Ibid.

²⁶ Development Management International (DMI): Rapid assessment of the impact of Syrian crisis on socio-economic situation in North and Bekaa (Beirut? 2012).

the form of cash or coupons is inflating the price of goods in host communities, and affecting Lebanese household incomes.

► **Palestinian refugees**

Palestinian refugees make up an estimated 10 per cent of the entire population of Lebanon. According to a report published in 2011 by the American University of Beirut and the United Nations Relief and Works Agency for Palestine Refugees in the Near East, the actual number of Palestinian refugees residing in Lebanon is between 260,000 and 280,000, of whom at least two thirds live in poverty.²⁷ Approximately 455,000 Palestinian refugees are registered with the United Nations Relief and Works Agency (UNRWA)²⁸ in Lebanon, with 53 per cent living in the country's 12 refugee camps. In addition, many refugees live in 'gatherings' located around the camps or in the cities.

The Palestinian refugees are not recognized as citizens and cannot claim the same rights as other foreigners living and working in Lebanon (such as property ownership and access to employment services) due to the reciprocity clause exercised in many Lebanese laws. Access to basic national services such as health care and education are very limited and they rely solely on UNRWA's services.

On 17 August 2010, the Lebanese Parliament ratified legal amendments related to Article 59 of the Lebanese Labour Law published on 23 August 1946. The new amendments give Palestinian workers entitlement to end-of-service indemnity. However, they still cannot claim sickness, maternity or family benefits.

An ILO Labour Force Survey in 2012 illustrated that the Palestinian workforce in Lebanon continues to work under inherently discriminatory laws and practices that have long hindered them from joining the Lebanese labour market legally. Comparison with previous studies revealed little change in the employment status and working conditions of Palestinian refugees. These conditions have exposed Palestinian workers to exploitation and have hampered optimal utilization of their potentially positive contribution. In general, the survey found that the Palestinian workforce is poorly educated, young, and lacking in skills with most engaged in jobs in commerce and construction. A large proportion works on a daily, weekly, or productivity basis and is engaged in private employment. Indicators of working conditions reflect the vulnerable and insecure working status of Palestinian refugees. Very few work with a written contract, and a negligible share receive health coverage or paid holiday and sick leave.

²⁷ J. Chaaban, et al. Socio-economic survey of Palestinian refugees in Lebanon. (Beirut, American University of Beirut, 2010).

²⁸ Figures as per UNRWA web site <http://www.unrwa.org/etemplate.php?id=65> (accessed 28 September 2013).

Rise of workers' organizations

Due to political deadlock and the socioeconomic crises in the country, the year 2012 witnessed a tremendous increase in workers' protests and demonstrations. These have led to the formation of new workers' syndicates such as the Trade Union Coordination Committee (TUCC). The TUCC has managed to overcome Article 15 of public employees' regulations that forbids them from working in or forming syndicates. It also has the support of a large percentage of the public labour force.

Solely represented by the Workers' Trade Union, the persistent strikes and protests of the workers marked a historical movement when the Cabinet finally referred the new wage scale to Parliament for a vote. However, a large section of workers and their representatives did not support the bilateral agreement on wage adjustment signed by the Lebanese General Workers' Confederation (CGTL) and employers' organizations.

The bilateral agreement caused widespread discontent among major workers' organizations (The National Federation of Trade Union of Workers and Employees in Lebanon, bank employees' union and others) publicly criticized the CGTL's position. As a result, the National Federation of Trade Unions of Workers and Employees of Lebanon (FENASOL) and the building and wood workers federation withdrew from the CGTL and called for the creation of an independent national trade union centre.

At the same time, the TUCC, which regroups public servants and public teachers (who are organized under leagues because of the law banning them from forming trade unions) as well as private school teachers, rejected the agreement. This spurred an ongoing wave of labour and trade union activism in Lebanon outside the framework of the CGTL, which succeeded in overcoming the pressures that had tried to break this independent movement along political and religious lines.

The new situation in Lebanon opened the doors for the emergence of an independent and representative trade union movement defying the tight restrictions on trade union freedom in the country.

Labour market in Lebanon

The economically active labour force in Lebanon is 1,229,000, of whom nine per cent are unemployed.²⁹ One reason for the comparatively low unemployment rate in Lebanon could be the emigration of highly skilled young people drawn by better job opportunities abroad. Central Administration for Statistics (CAS) data

²⁹ Central Administration for Statistics: "The labour market in Lebanon", in *Issue No. 1*, 2011.

(2011) show that half of Lebanese emigrants do not have a job before migration and, for the majority, the main reason for migration is to seek employment.

According to a brief prepared by the ILO,³⁰ youth unemployment in Lebanon stands at 24 per cent. Despite the fact that women represent half of the population in the country, only 21 per cent are economically active. This is three times lower than men's activity rate of 66 per cent. Some of the reasons for women's low activity rate include child bearing and being occupied with household responsibilities.³¹

2.3 Occupied Palestinian territory

On the signing of the Oslo Accords and Agreements between 1993 and 1995, the process of state building began in the occupied Palestinian territory with the establishment of the Palestinian National Authority (PNA) in 1994. The Oslo framework, which set out a five-year process to reach a final resolution for the long-lasting Israeli-Palestinian conflict, expired in May 1999 without reaching a resolution of the final status issues. Since then, the international community has introduced a series of peace initiatives, although no agreement has been reached on a solution. Following the eruption of the Second Palestinian Intifada (Al-Aqsa Intifada) in late September 2000, the occupation regime was further restricted, affecting the mobility and people's daily lives. Severe poverty, high unemployment rates, and deteriorating working conditions are among the most persistent difficulties facing Palestinian men and women. The economic growth witnessed for the first time after the end of the Second Intifada (2008–2011) slowed down in 2012. The current political arrangement poses access- and mobility-related challenges for expatriates and development agencies willing to work in the oPt.

Political context

During most of the period covered by this report (2008–2012), the West Bank and the Gaza Strip have remained politically divided. After Hamas claimed full control of Gaza in June 2007, there were two separate Palestinian governments, one in the West Bank and another in the Gaza Strip. Although sanctions were imposed against the PNA after Hamas won the Palestinian legislative elections in January 2006, and the Hamas-led unity government was terminated after the takeover, Israel introduced severe blockade and military measures. The Gaza Strip also faces political and financial boycotts from members of the Quartet (EU, UN, Russia and the USA).

³⁰ ILO: *Youth unemployment in Lebanon: Skilled and jobless* (Geneva, 2012).

³¹ Central Administration for Statistics: "The labour market in Lebanon", in *Issue No. 1*, 2011.

The Gaza Strip is still under an Israeli economic and financial blockade. In addition, similar to other ministries and other PNA institutions, there are two ministries of labour, one in the West Bank and one in the Gaza Strip. East Jerusalem remains under full Israeli control and the city is largely isolated from the rest of the West Bank. The PNA does not have any real sovereignty over the city, and although most of the PNA's strategic plans include provisions related to East Jerusalem, these are largely seen as symbolic.

The Oslo II Accord created three temporary district administrative divisions in the oPt, Areas A, B and C. The Israeli settlements in the West Bank and East Jerusalem constitute a major constraint to resuming the peace talks between Israel and the PNA.³² They also continue to complicate the social, political, and economic realities of the Palestinian people living in the West Bank and East Jerusalem. With more than 500 settlements and approximately 500,000 settlers, a future Palestinian state is seen as unachievable to many Palestinians.

The separation wall built by Israel along and within the West Bank continues to be a significant challenge facing the Palestinian people and their National Authority. The wall fragments the Palestinian land, prevents Palestinian farmers from reaching their farms, and complicates the Palestinian people's lives in general. Sectoral, ministerial and national plans and strategies often illustrate issues related to the impact of the occupation on Palestinian development efforts.

Labour market

Unemployment is one of the most significant challenges facing the Palestinian people and the PNA. With an additional 45,000 new entrants to the labour market annually, the Palestinian economy and labour market are unable to generate enough jobs.³³ Although the unemployment rate dropped to 22.90 per cent in the fourth quarter of 2012 (32.2 per cent in Gaza and 18.3 per cent in the West Bank), this rate remains significantly high compared to neighbouring Arab countries, and the regional average for the same period.³⁴

Since 1996, unemployment rates in Gaza have been consistently higher than in the West Bank. By mid-2012, out of the 4.29 million people living in the West Bank and Gaza Strip (2.65 million in the West Bank and 1.64 million in Gaza Strip),

³² Al Arabiya with Agencies: "Abbas says no talks with Israel if settlements continue", 22 Mar. 2013: <http://english.alarabiya.net/en/2013/03/21/After-Israeli-backslapping-Obama-faces-Palestinian-discontent.html> (accessed 2 October 2013) and ProCon.org: "Are Israeli settlements in the Palestinian territories an obstacle to the peace process? 5 Mar. 2012: <http://israelipalestinian.procon.org/view.answers.php?questionID=000534> (accessed 2 October 2013).

³³ ILO: *Governing Body briefing on oPt* (Geneva, 2012).

³⁴ PCBS: *Labour force survey: (October-December, 2012) round (Q4/2012)* (Ramallah, Palestinian Central Bureau of Statistics, 2013), p. 5.

29.8 per cent were youth.³⁵ Of youth aged between 15 and 29, 35.1 per cent are unemployed (27.9% in the West Bank and 48.9 in Gaza).³⁶ Also, the unemployment rate among youth aged between 15 and 24 was particularly high, reaching 39.5 per cent during the fourth quarter of 2012.³⁷

Employment growth has been very weak and unable to absorb the rapid rise in the labour force, which has led to high levels of underemployment and unemployment. A real growth rate of at least eight per cent per annum, with three per cent productivity growth, is needed to absorb new entrants into the labour market and achieve a low long-term unemployment rate of seven per cent, while allowing for real wages to grow 1.5 per cent a year. A key prerequisite for the expansion of private sector activity and employment is the removal of the restrictions on movement and access imposed by the Israeli occupation.³⁸

With the economy heavily dependent on foreign aid,³⁹ the PNA is often unable to meet its commitments to its employees and public servants whenever funds from the international donors do not arrive on time or do not arrive at all. Israel, which has control of the Palestinian borders,⁴⁰ restricts most of the imports and exports to and from the West Bank and the Gaza Strip.

Effects of the Arab Spring

Although not directly affected by the Arab Spring, demonstrations took place in August 2012 in most cities of the West Bank against the policies of Salam Fayyad's Government, and sometimes called for the resignation of the Prime Minister and his Government. Inflation and the high cost of living were the most common issues raised during these protests.

Another impact of the Arab Spring can be seen in the new or renewed workers' union formation and activities in the West Bank and Gaza. In 2011, the Palestinian General Federation of Independent Trade Unions was established and recognized by the Ministry of Labour.

³⁵ PCBS: *The main theme of International Population Day for this year* (Ramallah, Palestinian Central Bureau of Statistics, 2012), p.1.

³⁶ PCBS: *Labour force survey: (October-December, 2012) round (Q4/2012)* (Ramallah, Palestinian Central Bureau of Statistics, 2012), p. 17.

³⁷ Ibid.

³⁸ IMF: *West Bank and Gaza: Labor market trends, growth and unemployment* (Washington, DC, International Monetary Fund, 2012), p. 3.

³⁹ J. Zanotti: *U.S. Foreign Aid to the Palestinians*. (Washington, DC, Congressional Research Service Report for Congress, 2013).

⁴⁰ Except for the Gaza Strip-Egypt borders.

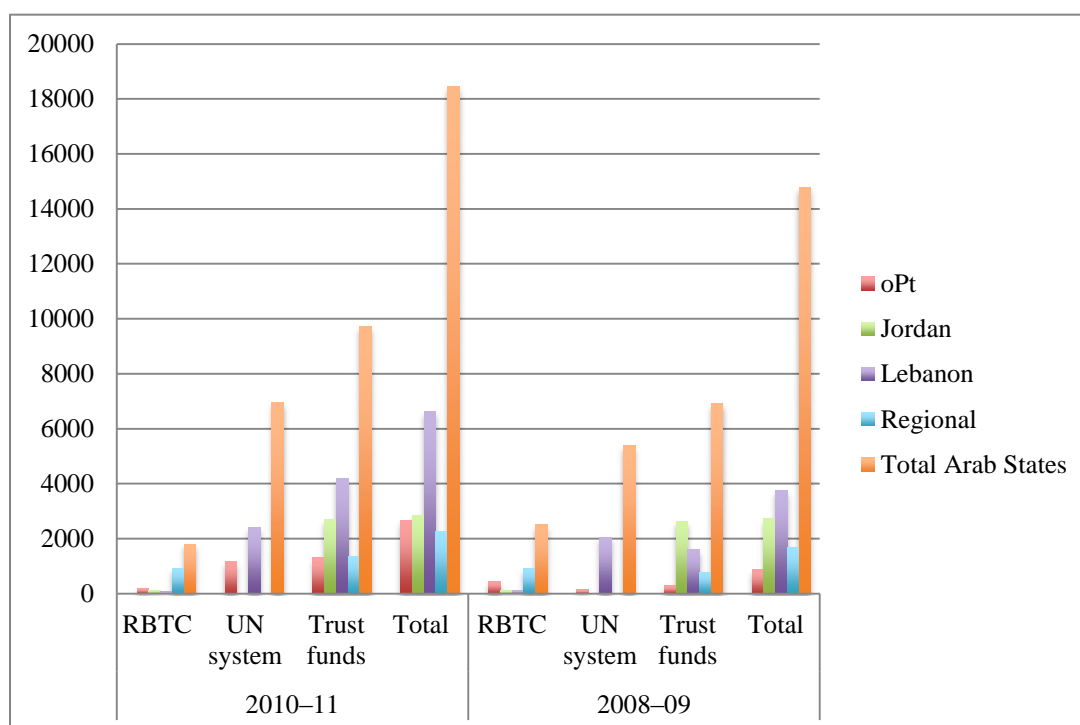
3. The ILO in the Arab States

The Arab region, with the highest unemployment rate in the world and youth unemployment rate almost four times the adult rate has also suffered from persistent inequality, poor social protection, weak institutions for social dialogue, and a considerable decent work deficit.

The ILO Regional Office for Arab States was established in Beirut in 1976, and re-opened after the end of the Lebanese civil war in 1995 with a mission to promote decent work in the Levant and Gulf region. ROAS operates in 11 countries: Bahrain, Iraq, Jordan, Kuwait, Lebanon, Oman, Qatar, Saudi Arabia, Syria, United Arab Emirates and Yemen. ILO's activities in the occupied Palestinian territory are also part of ROAS's portfolio. Only half of these countries are official development assistance recipients.

A total extra-budgetary resource of US\$45.6 million was mobilized in the region over the period 2008–2012, which corresponds to an average US\$9.2 million per year. This represents a 167 per cent increase compared to the previous five-year period; 68 per cent of new approvals were allocated to Jordan, Lebanon and the oPt (figure 3).

Figure 3. Financial profile: Biennia 2008–09 and 2010–11 ('000 US\$)



The financial profile⁴¹ shows that total expenditure on technical cooperation for the region was US\$18,465,000 for the biennium 2010–11 with an almost 20 per cent increase over the biennium 2008–09. For both the Lebanon and oPt, the technical cooperation expenditure in 2010–11 was significantly higher than in 2008–09, while in Jordan it was relatively consistent with a marginal increase. Regular Budget Supplementary Account expenditure for the Arab region also showed a 30 per cent increase⁴² between 2008–09 and 2010–11.

In the absence of a complete DWCP, decent work strategies provide the programme framework for ILO’s activities in the country or territory. An overview of these activities is presented below. However, more in-depth and detailed information is provided in the ‘relevance’ and ‘effectiveness’ sections of the findings chapter.

The ILO in Jordan

The ILO signed its first Decent Work Country Programme in the Arab region in Jordan in 2006. In 2010, Jordan was selected as one of nine countries globally, and the only country in the Arab States region, to pilot the Global Jobs Pact, a portfolio of policies to promote jobs and protect people based on the Decent Work Agenda. Since joining the ILO in 1956, Jordan has ratified 24 Conventions including seven out of eight fundamental Conventions. Tripartite partners in Jordan include the Jordan Chamber of Industry, General Federation of Jordanian Trade Unions (GFJTUs) and the Ministry of Labour.

Jordan has had two DWCPs from the day of its launch. The previous DWCP (2006–09) had identified three priority areas: (i) to enhance employment opportunities and economic integration for young women and men; (ii) to improve governance and social dialogue; and (iii) to enhance social protection (box 2).

The Jordan Decent Work Country Programme 2012–15 seeks “to support national initiatives aimed at reducing decent work deficits and strengthening national capacity to mainstream decent work in social and economic policies.”

⁴¹ As per ILO : *Programme implementation report 2008–09* (Geneva, 2010), Appendix VIII, p. 199 and Appendix IV, p. 183; and ILO: *Programme implementation report 2010–11* (Geneva, 2012), Appendix VI, p. 123 and Appendix III, p. 115.

⁴² For the Arab region, RBSA expenditure was US\$1,506,000 for 2008–09 and US\$1,953,408 for 2010–11.

Box 2. ILO DWCP for Jordan 2012–15: Priority areas

PRIORITY 1: Decent work opportunities for young Jordanian men and women are expanded through the promotion of better working conditions, non-discrimination and equal rights at work.

PRIORITY 2: A minimum level of social security is extended to the most vulnerable groups of society through the social protection floor, as part of a more comprehensive social security system in Jordan.

PRIORITY 3: Employment opportunities are enhanced, with focus on youth employment.

The current programme is aligned with the National Employment Strategy (2011–2020), with tripartite priorities and Jordan’s National Agenda. The ILO mandate and priorities in Jordan are well reflected in the United Nations Development Assistance Framework (UNDAF) 2013–17 for Jordan.

The DWCP in Jordan is managed by ROAS with support from ILO headquarters and ITC Turin. The Regional Outreach and Advocacy Officer supports public information and visibility issues. The TC portfolio, which is the most significant in the Arab States, implements 13 projects, with a total envelope of US\$12 million. In line with the independent evaluation of the ILO country programme for Jordan, 2002–07, all projects have been collocated, thereby improving cohesion and enhancing ILO visibility. A tripartite DWCP Committee was established and meets on a regular basis to review progress and plan activities.

ILO in Lebanon

The ILO’s activities in Lebanon currently follow an internal decent work strategy, which is articulated around the following three areas: (i) establishing a sound legislative environment; (ii) improved governance and social dialogue; and (iii) improving livelihoods and income generation at the community level.

The ILO has an impressive portfolio of technical cooperation projects in Lebanon amounting to approximately US\$10 million. The current programmes comprise a number of strategic interventions supported by national constituents. These include: strengthened skills development and public employment services; local economic development in rural areas; protection of migrant women domestic workers; and the promotion of Palestinian refugees’ right to work and to social security. At the time of the evaluation, Lebanon was drafting its first DWCP. The likely priority areas identified in a preparatory note are: a strengthened labour administration system; development of a coherent and inclusive national

employment policy; enhanced social protection coverage; and improved tripartite structures conducive to social dialogue.⁴³

As Lebanon does not have an ILO country office, all projects and programmes are accommodated at ROAS. National coordinators and Chief Technical Advisers are recruited for the projects and mostly report to the regional programming staff and the Decent Work Team (DWT) technical specialists. The tripartite organizations include the General Federation of Trade Unions, the Association of Lebanese Industrialists, and the Ministry of Labour.

The ILO in the occupied Palestinian territory

The ILO has been implementing several interventions in the West Bank and Gaza since the signing of the Oslo Peace Accords in 1993 between Israel and the Palestinian National Authority. Technical and financial assistance were provided to the Government, social partners, and civil society organizations to strengthen and support the employment of Palestinian people living in the oPt. Since then, and under extreme social, political and economic circumstances, the ILO has continued to work with the Ministry of Labour, the Palestinian General Federation of Trade Unions (PGFTU), and the Federation of Palestinian Chambers of Commerce, Industry and Agriculture (FPCCIA). In addition to attempting to respond to the challenges facing the Palestinian people, the ILO's programmes often identified new technical cooperation initiatives to reduce the rising levels of unemployment and poverty in the oPt.

Despite the lack of a Decent Work Programme (DWP) for the oPt during the evaluation period, the ILO aligned its programmes with the Palestinian Employment Programme (PEP). The PEP was designed to address the developmental challenges identified by the Palestinian Development and Reform Plan (2008–2010). It also aimed to:

...create the enabling environment for sustainable jobs within the very uncertain socio-economic and political conditions in the occupied Palestinian territory (oPt), to simultaneously support a vision for a future Palestinian State which is based on a vibrant economy, quality jobs and good governance.

The programme had three principal objectives, including: (a) strengthening labour market governance and rights; (b) improving employability through skills and local economic development; and (c) strengthening entrepreneurship and productivity for private sector growth.

The proposed DWP (2013–16) is being drafted in close consultation with tripartite constituents and other national partners. Three priority areas that have emerged through this consultative process are aligned with the national priorities as

⁴³ Preparatory approach towards a Decent Work Strategy for Lebanon: Proposed programme of work (ILO 2012).

outlined in the National Development Plan 2011–2013 and labour sector strategy, and form an integral part of the UNDAF 2014–2016. The three chief priorities⁴⁴ identified for the upcoming DWP are: (1) promotion of improved labour market governance and labour rights; (2) enhancement of employment and livelihood opportunities for Palestinian women and men; and (3) facilitating the development of an integrated social security system and the extension of social protection.

4. Key findings

4.1 Relevance

Relevance to the Arab Agenda for Employment

Overall analysis of ILO's decent work strategies in Jordan, Lebanon and occupied Palestinian territory shows that the country-level priorities are well within the ambit of the AEF Action Agenda and reflect well the result areas identified in the ILO's Strategic Policy Framework (SPF). The AEF Action Agenda is in line with the ILO's global mandate as well as with regional priorities.

Relevance to the ILO global mandate

The ILO's Decent Work Country Programme framework provides the means to work closely with tripartite partners to advance the national employment agenda and enhance access to decent work opportunities. It is worth noting again that, during the evaluation period, only Jordan had a DWCP in place. During this period, an internal decent work strategy was followed in Lebanon and a draft decent work framework was followed in oPt. The strategic priorities and programmes during the evaluation period are well aligned within the ILO's SPF objectives and outcomes. At the time of the evaluation, initial consultations towards developing a DWP were underway in both Lebanon and oPt and are likely to be adopted this year.

Table 4 indicates coverage of the ILO SPF objectives and outcomes through key decent work initiatives in Jordan, Lebanon and oPt.

⁴⁴ As the drafting of the DWP in oPt was underway during the evaluations, the exact wording in the results framework may differ.

Table 4. ILO SPF result areas addressed in Jordan, Lebanon and the occupied Palestinian territory

Strategic Policy Framework	JOR	oPt	LEB
<i>Strategic objective 1: EMPLOYMENT</i>			
1. Employment promotion			
2. Skills development			
3. Sustainable enterprises			
<i>Strategic objective 2: SOCIAL PROTECTION</i>			
4. Social security			
5. Working conditions			
6. Occupational safety and health (OSH)			
7. Labour migration			
8. HIV/AIDS			
<i>Strategic objective 3: SOCIAL DIALOGUE</i>			
9. Employers' organizations			
10. Workers' organizations			
11. Labour administration and labour law			
12. Social dialogue and industrial relations			
13. Decent work in economic sectors			
<i>Strategic objective 4: STANDARDS, PRINCIPLES AND RIGHTS</i>			
14. Freedom of association and collective bargaining			
15. Forced labour			
16. Child labour			
17. Discrimination at work			
18. International labour standards			
19. Mainstreaming decent work			

Relevance to national development plans

The evaluation noted that the decent work strategies were all aligned with the priorities of national development plans (see table 5). The priority areas identified in the national plans provide ample scope for ILO's work and support a wide range of issues relevant to ILO's global mandate. However, certain factors have been identified that pose challenges to aligning priorities and strategies effectively. These are the multitude of national development frameworks (for instance, in Jordan and oPt) or the lack of them (such as in Lebanon), and frequent changes in political leadership and development frameworks.

Table 5. National development frameworks guiding the ILO's activities, in Jordan, Lebanon and the occupied Palestinian territory

Jordan	Jordan's National Agenda (2006–15) Executive Development Programme (2011–13) National Employment Strategy (2011–2020)
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Lebanon	No particular national plan or employment strategy in place. Other available frameworks such as Paris III, ministerial statements, and sector strategies are followed.
Occupied Palestinian territory	Palestinian Development and Reform Plan (2008–10); National Development Plan (2011–13). The Plan aims at: Safeguarding workers' rights; enhancing skills of workers; rejuvenating the role of cooperative organizations; and promoting participation and accountability mechanisms within these organizations. Labour Sector Development Strategy, Ministry of Labour

Relevance to the UN frameworks

At the time of the evaluation, it was noted that only Jordan and Lebanon had a formal UNDAF. The evaluation team found that attempts had been made by the Office to support strategic partners by revising the UNDAF in 2011. By that time, most UN agencies had started working on their own priorities in response to the Syrian crisis, almost sidelining the UNDAF. However, the new UNDAF (2013–17) for Jordan provided an opportunity to further harmonize the United Nations Country Teams' efforts with ILO's objectives. In Jordan, the evaluation team found that ILO was well represented in UNDAF with participation in four out of the five UNDAF outcomes. This is a clear indication of the Office's efforts to integrate and improve the visibility of ILO's mandate in the UN's proposed interventions in the country, which was found to be lower in earlier evaluations (e.g. in the independent evaluation of DWCP Jordan, 2002–07, conducted in 2008).

So far, the UN in the occupied Palestinian territory has followed biennial Medium-term Response Plans (MTRPs) – 2009–10 and 2011–13. The first UNDAF for oPt (2013–17) is underway where the ILO, along with its constituent partners, is actively present and will directly contribute to four out of six of the outcomes. The involvement of the Ministry of Labour, the PGFTU and the FPCCIA in the discussions of the UNDAF development process for 2013–17 represents an important commitment to ongoing development work and the promotion of the Decent Work Agenda in the oPt. However, it was noted that frequent changes to UN frameworks were creating difficulties in aligning priorities. Although the ILO has made efforts to align the upcoming DWCP strategy for oPt with the first UNDAF (2013–17), it was also noted that the volatile environment might hinder its ability to follow the UNDAF.

In Lebanon, the ILO and its constituents were closely involved in drafting the UNDAF for Lebanon (2010–14). ILO is present in four out of the five outcomes in the current UNDAF (2010–2014). However, interaction with stakeholders indicates that, given the dynamic situation in the country, especially given the influx of Syrian refugees, UN agencies may be more willing to work together on specific goals and issues, rather than exhaustive frameworks. As such, joint UN programmes may become more likely instruments of the 'one UN' agenda. The

National Evaluator in Lebanon also notes that coordination and complementarity with other UN organizations working on similar themes needs to be improved.

Overall, the DWPs in Jordan, Lebanon and oPt were found to be highly relevant to identified regional and national priorities. ROAS has managed to maintain close relationships with constituent partners despite the volatile socio-political situation in the region. Through close working relationships with national governments and the UN community, the ILO has been able to enhance visibility and ownership of decent work concepts. The evaluation team noted that governments have identified the issue of the decent work deficit as being a critical area of concern. It is further reflected in the priorities identified in DWCP Jordan and upcoming DWPs in Lebanon and oPt. ILO's technical assistance was highly appreciated by constituents although more financial assistance and follow-up are expected on certain initiatives. In the wake of overwhelming concerns among the constituents regarding the influx of Syrian refugees post-Arab Spring in the last two years, the evaluation team noted that decent work deficits and partnerships needed to be reviewed in the light of these new developments. This will better align and communicate ILO's strategy in the coming years. The emerging scenario demands more flexibility from the ILO, both in terms of its partnerships and interventions, in order to meet the expectations of national constituents in a politically and institutionally uncertain environment. As elaborated in the context section of this report, the emergence of new workers organizations in Jordan, Lebanon and oPt is an important development in the region which the ILO must address with caution. The ILO needs to review the situation taking into account the governments' and other constituents' response to these organizations. Referring to the current situation in the region, a recent study by UNDP and the ILO suggests:

United Nations agencies should refuse to confine their role to acting as transmission belts for arbitrary and incoherent government policies, and should instead promote more inclusive approaches in their engagement with national constituencies by bringing in trade unions and their natural allies – the social movements struggling for workers' rights, social justice, political reform, and democratization.⁴⁵

These findings suggest that the Office is well aware of the current situation regarding new independent workers' organizations. While some engagement with the new workers' organization was noted in Jordan, a clearer and agreed strategy needs to be in place for the ILO to enhance its reach and relevance to larger sections of workers.

⁴⁵ UNDP-ILO: *Rethinking economic growth: Towards productive and inclusive Arab societies* (Beirut, United Nations Development Programme-ILO Regional Office for the Arab States, 2012), p. 109.

4.2 Coherence

National projects, supported through TC or RBSA funds, were found to be well aligned with the identified priority areas under decent work programmes and strategies in Jordan, Lebanon and oPt.⁴⁶ Except for one instance (where investment in a HIV-response project in Jordan was considered but not necessarily required), all projects were found to be supporting the national development agenda and decent work strategy. The National Evaluator from Lebanon noted that, at the time of formulating the decent work strategy (in 2008), several technical cooperation projects had already been committed indicating that some of the projects had been guided by donor priorities rather than ILO's strategy for Lebanon. In any case, TC projects have helped advance the Decent Work Agenda in Lebanon (for details of results, please refer to the section on impact of this chapter).

In terms of the ILO's work being logical and evaluable, one needs to highlight that only Jordan had a complete DWCP with a results framework and monitoring and evaluation (M&E) plan. The DWCP results framework from Jordan and comments provided during DWCP Quality Assurance (QA) process shows that reviewers (from headquarters) were largely satisfied with the outcome and indicators, although they did suggest more clarity in some of the statements. The evaluation team assumes that the comments provided during the DWCP QA were incorporated by ROAS while finalizing the documents. In that sense, the current DWCP is in principal evaluable, although 'evaluability' in real terms will ultimately depend on the level of monitoring and the documentation of results maintained during DWCP implementation.

In Lebanon and oPt, the lack of formal DWPs (as per the ILO guidelines on DWCP) limited the scope of 'evaluability' or the extent to which RBM principles could be applied. Overall, the evaluators feel that outcome-level reporting should be improved. The Office will need to orient project teams to this effect whereby they could focus on capturing and reporting outcomes of their projects and relate them to higher level outcomes committed under DWPs.

The meta-study of TC project evaluations from the Arab region, based on a review of 22 evaluations from the region (of which 14 were from Jordan, Lebanon and oPt), notes that lack of baselines, weak log frames and weak or insufficient indicators (not capturing outcomes) were issues most commonly raised in such evaluations.

The baseline, indicators and monitoring plan will determine the "evaluability" of the project for the duration of its activities, therefore taking the time to make sure that the

⁴⁶ See previous section on relevance and in greater detail the effectiveness section of this chapter,

adequate indicators have been established to evaluate project achievement is vital for an accurate tracking of progress....

It further notes that:

...an organised look into the project design in the inception phase that could have provided an opportunity for a full updating of the project design was not an established practice in the projects under review. This is particularly important if a substantial delay in starting the project cannot be avoided.

National evaluators have also pointed to the need for greater coordination among project teams. ROAS needs to take proactive measures to develop a mechanism whereby ILO activities are conveyed to and perceived by stakeholders as part of a single framework (i.e. the decent work framework) rather than as separate projects. It is assumed that the upcoming DWCP for Lebanon and decent work strategy for oPt will be used by ROAS as an opportunity to review the current management structure. In future, as governments and constituents become more aware of decent work deficits, demands for technical assistance from the ILO are likely to increase. The current management structure (where ROAS plays multiple roles on behalf of countries in the region), including the division of labour within ROAS (for instance, between the Regional Programming Unit and Decent Work Team), needs to be better coordinated.

4.3 Effectiveness

The AEF Action Agenda's inherent alignment with the ILO's global mandate as well as with regional priorities makes it an undisputable reference point for the ILO's strategy at regional and national levels. While evaluators noted a decline in the initial emphasis on the Agenda, recent documents from ROAS⁴⁷ appear to recognize it as the basis of its strategy in the region. It is likely that references to the AEF Action Agenda at national levels will be less palpable as national development agendas take precedence. Also, the Office struggles on this front due to frequent changes in governments and, subsequently, development plans.

Overall the analysis of ILO's portfolio in the region shows that the country-level priorities are well within the ambit of the AEF Action Agenda as well as the result areas identified in the SPF and thus supports their advancement among member States (table 6).

⁴⁷ For instance, ILO: Social justice for a new Arab era: Promoting jobs, protection and dialogue in a changing region, Regional Office for the Arab States Development Results 2010–2011 (Beirut, ILO Regional Office for the Arab States, 2012).

Table 6. Coverage of SPF objectives through target CPOs 2010–2013⁴⁸

Global strategic objectives and outcomes	Jordan	Lebanon	oPt
Strategic objective 1: Create greater opportunities for women and men to secure decent employment and income (EMPLOYMENT)			
Outcome 1: Employment promotion	1	2	1
Outcome 2: Skills development	1	3	1
Outcome 3: Sustainable enterprises	1	0	3
Total	3	5	5
Strategic objective 2: Enhance the coverage and effectiveness of social protection for all (SOCIAL PROTECTION)			
Outcome 4: Social security	2	2	1
Outcome 5: Working conditions	0	2	0
Outcome 6: Occupational safety and health	0	0	1
Outcome 7: Labour migration	2	0	0
Outcome 8: HIV/AIDS	1	1	0
Total	5	5	2
Strategic objective 3: Strengthen tripartism and social dialogue (SOCIAL DIALOGUE)			
Outcome 9: Employers' organizations	2	0	1
Outcome 10: Workers' organizations	2	1	2
Outcome 11: Labour administration and labour law	2	1	0
Outcome 12: Social dialogue and industrial relations	1	0	1
Outcome 13: Decent work in economic sectors	2	0	0
Total	9	2	4
Strategic objective 4: Promote and realize standards and fundamental principles and rights at work (STANDARDS, PRINCIPLES AND RIGHTS)			
Outcome 14: Freedom of association and the right to collective bargaining	1	0	0
Outcome 15: Forced labour	2	2	1
Outcome 16: Child labour	1	2	1
Outcome 17: Discrimination at work	2	0	1
Outcome 18: International labour standards	3	3	0

⁴⁸ This table reflects alignment with the new SPF only, which was introduced in 2010 together with the system of target CPOs.

Global strategic objectives and outcomes	Jordan	Lebanon	oPt
Outcome 19: Mainstreaming decent work	1	0	0
Total	10	7	3

Source: ILO. 2013. Strategic Management Module (SMM) of the Integrated Resource Information System (IRIS) (Geneva).

The following section presents some of the key interventions in Jordan, Lebanon and oPt under each of the four SPF objectives.

Strategic objective 1: Create greater opportunities for women and men to secure decent employment and income (EMPLOYMENT)

The analysis of the ILO's activities in Jordan, Lebanon and oPt shows fairly strong support for SPF objective 1, which was supported by 13 CPOs over the evaluation period. In all three countries, a high concentration of interventions was noted under employment generation and sustainable enterprise development while in Lebanon skill development received continued support.

The DWCP Jordan (2008–12) identified enhancement in employment opportunities, especially for youth as a priority area. Within this priority, capacity development of the National Company for Employment and Training on 'Know About Business' (KAB) and mainstreaming KAB into vocational courses at Vocational Training Centres (VTC) through the Development and Employment Fund (DEF) was undertaken. The ILO also supported the establishment of the Strategic Planning and Policy Support Unit within the Ministry of Labour in 2010. Technical advisory support was provided to constituents in employment policy, which culminated in the launch of the National Employment Strategy, 2011. Capacity building was also part of the interventions in Jordan. It was designed to give employers' organizations the ability to engage in evidence-based policy dialogue and help them create an enabling environment for sustainable enterprises and employment.

Similar success was noted in oPt where the Government officially included KAB training in the national training curricula. Relevant ministries have set aside the resources required to roll it out.

Projects supporting local socioeconomic recovery in war-affected southern Lebanon and employment for Palestinian refugees (in collaboration with UNRWA) were also found to be highly effective. Several projects in Lebanon provided direct assistance to Palestinian refugees to build their competencies and improve their access to labour markets as a way of helping them regain their livelihoods. The Palestinian Fund for Employment and Social Protection (PFESP) was reactivated with ILO technical assistance in 2010 to provide support for the implementation of active labour market policies in the oPt.

In the occupied Palestinian territory, significant loss of ground in vocational training was observed when the MoL decided to partner with GIZ in implementing its Technical and Vocational Education and Training (TVET) portfolio, despite having had a long-term partnership with the ILO. After initial negotiations failed, it was decided that ILO would take the provisions for TVET and employment out of the PEP. The MoL's decision came after an assessment of GIZ's comparatively high financial and human resources for TVET. A lack of available local ILO expertise (dependence on DWT/ROAS) is also seen as a factor in this decision. It appears that MoL expects greater support from ILO on 'soft issues' such as social dialogue.

Strategic objective 2: Enhance the coverage and effectiveness of social protection for all (SOCIAL PROTECTION)

Although supported by a comparatively fewer number of CPOs, important achievements, especially with regards to migrant workers, were noted under SPF objective 2.

In Jordan, the ILO provided technical assistance to the Social Security Corporation (SSC) through: actuarial reviews; feasibility studies to extend social security to cover health insurance benefits and voluntary second-tier pension schemes; and assistance in implementing maternity and unemployment cash benefit schemes. The Office also undertook an assessment of the Temporary Social Security Law No. 7 of 2010 in the context of basic social security principals and the ILO social security Conventions.

Significant progress was noted in implementing a national social protection floor in Jordan. ILO undertook a rapid Social Protection Floor Cost Assessment followed by a national conference on establishing a social protection floor. The MoL has requested the Prime Minister's office to establish a tripartite Social Protection Floor Advisory Board. The initiative has support from the Ministry of Social Development and the Director General of the General Budget Department.

In close co-ordination with BWJ and Business for Social Responsibility (BSR), the ILO's project concerning migrant workers was effective in assisting the government to take concrete steps to improve working conditions, especially in the apparel sector. It achieved this through strengthened labour inspection, inter-ministerial co-ordination, promoting social dialogue and collective bargaining and better regulation of private employment agencies.

In Lebanon, the MoL changed five times during the evaluation period, yet the ILO was able to finalize the pension scheme, the labour administration needs assessment, and the country scan towards a DWCP. Significant progress was noted under ILO's support to domestic workers in Lebanon. Through two TC projects (2011 onwards), a law for domestic workers was drafted in consultation with a wide range of stakeholders, including tripartite constituents, for submission

to the Parliament. Furthermore, a unified contract for women migrant domestic workers was adopted and disseminated by the MoL in Lebanon.

Strategic objective 3: Strengthen tripartism and social dialogue (SOCIAL DIALOGUE)

Strategic Policy Framework objective 3 has received relatively less financial and programmatic support although interventions in Jordan were consistent and effective. Both Lebanon and Jordan benefited from sub-regional projects to enhance the effectiveness of labour inspection services.

The ILO provided technical support to the Directorate of Labour Inspection, of the Ministry of Labour in Jordan, to modernize and automate labour inspection services. A labour inspection audit was supported through the Aqaba Special Economic Zone Authority in Jordan, based on which an action plan was developed to promote collective bargaining. Developing the capacity of employers' organizations to contribute to job-rich growth led to an independent assessment of the Chamber's current operational capacity to meet the needs of business in an evolving situation. It also assessed the external environment in which these organizations operate.

The project Strengthening Workers' Organizations through Socio-economic and Legal Literacy has been implemented in Jordan and throughout the region. The project built workers' capacity to the point that they have been able to make significant progress towards the creation of an independent Arab trade union federation.

In Lebanon, some of ILO's interventions included: capacity building of labour inspectors on legal and policy provisions; managing violations; evaluating performance of labour inspection services; and data management and analysis. The Office also supported the National Employment Office in enhancing institutional capacity and providing effective services to unemployed and underemployed youth. This support included labour inspection audits, a blueprint for a Labour Market Information System (LMIS), and labour market information collection. A Ministerial Decree for monitoring private employment agencies was issued.

Strategic objective 4: Promote and realize standards and fundamental principle and rights at work (STANDARDS, PRINCIPLES AND RIGHTS)

The evaluation found child labour interventions were strong in the region although their level and intensity varied. In Jordan, strong ownership and commitment by the MoL and good coordination with constituent partners and donors/social partners, especially with UNICEF was noted. The elimination of child labour was mainstreamed into the upcoming UNDAF for Jordan. The MoL continued to allocate resources to child labour by funding the Child Labour Unit; supporting the Social Support Centre in Marka; nominating child labour focal points among

the national team of labour inspectors; and supporting awareness-raising activities. The building of constituent partners' and Syrian refugees' capacity on child labour concerns is in need of greater attention, as is the low participation of the Ministry of Social Development, which was noted as being a challenge.

In Lebanon, a child labour monitoring system was developed and implemented in North Lebanon and child labour concerns were integrated into the National Social Development Strategy (2011). In oPt, the ILO supported the development of a National Policy and Programme Framework (NPPF) on child labour.

In Jordan, two projects, Revaluing Women's Employment and Support for the Launching of the National Committee on Pay Equity contributed to this strategic objective. With ILO's support, the Government of Jordan launched a National Tripartite Pay Equity Committee co-led by the Ministry of Labour in collaboration with the Jordanian National Commission for Women. The Committee is developing a National Action Plan to promote pay equity.

Better Work Jordan played an important role in positioning labour standards, rights and equity debates in Jordan. With the MoL's active support, the project noted a 67 per cent increase in BWJ participants (garment factories). Through a Tripartite Minimum Wage Committee, the minimum wage in the garment sector increased by 27 per cent in 2012. However, this move has raised concerns regarding discrimination against migrant workers. The ILO supported several research studies and publications in order to formulate a national strategy for the garment sector. Full cooperation from factory owners is yet to be achieved. The programme, however, faces operational challenges due to frequent changes in MoL leadership.

The Millennium Development Goal Fund (MDG-F) Joint Programme on Gender Equality and Women's Empowerment (GEWE) in the occupied Palestinian territory is having the most impact. ILO's significantly contributed to the income-generation component within this multi-agency programme. The evaluation of the programme rates it as highly effective in terms of: the quality of its work; its adherence to the joint programming standards; the development of national ownership over the programme; and its synergistic and innovative approaches. Concerns were raised about significant delays due to UN procedures.

Gender and non-discrimination

Some of the most effective programmes in the region were those addressing gender equality issues in the world of work. In Jordan, the ILO (through RBSA) supported the establishment of a tripartite plus National Committee for Pay Equity co-chaired by the MoL and the Jordanian National Commission for Women. The Committee has developed an action plan and is set to develop a national strategy to promote pay equity. ILO is also providing assistance to the Committee to align national legislation to the ILO Equal Remuneration Convention, 1951 (No. 100).

In Lebanon, the programmes addressing the rights of migrant women domestic workers achieved significant progress on the legislative front where the draft law protecting domestic workers has been approved. The MoL staff and placement agencies are now in a better position to receive and resolve complaints from domestic workers, and to disseminate information and guidelines.

Significant work is also being done with refugee Palestinian women residing in selected camps in Lebanon. The ILO supported the assessment of decent work deficits in camp settings, local capacity building, the promotion of employment, and entrepreneurship through business groups.

ILO's role in the MDG-F Joint Programme on Gender Equality and Women's Empowerment⁴⁹ in the occupied Palestinian territory was notable. Constituents appreciated the ILO's work in: promoting gender equality with the tripartite partners by increasing the influence of gender advocates and workers' and employers' organizations in decision-making and planning; building the capacities of business development service providers to better mainstream and upstream gender equality considerations for women entrepreneurs; supporting cooperatives to better service low-income women through the provision and management of an integrated grant scheme; and developing and implementing training programmes for women in key areas that are increasingly in demand in the labour market. An important tool in accomplishing the above was the ILO's Gender Audit tool, which was much appreciated by the Ministry of Women's Affairs. Following stakeholders' request for continued support, and as suggested by the final evaluation of the programme, the ILO has continued to implement targeted activities related to gender issues with the additional financial resources it has mobilized.

Key success factors and challenges

Jordan: Close coordination with tripartite constituents is a key positive factor of ILO's operations in Jordan. A constant and close relationship with the MoL and other relevant ministries and national institutions has led to several policy developments that will have long-term implications. ILO programming in Jordan is seen as coherent and needs based, and includes elements of capacity building for tripartite constituents, including MoL staff members, in all projects.

Delays in the implementation of programmes need to be better managed in Jordan. Coordination and communication between country-level project teams as well as between the country-level teams and ROAS need to be improved. Considering that a number of initiatives in Jordan require high-level technical support, responsiveness should be improved and should involve assessing human resources

⁴⁹ ILO, UN Women, UNDP, United Nations Educational, Scientific and Cultural Organization (UNESCO), and United Nations Population Fund (UNFPA) and UNRWA.

needs and modifying management structures according to technical assistance demands. Lack of a communication protocol was identified as a major limitation to coherent responses on matters related to the decent work programme. This is of particular importance as the DWCP is implemented through ROAS. Greater awareness among tripartite constituents of international labour standards and rights-based approaches is required to increase their support for ILO activities. Growing concern about Syrian refugees among constituents poses a risk to their effective participation in ongoing programmes. This needs to be managed through constant dialogue with constituents that conveys ILO's viewpoint. Finally, a strategy for engaging with emerging workers' organizations needs to be defined with constituents to ensure effective social dialogue.

Lebanon: ILO is much appreciated for its close relationship with tripartite constituents. This is indicated by the fact that the current decent work framework was well conceived by the constituent partners and a high level of involvement was observed in the process of drafting the upcoming DWCP. Coordination with other UN agencies in joint UN programmes was also found to be effective.

While the decent work concept and framework is strongly supported by constituents, greater understanding of the coherence and inter-relationship between the various priorities and objectives needs to be further improved. It was also noted that, while very impressive in terms of issues and resources, the current technical cooperation portfolio is lopsided so that some of the priority areas under the AEF Action Agenda and the ILO SPF receive less than adequate attention. As there is no reason to believe that the AEF Action Agenda is not duly referred to during programming, one may argue that the current technical cooperation portfolio is being guided by donor priorities rather than the stated needs of constituents through forums such as AEF. The country-level evaluation suggests a need for greater coordination with other UN agencies working on similar issues in Lebanon. Furthermore, better coordination among project teams and greater use of evaluation, especially when there is continued thematic work, would make programmes more effective. There are indications that the employers' organizations expect greater responsiveness from the Office. At the same time, the strategy for engaging with new workers' organizations needs to be defined. Overall, there is scope for building constituents' capacity to increase their effective engagement in implementation, advocacy and social dialogue.

Occupied Palestinian territory: The ILO has established strong relations with its social partners over the years. The Office's effort towards strengthening the existing tripartite mechanism by facilitating social dialogue and supporting the National Tripartite Committee has helped to garner support for ILO's activities. They have also helped to enhance ownership and capacity building for advocacy and institutional strengthening, such as bringing gender into focus among constituents.

The ILO's ability to provide critical and high quality technical assistance, despite a low resources portfolio (compared to some other donors) is much appreciated by constituents.

Limited human and financial resources and high dependence on ROAS to respond to technical assistance needs as well as administrative- and logistics-related decisions were noted to have constantly limited project implementation during the evaluation period. Tripartite constituents noted that they had approached ROAS directly in some instances when decisions at local level had been delayed. While mobility constraints owing to the current political situation in the oPt are well understood, the current management structure needs to be reviewed. Placing relevant experts at local level in high-risk projects may be considered in future programmes. Follow-up on important achievements, such as the revival of the Palestinian Fund for Employment and Social Protection for Workers, should be more consistent and in accordance with constituents' needs. Finally, the Office should have a clearer and agreed strategy on engaging with emerging workers' organizations for effective social dialogue.

Overall: The decent work strategy and technical cooperation in Jordan, Lebanon and the occupied Palestinian territory have supported a wide range of issues relevant to the local needs, the regional agenda and the ILO's global mandate. Despite the lack of country offices in Jordan and Lebanon, and special arrangements in oPt, strong relationships with constituents have been a key strength of the Office. Defining a decent work strategy in Lebanon and oPt has provided a sound basis for identifying and defining constituents' priorities. Close working relationships with the constituents has helped build their capacities and ensured their effective participation in preparing future DWPs as well as within the UNDAF. Areas of concern relate to coordination, management structure (high dependence on ROAS and resultant delays in responses), delays in administrative clearances and implementation, lack of follow-up on past achievements, and inadequate focus on outcome reporting (box 3).

Box 3. Summary of findings of the meta-study of evaluations from the Arab region

Based on 22 technical cooperation projects from the region, the meta-study of evaluations from the Arab region also reiterates the view that the 'outcome focus', both at the level of implementation as well as monitoring and reporting, is often lacking. The study notes that, of the 22 TC project evaluations covered under the meta study, 64% achieved good or some progress although none of them registered full accomplishment of the planned outcomes or objectives. The report further states:

The projects' strengths lie in demonstrating the extent to which inputs were turned into planned outputs. By and large, the overwhelming majority of the selected projects produced good results in terms of outputs and implementation of activities. This, in return, generated positive feedback from project stakeholders and targeted beneficiaries on the technical quality and usefulness of the outputs. However, by producing the anticipated outputs, the projects established the necessary (but not sufficient) conditions only to objective/outcome achievement. The analysis of the non-achievement of planned outcomes at time of the evaluation in most reports resulted in pointing not only to problems with the project design and strategy but also to the short time and resources

allocated to the project....

Leaner project management structures, making project advisory committees functional, having local experts (or at least Arabic speaking experts), decentralization, defining communication channel, improved results framework, and improved outcome-level reporting were identified as common recommendations towards effectiveness by the meta-study.

4.4 Efficiency

Evidence suggests that Strategic objective 1 (EMPLOYMENT) has received maximum funding, which is also reiterated by the meta-evaluation of technical cooperation projects in the Arab region⁵⁰ stating that 78 per cent of total technical cooperation in the region catered to the first strategic objective. This corresponds with the Office's focus on supporting livelihood skills and enterprise development in the region. However, this also means that the other strategic objectives, particularly strategic objectives 2 and 3 have attracted comparatively less donor support.

Time efficiency, especially in technical cooperation projects and joint UN programmes, was noted as a major challenge. Several project evaluations from the region, including the recent meta-study of project evaluations,⁵¹ have pointed to delays in project execution. These delays put greater pressure on the implementation team and also increase the possibility of staff turnover. Given the volatile political, social and economic environment, project delays also increase the risk of deceleration in tripartite involvement due to fast-changing priorities and, on some occasions, they may also lead to changes in project strategy.

Common reasons noted for such delays include the time taken for the formal launch of projects (administrative clearances), delays in hiring chief technical advisers (CTAa) and project staff, changes in CTAs, delays in forming advisory or steering committees, and changes in leadership (government/ministry level). In joint programmes, delays are also attributable to time lost in coordination and the multiple processes that partners have to follow.

The other key constraints to efficiency relates to human resources including lack of adequate provisions for support staff, difficulties in hiring experts at local level, and inadequate building of available staff's capacity. Evaluators point out that ROAS could benefit from having more Arabic-speaking experts and from building project staff's capacity on thematic areas as well as on ILO procedures.

⁵⁰ ILO: Results of ILO technical cooperation activities in the Arab States region: A synthesis of project evaluations, 2008–2012 (Beirut, ILO Regional Office for the Arab States, 2013).

⁵¹ Ibid.

The project teams' dependence on ROAS for administrative and financial decisions, particularly in the occupied Palestinian territory, and to a lesser degree in Jordan and Lebanon, was noted as being a constraint to efficient responsiveness and delivery. In oPt, the status of the Office limits the administrative and financial powers of the ILO representative while, in Jordan and Lebanon, certain procedural decisions go through ROAS in the absence of an authorized country office. Evaluators also noted parallel communications (between project teams and constituents) and, at times, the fact that constituents directly approach relevant staff members at ROAS. Technical cooperation project evaluations in the region have also noted the lack of a defined communication protocol.

Good practices enhancing coordination were also noted. For instance, in Lebanon, seconding a consultant to the MoL had enhanced not only coordination but also time management. In Jordan, joint planning meetings are being organized to improve coordination amongst project teams.

Challenges related to project designs were mainly about over-ambitious objectives with limited resources and too short durations (one to two years). While they may appear time and cost efficient, such projects reduce the scope of tripartite involvement and are less focused on the sustainability of results. This is of particular concern, given the political situation in the region where factors impacting project timelines are often beyond the Office's control. The meta-study of technical cooperation project evaluations placed efficiency among the weakest area. Citing evidence from 21 evaluations, the meta-study noted shortcomings in terms of non-exhaustive workplans, lack of baselines, logical frameworks focusing on inputs, weak or insufficient indicators for measuring outcomes, and inadequate analysis of existing institutional frameworks.

Given the fact that financial resources are limited, the meta-study also indicated that alternative ways of reducing administrative costs could be considered. For example, by hiring local instead of international experts and organizing training workshops locally rather than by making them international events. Overall, there was no strong evidence of project objectives being negatively impacted by any efficiency issues indicating that despite efficiency issues, the projects team largely managed to achieve project results.

As described in the effectiveness and impact sections, the ILO has provided constituents with technical assistance on relevant issues within the decent work framework. The sustainability of the results is challenging in the region due to political uncertainties. However, close working relations with constituents, the strengthening of national institutions, and the integration of ILO tools and products into national institutions have contributed to positioning decent work concepts among constituents and communities. Various initiatives on policy and legislative reforms, especially social protection, the rights of migrant and refugee workers, and gender equality indicate that the Office has been able to use TC opportunities to support long-term changes. The creation of national steering and

advisory committees with representatives of workers' and employers' organizations, the enhancement of inter-ministerial coordination, and building of MoL's and other constituent partners' capacity are likely to have a positive bearing on sustainability.

Frequent changes in the national development framework and constituents' priorities (especially in light of Syrian refugees in Jordan and Lebanon), and gaps in constituents' capacity are among the key challenges to the sustainability of the results achieved with ILO's support. Other important factors to ensure sustainability include: better coordination and communication with constituents and within projects' management structures; closer monitoring of results during implementation; integration of constituents' capacity building with clear indicators of progress; and greater public awareness and dissemination of results in order to enhance the outreach of the services strengthened by the projects, and to leverage resources.

4.5 Impact

At the cluster (sub-regional) level, the immediate impact has been most significant in the areas of employment and social protection. This is evident from: the promulgation of national legislation, government decrees and codes; systemic reforms; strengthened institutional mechanisms; adaptation and use of global products; and greater inclusion of decent-work priorities at national level and in UN frameworks. The section below brings together high-level results and impact of ILO activities during the evaluation period in line with the SPF objectives.

Employment

The development of employment policies reflecting the Global Employment Agenda was an important achievement in Jordan and the occupied Palestinian territory. In both instances, the ILO's focus on tripartite involvement is significant in that it encouraged a culture of participation in policy development in the representative organizations. It also enhanced constituents' capacity to provide policy inputs.

In Jordan, the development of the employment policy was followed by the development of the National Employment Strategy (2012), which emphasizes technical and vocational training for youth. The evaluation period also witnessed reforms and the institutionalization of entrepreneurship development through the ILO's support to the Government in Jordan. In Lebanon, the establishment of Employment Service Centres (ESCs)⁵² and the strengthening of National Employment Offices are likely to promote decent work opportunities for Palestinian refugees in the country as well as for Lebanese youth. In oPt, the

⁵² Managed by UNRWA.

ILO's close involvement with constituents enhanced their capacity and led to their active participation in designing livelihood and local economic recovery projects in select sectors. ILO tools such as KAB and Work Improvements in Small Enterprises (WISE) were mainstreamed into training activities in both Jordan and oPt.

Social protection

In the area of social protection, ILO's support in Jordan, Lebanon and oPt has made good progress, especially in expanding social protection to migrant workers and women workers. In Jordan, a social insurance bill was developed that expanded social security to workers in small enterprises. The establishment of a maternity insurance unit and introduction of maternity benefits are important developments towards women's participation and retention in work. During the evaluation period, a social protection floor (SPF) was introduced, and a tripartite SPF Advisory Board established by the Government of Jordan with technical support from the ILO.

Also, a Tripartite National Policy on HIV and AIDS and World of Work in line with the ILO international labour standard, and the subsequent HIV and AIDS and the World of Work Recommendation, 2010 (No. 200) was introduced in Jordan. A Labour Attaché Network (LAN) with initial representation from the embassies of Bangladesh, Egypt, Indonesia, the Philippines and Sri Lanka was established to oversee the welfare and protection of migrant workers.

In Lebanon, the MoL submitted a draft law for Migrant Domestic Workers (MDWs) to the Government, and a new Standard Unified Contract (SUC) in compliance with the Domestic Workers Convention, 2011 (No. 189) was developed in consultation with constituents. In oPt, the ILO supported an actuarial study for the establishment of a social security system comprising pensions, employment injury benefits and maternity benefits. It was adopted by the social security tripartite committee and submitted to the Prime Minister for final endorsement at the time of evaluation. In oPt, an occupational safety and health (OSH) profile was drafted by the OSH tripartite plus taskforce and reviewed by the OSH National Committee. It is yet to be finalized by the Government.

Social dialogue

In Jordan, capacity development for workers' organizations⁵³ (GFJTU and JFITU) enabled improved and effective workers' participation in policy debates, and influenced public policies and the ratification of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87). A collective

⁵³ General Federation of Jordanian Trade Union and Jordanian Federation of Independent Trade Unions.

bargaining agreement between employers' associations and workers' union in the garment sector was signed under Better Work Jordan to promote social dialogue and improve the working conditions of some 55,000 workers in the sector. Jordan also developed industry-based schemes to improve compliance with labour laws. A national labour inspection policy and strategy was adopted, and an action plan was developed to promote labour inspection services and enhance collective bargaining. In both Lebanon and oPt, policy initiatives on social protection witnessed active participation of workers' organizations. Activities to build constituents' capacity focused on minimum wages, the ratification of Conventions (specifically Convention No. 87 in Lebanon and Convention No. 131⁵⁴ in oPt), among others. In Lebanon, tripartite dialogue was facilitated to raise awareness and promote discussion on the rights of women migrant workers.

Standards, principles and rights

In the last five years, significant legislative and policy reforms, especially in areas of forced labour and child labour were noted in Jordan, Lebanon and oPt. In Jordan, the labour law was amended to cover agricultural and domestic workers and complies with the Forced Labour Convention, 1930 (No. 29). A tripartite plus National Steering Committee on Pay Equity (NSCPE)⁵⁵ was established and granted official and permanent status through a Ministerial Decree in May 2013.

In Lebanon, legislation on human trafficking, including children below the age of 18 was ratified. The Lebanese Government endorsed the hazardous forms of child labour through Ministerial Decree and amended the Labour Act to define minimum age. The Anti-trafficking Act of Lebanon was adopted to bring national legislation more in line with Convention No. 29. Concrete measures have been taken to bring the law and practice into conformity with the Domestic Workers' Convention No. 189, with the possibility of later ratification. In oPt, a National Women's Employment Committee was established to apply concepts of equal remuneration. The Ministry of Labour's capacity to analyse child labour was enhanced.

Overall, significant high-level results were achieved in terms of legislative and policy reforms, advancing social dialogue mechanisms, gender equality, and the protection of workers' rights. The emergence of new workers' organizations in the region is a challenge as well as an opportunity to find common ground among representative organizations. The review of decent work strategies suggests the following areas where the impact of ILO activities might be enhanced:

⁵⁴ Minimum Wage Fixing Convention, 1970

⁵⁵ The NSCPE comprises representatives from trade unions, professional associations, civil society, government bodies, the Chamber of Commerce, the Chamber of Industry, and the private sector.

- ▶ capacity building of all tripartite constituents, with special attention to involving employers;
- ▶ strengthening national tripartite bodies and social dialogue processes;
- ▶ focusing on the application of international labour standards and the ratification of relevant Conventions.

The situation of Syrian refugees in Jordan and Lebanon also needs to be carefully considered, especially in terms of developing consensus among constituents who currently tend to be overwhelmed with concerns of host communities. The ILO's standpoint regarding the protection of the rights of refugee workers needs to be discussed and reflected in future strategies.

4.6 Sustainability

As described in the effectiveness and impact sections, the ILO has provided critical technical assistance on relevant issues to the constituents within the decent work framework. The sustainability of the results achieved in the region will be challenging due to political uncertainties. However, close working relations with constituents, the strengthening of national institutions, and the integration of ILO tools and products into national institutions have all positively contributed to position decent work concepts among constituents and communities. Various initiatives towards policy and legislative reforms, especially towards social protection, the rights of migrant and refugee workers, and gender equality indicate that the Office has been able to use TC opportunities to support long-term changes. The creation of national steering and advisory committees with representatives from workers' and employers' organizations, the enhancement of inter-ministerial coordination, and the building of MoL staff's and other constituents' capacity are all likely to have a positive bearing on the sustainability of efforts.

The meta-study of TC project evaluations from the Arab region noted that the likelihood of sustaining the results positively correlates to the involvement of constituents at planning and implementation levels as their participation builds greater understanding of the ILO's approach, strengths and limitations, and enhances ownership of the results. The study also found that projects' time frame is an important factor in the sustainability of results. This reiterates points raised by national evaluators regarding the sustainability of results in short-term projects where timelines (factoring in the operational delays) do not necessarily allow for sustainability.

Frequent changes in national development frameworks, the changing priorities of constituents (especially in light of Syrian refugees in Jordan and Lebanon), and lack of capacity among constituents to support and sustain the results achieved through ILO's support are among the key hurdles. Other important factors for

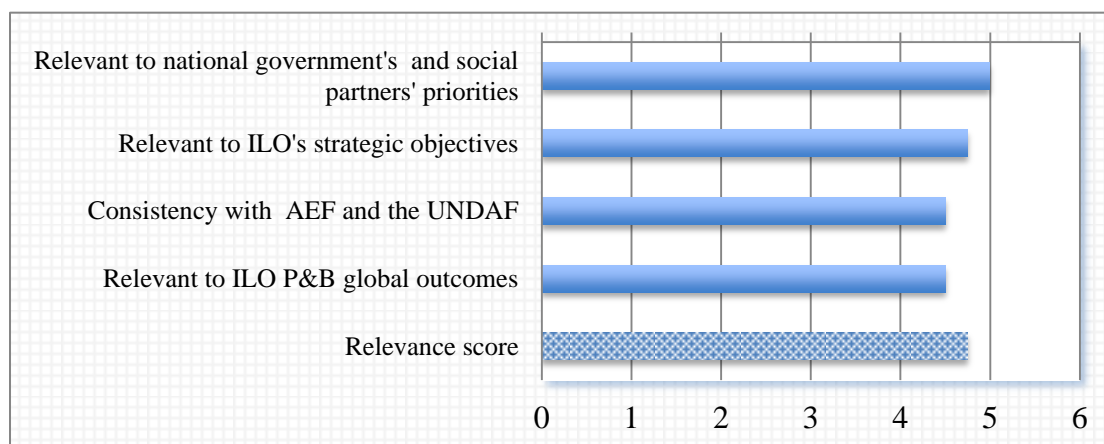
sustainability include: better coordination and communication with constituents, and within projects' management structure; closer monitoring of results during implementation; the integration of capacity building for constituents with clear indicators of progress; and greater public awareness and dissemination of results to enhance the outreach of the services strengthened and to leverage resources.

5. Conclusions and lessons learned

5.1 Relevance

The ILO DWPs in Jordan, Lebanon and the occupied Palestinian territory were highly relevant to the regional agenda, the ILO global mandate, and prevalent UN assistance frameworks. Although alignment with national development frameworks was a challenge during the evaluation period due to changes in political leadership and national frameworks, the core issues relating to employment, wages, social security, skill development, gender equality, migrant workers remained high on the governments' agendas. These issues have also found priority in the overall UN assistance frameworks underlining the relevance of the ILO activities in the region (figure 4).

Figure 4. Overall score: Relevance



Six-point score: 1=very unsatisfactory, 2=unsatisfactory, 3=somewhat unsatisfactory, 4=somewhat satisfactory, 5=satisfactory, 6=very satisfactory.

Widespread civil unrest in the region during the evaluation period had a direct or indirect impact on the socioeconomic situations in Jordan, Lebanon and oPt. As governments and constituents in Jordan and Lebanon struggle to cope with growing numbers of Syrian refugees, the ILO will need to clearly reflect its strategy based on its experience of working with Palestinian refugees in Lebanon and other similar experiences worldwide. Moreover, the emergence of new workers' organizations in the region demands innovative measures for engaging with them to enhance outreach and effective social dialogue. Based on the overall

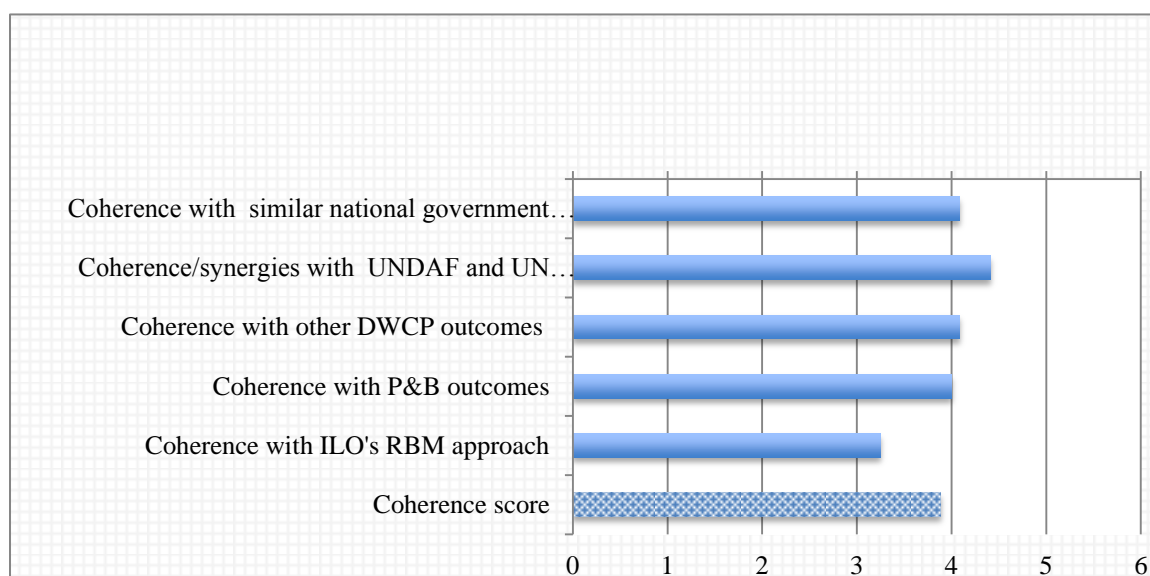
observations by various stakeholders and evaluators, relevance scored on the higher side of ‘satisfactory’.

5.2 Coherence

The ILO’s DWPs in Jordan, Lebanon and oPt were in line with regional and national priorities. Portfolio analysis shows that the TC- and RBSA-supported projects were largely in accordance with planned priorities. However, some areas were not sufficiently resourced indicating the need for a careful balance between donors’ and constituents’ priorities. The lack of complete country programmes and country offices limit the decentralization of decision-making and, consequently, increases the responsibility of ROAS. The evaluators observed that management needed to consider measures to enhance coordination among project teams, and to define a communication protocol. ROAS appears to be aware of the coordination issues and has taken some country-specific measures. The upcoming DWCPs in Lebanon and oPt provide the opportunity to rethink management arrangements to enhance responsiveness and complementarity.

Application of RBM in the decent work framework and at the level of TC/RBSA-supported activities needs to be strengthened. Given the volatile political situation, risk assessment and mitigation needs attention when developing results frameworks. Capacity building of teams at local levels for better monitoring of results and reporting on outcomes is also required. Coherence scored on the higher side of ‘somewhat satisfactory’ (figure 5).

Figure 5. Overall score: Coherence



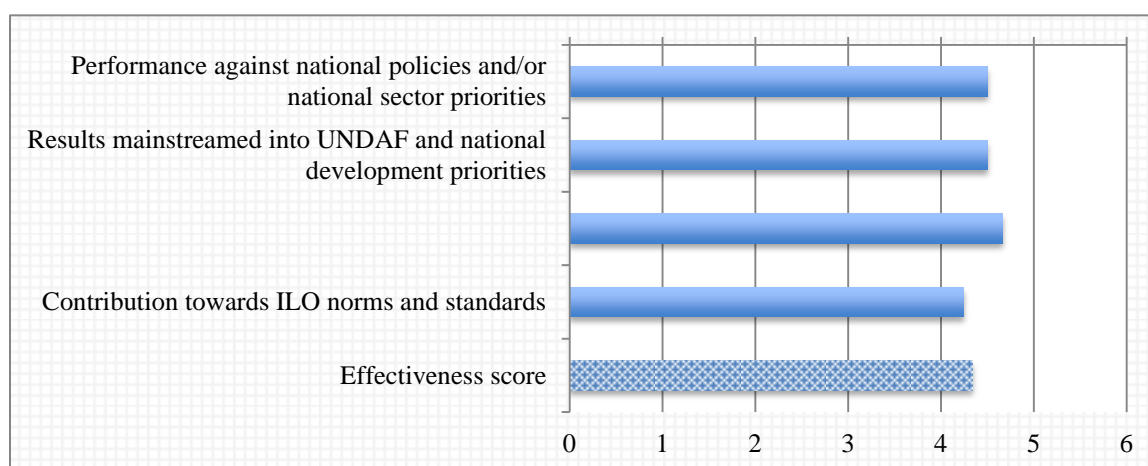
Six-point score: 1=very unsatisfactory, 2=unsatisfactory, 3=somewhat unsatisfactory, 4=somewhat satisfactory, 5=satisfactory, 6=very satisfactory.

5.3 Effectiveness

The ILO has been effective in promoting and contributing to the AEF Action Agenda at national levels through DWPs. Programmes implemented during the evaluation period made several important contributions towards strengthening tripartism (for instance, by facilitating national tripartite committees) and promoting tripartism in national institutions dealing with labour issues. The ILO's role in promoting the rights of women migrant domestic workers, pay equity for women, technical assistance towards enhanced social protection coverage, employment promotion and skill development are clearly recognized. The ILO's inputs in joint UN programmes were highly effective although complementarity with UN and social partners working on similar issues could be improved.

However, the effectiveness of the decent work strategy faces a number of issues: administrative and implementation delays; inadequate human and financial resources; lack of a defined channel of communication; 'project-based' interaction with constituents; and inadequate 'outcome orientation'. Greater efforts are needed in the application of international norms and standards, and social dialogue. The effectiveness score was 'satisfactory' (figure 6).

Figure 6. Overall score: Effectiveness

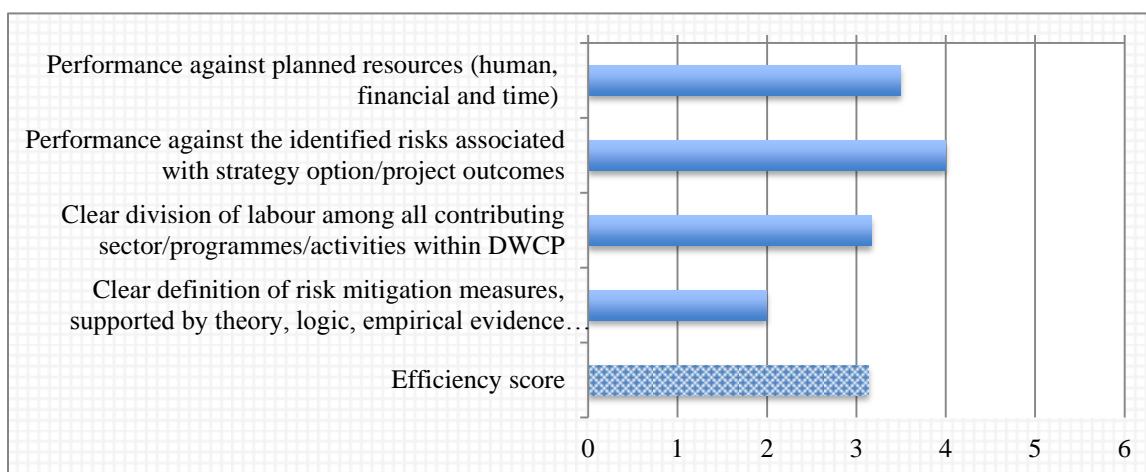


Six-point score: 1=very unsatisfactory, 2=unsatisfactory, 3=somewhat unsatisfactory, 4=somewhat satisfactory, 5=satisfactory, 6=very satisfactory.

5.4 Efficiency

Although the cost efficiency of projects and programmes was not assessed under this evaluation, there are indications that resource allocation needs to be aligned with identified decent work strategies. Time efficiency, especially in short-term projects, was one of the main challenges in ensuring the efficient delivery of outputs and outcomes. Enhanced efficiency will require more autonomy for operational decisions at local levels and a better division of labour within ROAS. Efficiency of decent work programmes scored on the lower side of 'somewhat satisfactory' (figure 7).

Figure 7. Overall score: Efficiency

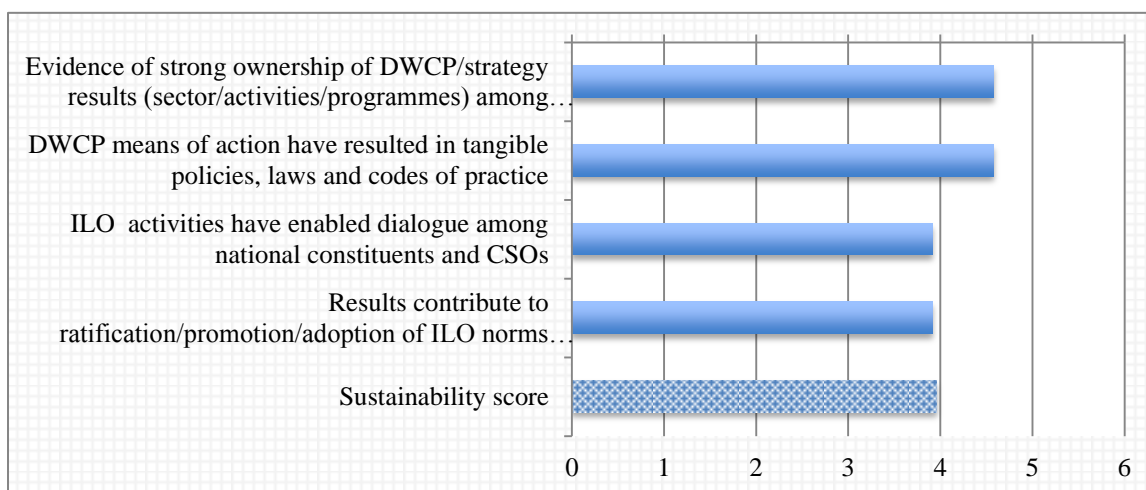


Six-point score: 1=very unsatisfactory, 2=unsatisfactory, 3=somewhat unsatisfactory, 4=somewhat satisfactory, 5=satisfactory, 6=very satisfactory.

5.5 Sustainability and impact

Some of the most significant and far-reaching impacts of the ILO in Jordan, Lebanon and oPt are in the areas of employment, social protection for vulnerable workers, and gender equality. Several examples of legislative and policy reforms are available that suggest a longer term impact of the ILO's work. Results achieved through short-term projects are likely to be less sustainable. Issues that may be considered in future include: constituents' effective involvement in planning and management; capacity building of constituents and local institutions; and greater consensus on adopting international norms and standards, and ILO conventions. At present, sustainability scored on the higher side of 'somewhat satisfactory' (figure 8).

Figure 8. Overall score: Sustainability and impact

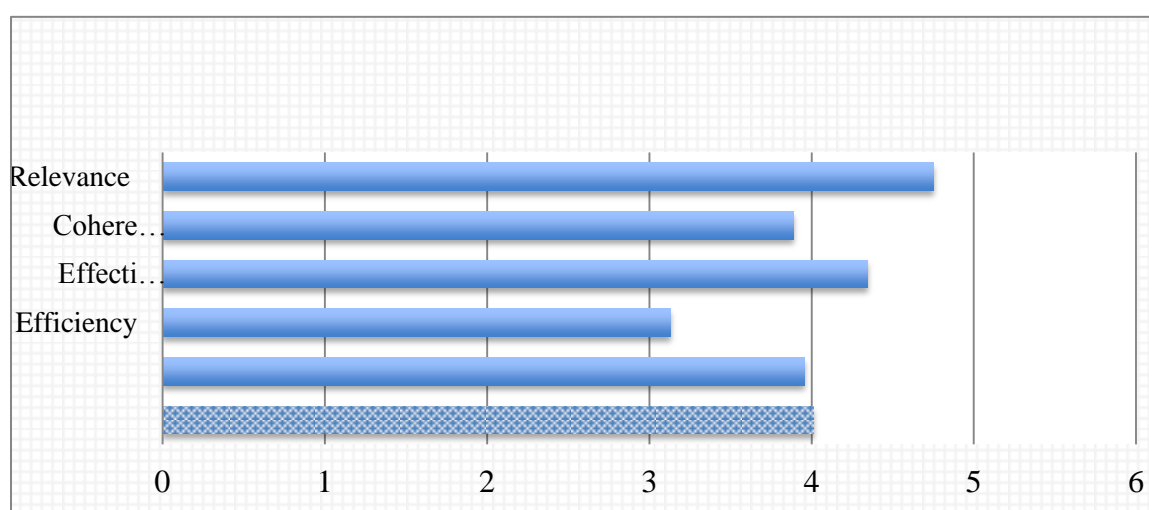


Six-point score: 1=very unsatisfactory, 2=unsatisfactory, 3=somewhat unsatisfactory, 4=somewhat satisfactory, 5=satisfactory, 6=very satisfactory.

5.6 Overall assessment

The overall assessment⁵⁶ of the evaluation criteria shows that the relevance and effectiveness of decent work strategies scored well and were rated as ‘satisfactory’. Coherence, efficiency, and impact and sustainability were rated as ‘somewhat satisfactory’. The overall composite score is on the lower side of ‘satisfactory’ (figure 9).

Figure 9. Overall composite scores



Six-point score: 1=very unsatisfactory, 2=unsatisfactory, 3=somewhat unsatisfactory, 4=somewhat satisfactory, 5=satisfactory, 6=very satisfactory.

5.7 Lessons learned

1. Having a decent work strategy is important to position the ILO’s mandate within national contexts, and to clearly articulate the needs and expectations of constituent partners. At the same time, complementarity within programmes is necessary for optimal contribution to decent work outcomes.

⁵⁶ The assessments use a 6-point scale where 1 is ‘highly unsatisfactory’ and 6 is ‘highly satisfactory’. The scores were based on the analysis of performance against the evaluation criteria used in the country reports. Each of the broad evaluation criteria was further divided into sub-criteria and scored on the same scale. Scores for each broad criterion, therefore, represent a composite score of sub-criteria. Finally, taking into account the scores obtained by each country, a composite of composites (double composite) was calculated. Analysis of the meta-study of TC evaluations in the Arab region were also included in the overall composite score.

2. In countries where political stability is a challenge, the focus on policy and legislative reforms with tripartite involvement contributing to sustained results.
3. Strategic collaboration with social partners on areas of common interest is necessary to leverage strengths and outreach. In other words, converting competition into collaboration is the way forward in low-resource settings.
4. Responsiveness to context and constituents' needs is necessary to maintain ILO's comparative advantage in the region. This requires flexibility in systems and approaches, and in the use of technical and financial resources, particularly in dynamic local contexts.

6. Recommendations

► *Recommendation 1*

Decent work programming in the region needs to be flexible: The ILO needs to emphasize to constituents its position as a long-term development partner (as opposed to humanitarian crisis response agency). The Decent Work Agenda and the AEF Action Agenda should continue to be used as the core references in the ILO's future strategy in the region. Decent work programming in the region needs to be flexible to accommodate emerging technical assistance needs at national level.

► *Recommendation 2*

Prepare tripartite constituents to develop consensus for engaging with emerging workers' organizations: The Office needs to take into account the rapidly changing priorities of the constituents and emerging workers' organizations to maximize its outreach and relevance. ROAS may consider assessing the scenario and preparing tripartite constituents to engage with new workers' organizations to make social dialogue more effective.

► *Recommendation 3*

Develop and share ILO's strategy to address the issue of Syrian refugees in Lebanon and Jordan: The political instability in the region and resulting changes in priorities and concerns of constituents is a challenge. At the same time, movement of refugees is a reality that needs to be taken into account in future DWPs. As the Office of the United Nations High Commissioner for

Refugees⁵⁷ suggests, Syrian refugees in camp as well as non-camp settings need long-term support in employment and income generation. The ILO has sufficient experience and expertise in crisis interventions and these should be considered in the development of a strategy to address the needs of Syrian refugees.

► **Recommendation 4**

Greater coordination with UN and social partners at the programming level: Although good examples of inter-UN coordination were recorded, greater harmonization with other donor agencies working on common issues is suggested. This is particularly important to leverage technical and financial resources, and avoid duplication of efforts.

► **Recommendation 5**

Build upon past work on gender equality in the world of work: Significant results achieved under gender mainstreaming and the rights of women workers needs to be further strengthened. Future projects should consider addressing issues surrounding skills, employment, rights, and the protection of migrant and refugee women workers. Opportunities for joint UN programmes in this regard should also be explored further. At the same time, the Office should consider gender disaggregation of results achieved through appropriate indicators at project, programme and DWCP levels.

► **Recommendation 6**

Greater emphasis on outcome-level reporting using results-based management approaches: The evaluation finds that reporting on progress and results are often project-based while overall outcomes at the level of decent work strategies are not well recorded. The lack of a DWCP in Lebanon and the occupied Palestinian territory is a plausible reason for this. The upcoming DWPs present an opportunity to define the results framework and set up robust monitoring and reporting systems, including DWP reporting, that go beyond the biennial country programme reports.

► **Recommendation 7**

Greater coordination and complementarity among projects and staff: The evaluation notes that coordination and complementarity among projects needs to be further improved. ROAS may want to consider developing a defined coordination and review system aimed at enhancing complementarity. As

⁵⁷ UNHCR: *From slow boil to breaking point: A real-time evaluation of UNHCR's response to the Syrian refugee emergency* (Geneva, Policy Development and Evaluation Service, Office of the United Nations High Commission for Refugees, 2013).

Lebanon and the occupied Palestinian territory prepare their first DWP, a stronger system for the coordination of DWPs at the local level may also be considered. As far as possible, decentralized management and decision-making should be promoted.

► **Recommendation 8**

Regional-level initiatives for dissemination of good practices and results achieved through ILO support: The evaluation notes several good practices in terms of processes followed to achieve significant results in areas of gender equality, rights and protection for migrant and refugee workers, social protection, skills and enterprise development, and labour- and employment-related policies. Evidence of cross learning was, however, limited. Greater visibility of ILO's work is required at national and regional forums, especially among the donor community.

7. Office response

1. ROAS is pleased to have received the opportunity to review its strategy and operations in three key countries in the region. The political and economic situation in the region is clearly complex and the changes that have taken place in many of the countries for which ROAS is responsible have been immense in recent years. The structure and procedures of ROAS are unique and were designed to reflect regional needs and realities – but clearly there is a need to re-examine these to ensure that they represent the best means possible for addressing the needs of the tripartite constituents in a dynamic environment.
2. ROAS accepts the Recommendations offered and has the following comments:

Recommendation 1

3. ROAS recognizes that it needs to be more agile in the current fluid regional situation. The Office has already adopted different approaches in forthcoming projects but will also investigate using scenarios and other methods to remain flexible and responsive.

Recommendation 2

4. The Office already promotes dialogue and fosters relationships with new as well as existing representative organizations. ROAS will review its activities in this area in order to identify whether new methods or approaches are possible.

Recommendation 3

5. ROAS has been developing its approach to the Syrian refugees crisis for some time and work in this area is progressing. The situation is changing quickly with many actors present and working in the field, but ROAS is engaged in multilateral efforts in addressing the problems associated with the growing number of refugees.

Recommendation 4

6. ROAS is actively engaged in dialogue and coordination with UN agencies and other organizations. For example, ROAS has partnered with UNRWA and the United Nations Population Fund (UNFPA) in key projects and other opportunities are examined on a case-by-case basis where complementarity is possible. The Office has already made efforts to broaden its work with other agencies (notably recent work in Yemen) and will review its ability to work with other partners.

Recommendation 5

7. The importance of work in this area is well recognized. The regional problem of gender-based discrimination and the low level of female labour market participation are well noted and gender work is a key pillar of work in the region. ROAS has recently added a regional statistician to the staff, and will examine additional means for reflecting gender in project design and statistical assessments.

Recommendation 6

8. ROAS recognizes that the lack of DWCPs in Lebanon and the oPt has potentially obscured reporting of country-level results. The Office will take the opportunity to review its country-level activities, and ensure that monitoring and reporting systems reflect efforts and results on the ground.

Recommendation 7

9. ROAS recognizes that the unique structure and procedures of the Office may need to be reviewed and changed to reflect the needs of constituents and to better implement projects in the variety of countries in which it operates. Many of the problems in this area have already been recognized and efforts have been made in the past year to coordinate better in places where there are no country offices. Extra resources in Jordan and Yemen have been dedicated to ensure better coordination and cooperation, and similar efforts may be made elsewhere as appropriate.

Recommendation 8

10. The Office has organized a number of regional activities in the past and in particular those where regional initiatives were showcased. These include

events related to domestic workers, wages, human trafficking and women's rights. The Office is also making efforts to build bridges to the rest of the Middle East and North Africa region.

Annexes

Annex I. Terms of Reference for Independent Cluster Evaluation of the ILO's Decent Work Country Programme Evaluation and Strategies in Jordan, Lebanon and the occupied Palestinian territory: 2008-2012

Introduction

The ILO is conducting an evaluation of its support to a cluster of Decent Work Country Programmes from the Arab States region. The evaluation will be managed by the Evaluation Unit in close coordination with the ILO Regional Office for the Arab States.

Background and justification

The main socio-economic challenges facing the Arab States are employment creation for a rapidly expanding labour force, the improvement of living and working standards, ensuring respect for the fundamental rights of workers, and the strengthening of social dialogue.

The region has one of the highest unemployment rates in the world, with youth unemployment at almost four times the adult rate⁵⁸. In recent decades, Arab countries have also suffered from persistent inequality, poor social protection schemes, weak institutions for social dialogue and a considerable decent work deficit.

The popular uprisings affecting most countries in the Arab States region since January 2011 have confirmed the core relevance of the ILO mandate of “social justice” while prompting a rethink of the regional development paradigm in view of the principles and values of the Decent Work Agenda.

The core popular demands of protesters for reform, dignity and rule of law have called for a refocusing of ILO interventions to support initial commitments made by Governments regarding fundamental rights, economic inclusion and participation where these are being articulated.

At the highest level, the ILO's response to conditions in the Arab States is guided by its Strategic Policy Framework (SPF) 2010-15 that lays out strategic objectives associated with achieving the overarching goal of decent work. The broad goals and indicators contained in the SPF are operationalized through Programme and Budget (P&B) documents that are elaborated on a biennial basis.

⁵⁸ <http://www.ilo.org/public/english/region/arpro/beirut/about/index.htm>

The ILO has also convened Asia Pacific Regional Meetings that are attended by Representatives of governments, workers and employers from the Asian, Pacific and Arab states. During the December 2011 meeting, tripartite partners concluded with Recommendations to counter employment consequences of global economic turmoil—including Arab countries

At the regional level, the Arab Action Agenda for Employment (AEF Action Agenda) has also provided guidance for ILO interventions in the Arab region⁵⁹. The Agenda is the outcome document of the Arab Employment forum held in 2009. It is aligned with the ILO's Global Jobs Pact, the Declaration on Social Justice for a Fair Globalization and the Arab Decade for Employment (2010-2020).

The ILO's main means of support to the AEF Action Agenda and to promote its own Decent Work Agenda is Decent Work Country Programmes (DWCPs). DWCPs have two basic objectives. First, they promote decent work as a key component of national development strategies.

Second, they organize ILO knowledge, instruments, advocacy and cooperation at the service of tripartite constituents in a results-based framework to advance the Decent Work Agenda within the fields of comparative advantage of the Organization. The current status of DWCP development of the countries included in this cluster evaluation can be found in Annex 1.

Clients, Scope and Purpose

The principal clients for the evaluation are the ILO's Governing Body and the ILO Office. The ILO's tripartite constituents, international partners in the Arab States and national implementing partners are also important clients.

Decent Work Country Programme (DWCP) evaluations conducted by the ILO's Evaluation Unit (EVAL) normally use a country as the unit of analysis to examine ILO's support to national tripartite constituents through its technical advice, extra-budgetary technical cooperation projects and programmes.

In light of the challenges presented to the ILO work in the Arab States Region, EVAL will cluster three country programmes (e.g. Jordan, Lebanon and the occupied Palestinian territory) and assess how they jointly achieve intended results linked to the AEF Action Agenda as well as to the ILO mandate of promoting decent work.

The rationale for clustering the countries in this proposed manner is based on the following commonalities:

⁵⁹ Ibid.

- All three are middle income countries all hit by economic downturn with labour issues crystalizing over the demand for better wages, youth employment, representation, working conditions, social protection etc
- They constitute a critical mass of ILO activities (total TC allocations in these countries represent 60% of the total TC portfolio in the region)
- They are all affected by regional crisis: Palestinian refugees, Syrian refugees
- The ILO is strongly engaged with the UN in these countries

Each country being at a different level of country programme development (2nd DWCP in Jordan, draft DW strategic framework in the oPt, initial consultations in Lebanon), the evaluation will also seek to review how the ILO adapted its approaches and work methods to different contexts, while supporting the development of a TC portfolio aiming at the achievement of specific DW outcomes.

The assessment will aim to identify lessons and good practices that can be used and will be inclusive and assess CPO accomplishments by clustering them under key priorities. More-over, it would seek to identify how ILO programmes can best achieve intended results linked to national employment strategies and sustainable decent work agendas as well as to the ILO mandate of generating decent employment, specifically youth employment as a key element of social justice.

This ILO Cluster DWCP Evaluation will provide knowledge and feedback to facilitate decision making on resource allocation and priority setting in policy and strategy development.

It will seek to answer questions related to the relevance, efficiency, effectiveness, and results and sustainability of the ILO in the two countries and the occupied Palestinian territory and aim at extracting lessons that can best guide focused and prioritized ILO support to high risk countries in the region that are subject to political sensitivities and frequent crisis and unrest.

Criteria and Questions

ILO DWCP evaluations usually focus on the relevance of the programme to beneficiary needs, the coherence of the programme design, the programme's efficiency and effectiveness, the impact of the results and the potential for sustainability. For each criterion, two or three specific evaluation questions are suggested.

Relevance

- What were the social, political, and economic contexts of the problems that the AEF Action Agenda sought to address? What problems did the DWCPs seek to address?

- Is ILO support relevant to the national sustainability development agenda and decent work priorities, national development needs and challenges, and action plans for the DWCP priorities?
- Are the ILO and its implementation partners supporting the country's employment and sustainable policy development prioritization and decision-making process?

Coherence

- How well were the DWCPs aligned with the various national and international development frameworks (e.g. UNDAFs)?
- How well did the national projects support their respective DWCPs?
- Was the ILO's work in the region logical and evaluable?
- Did the ILO's work in the region apply principles of Results-Based Management?

Efficiency

- How much time, effort, and financial resources are needed to develop and implement projects that contribute to DWCP outcomes?
- What are the synergies between ILO project programming and implementation among UN Agencies, national institutions, other DWCP projects, and other donor-supported projects and activities?

Effectiveness

- How well did the results achieved at the national level support “the overarching framework for ILO interventions in the Arab region,”⁶⁰ namely the AEF Action Agenda?
- How well did the Region's results promote the ILO's Strategic Policy Framework?
- How well did the results contribute to the ILO's cross-cutting themes of gender and non-discrimination?
- Were there any unexpected results?
- What were the key factors of success?

Impact

- How did the ILO's work in the region build the capacity of tripartite constituents to deliver on DWCP outcomes?
- How did the ILO's work in the region influence coordination among the ILO and its strategic partners?

⁶⁰ <http://www.ilo.org/public/english/region/arpro/beirut/about/index.htm>

- What are the aggregated results within each strategic outcome and CPO?

Sustainability

- What positive and negative recommendations and lessons could be offered to improve the sustainability of the ILO's work in the region?
- How can the findings of the evaluation inform the Region's strategic direction?
- What recommendations can be offered on the way forward?

Evaluation Design

In order to answer the above questions, the evaluation will be designed as a series of country programme reviews. Information from the reviews will be aggregated in order to understand collective contributions to the regional AEF Action Agenda.

In addition, sometimes, a system is more than the sum of its parts. Therefore, as appropriate, information will also be collected from regional organizations such as:

- Arab Labour Organization (ALO)
- International Confederation of Arab Trade Unions (ICATU)
- General Union of Chambers of Commerce, Industry, and Agriculture in the Arab states (GUCCIA)
- Executive Bureau of the Council for Ministers of Labour and Social Affairs in the Gulf Cooperation Council States
- Arab Fund for Economic and Social Development
- UN Economic and Social Commission for Western Asia - ESCWA.

Evaluation Methodology^{*}

One of the first tasks will be to conduct a desk review of appropriate material, including strategic regional documents, programme and project documents, progress reports, previous evaluation reports and relevant material from secondary sources. This includes baselines and any government documents. Information from the desk review, together with that gathered from the scoping mission, will be used to write the inception report.

^{*} Adjusted from original TOR based on actual process followed in completing the evaluation.

Upon approval of the inception report, EVAL in consultation with the Regional Office, will recruit a team of three national consultants based in Jordan, Lebanon and the occupied Palestinian territory. EVAL will work together with each consultant to conduct a programme review in their respective countries. The reviews will be based on the approach described in the ILO evaluation policy guidelines.

Data collection for the country programme reviews will include document analysis, group and individual interviews with key stakeholders, surveys, and site visits to select project venues. Sources of information would be Regional Office staff, representatives from regional and national tripartite constituent organizations, partner organizations, implementing agencies and all major stakeholders, including the donor. Minimal travel is anticipated for national consultants.

The evaluation will be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO evaluation policy guidelines, the UN System Evaluation Norms and Standards and the OECD/DAC Evaluation Quality Standards.

Expected Outputs

Draft country programme reviews should be submitted to EVAL one week after the finalization of the field mission. EVAL with the help of international evaluation consultants will consolidate information from the desk review and country programme reviews into a draft report that will answer the questions set out in the previous section. The length of the report will not exceed 80 pages (excluding annexes). It is suggested to structure the report as follows:

- Executive Summary with key findings, conclusions and recommendations
- Description of the Arab States Decent Work Agenda
- Description of how the countries under consideration are contributing to the Agenda
- Clearly identified conclusions and recommendations
- Lessons learned, good practices and good principles
- Good principles and effective models of intervention
- Appropriate annexes including DWCP reviews.

The report should include specific and detailed recommendations solidly based on the evaluator's analysis and, if appropriate, addressed specifically to the organization/institution responsible for implementing it. The report should also include a specific section on lessons learned that could be replicated or should be avoided in the future.

The report should clearly reflect the differences and similarities between countries when making general assessments, conclusions, and recommendations to avoid factual inaccuracy in details related to a specific country.

Ownership of data from the evaluation rests exclusively with the ILO. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO.

Annex II. List of projects

Project code	Project title	Total budget US\$	Source of fund	Start date	End date
LEBANON					
LEB/07/01M/UND 100883 500346	Supporting Local Socio-Economic Recovery in War-affected Areas of South Lebanon (Phase I)	1 448 108	LRF: US\$1 183 108 RB: US\$115 000 RBSA: US\$150 000	Aug-07	Mar-10
LBN/08/01/RBS 101563 500478					
LEB/09/01M/UND 101742 500627	Supporting Local Socio-Economic Recovery and Development in War-affected Areas of South Lebanon (Phase II)	1 500 000	Lebanon Recovery Fund (LRF)	May-09	Sep-11
LEB/07/03M/ITA 101087 500441	Skills development, Employment Service and Local Economic Recovering in the Construction Sector in South Lebanon	2 949 852	Italian Cooperation	Apr-08	Mar-13
LEB/08/02/UND 101123 500454	Emergency employment and skills in the Nahr El Bared Palestinian Camp	106 150		Apr-08	Jun-08
LEB/08/06P/ITA 101584 500594	Strengthening National Action to Combat the Worst Forms of Child Labour in Lebanon	835 655	Italian Cooperation	Jan-09	Jun-11
LEB/08/07M/UND 101387 500544	Integrated Support to the Rehabilitation of Nahar El Bared Camp Adjacent Area	240 426	ECHO Budget for entire project: US\$2 309 496	Jul-08	Dec-08
LEB/08/05M/UNR 101233	Enhancing Local Employment, Skills and Enterprises in Nahr El Bared and Beddawi Camp	650 000	UNRWA Flash Appeal	Aug-08	Dec-10
LEB/08/01/CAN 101208 500470 LBN101	Support to Public Employment Services in Lebanon: Strengthening the Capacity of the National Employment Authority	2 158 980	CIDA	Mar-08	May-13

LEB/09/02M/CAN 101762 500632	Strengthening Information and Access to Employment for Palestinian Refugees in Lebanon	485 987	CIDA	Mar-09	Sep-11
LEB/09/50/UND 101874 500484 LBN103	Conflict Prevention and Peace Building in North Lebanon	876 539	UNDP/Spanish MDG Fund (Budget for entire project: US\$5 000 000)	Sep-09	Aug-12
LEB/10/01M/UND 102298 500799	Recovery of Nahr El Bared Surrounding Communities Affected by the 2006 and 2007 conflicts - support to	250 000	UNDP (LRF)	Sep-10	Apr-11
RAB/09/50/NOR 101615 500571	Enhancing labour inspection effectiveness	665 500	Norway (total budget US\$1 990 000)	Mar-09	Dec-10
LEB/10/02/EEC 102383 500831 LBN101	Improving access to employment and social protection for Palestinian refugees living in Lebanon	385 425	European Commission	Nov-10	Feb-13
LEB/10/03/SDC 102401 500839 LBN103	Palestinian Women Economic Empowerment Initiative	479 007	Swiss Agency for Development and Cooperation	Oct-10	Mar-13
LEB/10/04/EEC 102748 500920 LBN151	Protecting the Rights of Migrant Women Domestic Workers in Lebanon	2 150 350	European Commission	Jun-11	May-14
LEB/10/05/SDC 102723 500906 LBN151	Protecting the Rights of Women Migrant Domestic Workers (WMDWs) in Lebanon Through a Participatory Policy Dialogue and Action Process	248 600	Swiss Agency for Development and Cooperation	May-11	Jun-13
LEB/11/02/UNR 102737 500970 LBN101	ILO/UNRWA project on employment services for Palestinian refugees in South Lebanon	422 436	Swiss Agency for Development and Cooperation	Oct-11	Sep-13
LEB/11/03/UND 103077 501006 LBN151	Empowerment of youth at risk through job creation programme in areas of tension	300 670	Peace-building Fund	Nov-11	May-13
LBN/12/01/RBS 103191 500998	Support Strengthening Labour Admin. System Lebanon	166 940	RBSA	Jan-12	Dec-13
LEB/12/01/FRG 103520 500794	Supporting National Action to Combat the Worst Forms of Child Labour in Lebanon	300 000	Germany	Jul-12	Jun-13

Total (Lebanon)	16 620 625				
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JORDAN					
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JOR/02/02/AGF 10994 50785	Establishment of a Community-based Training Centre in Jordan	87 784	Arab Gulf Programme for Development Organization	Apr-03	Dec-08
JOR/06/01/USA 100825 500322	Forced Labour and Trafficking in Jordan: A pilot programme on the QIZ	299 620	US Department of State (handled by DECLARATION- HQ)	Mar-07	Sep-09
JOR/08/01/CAN 101654 500608	Eliminating Forced Labour and Trafficking in Jordan	402 576	CIDA	Mar-09	Dec-10
JOR/07/04/JOR 101074 500502	Better Work Jordan	7 319 099	Jordan: US\$1 050 000	Apr-08	Mar-13
JOR/07/02/USA 101201 500430			USAID: US\$5 788 269	Feb-08	Dec-13
JOR/10/01/CAN 102171 500748			CIDA: US\$480 830.19	Mar-10	Jun-12
JOR/06/02/SPA 100733 500310	Promoción de los principios y derechos fundamentales en el trabajo en Jordania (fase transitoria)	80 147	Spain	Jan-07	Sep-07
JOR/07/03/SPA 100909 500352	Promoting Fundamental Principles and Rights at Work in Jordan	1 542 856	Spain	Sep-07	Aug-10
JOR/02/01/ITA 12285 50887	Capacity Building of the Ministry of Labour for Employment Generation and Poverty Reduction	1 105 799	Italy, Ministry of Foreign Affairs (handled by ITC/TURIN)	Feb-04	Dec-08
JOR/96/01/ITA 10997 50882	Handicraft Development	1 254 726	Italy, Ministry of Foreign Affairs (handled by EMP/SKILLS)	Oct-96	Jun-08
JOR/07/01/ITA 100747 500298	Handicraft Promotion in Jordan	723 226	Italian Cooperation	Feb-07	Sep-10
JOR/05/01/JOR 100201 500082	Actuarial Consultancy	225 473	Social Security Corporation (handled by SEC/SOC-HQ)	Sep-05	Jun-10

JOR/08/02/RBS 101562 500478	Establishment of Strategic Programme and Policy Unit at the Ministry of Labour (Policy Management Unit/Min.Labour, Jordan)	190 072	RBSA	Apr-09	Nov-10
JOR/08/01/RBS 101440 500479	Microfinance for DW in the Arab Region (Jordan)	12 664	RBSA	Jan-08	Dec-09
JOR/10/01/RBS 102075 500696	Microfinance for decent work in the Arab States (Jordan)	2236	RBSA	Jan-10	May-10
JOR/11/01/BDC 102753 500922 JOR101	Know About Business in the National Company for Employment and Training	74 467	Business Development Center (BDC - Jordan)	May-11	Mar-13
JOR/10/50P/USA 102511 500813 JOR153	Policy Interventions for a Child Labour Free Jordan	2 000 000	USDOL	Jan-11	Dec-14
JOR/11/04P/USA 103003 501000 JOR154	Protecting Migrant Workers' Rights in Jordan	742 574	US Department of State	Sep-11	Sep-13
JOR/11/02/JOR 103197 501052 JOR105	Technical advisory services for the 7th Actuarial Review of the Social Security Corporation and the strengthening and extension of social security	497 144	Social Security Corporation	Mar-12	Aug-14
JOR/12/03/JOR 103260 501070 JOR101	Introduction of "Know About Business" at the Development and Employment Fund	104 412	Development and Employment Fund	Apr-12	Sep-13
JOR/10/02/RBS 102751 500695	Support the Launching of the National Committee on Pay Equity	100 000	RBSA (Norway)	May-11	Jun-12
JOR/10/03/RBS 102752 500695	Support to Strengthen Jordan's Labour Migration Governance and Inspection Mechanisms	112 000	RBSA Netherlands (\$64 926) Denmark (\$43 380) Norway (\$3 694)	May-11	Jun-12
JOR/12/01/RBS 103266 500998 JOR127	Support to modernize Jordan's Labour Inspection System	197 541	RBSA Netherlands	Jan-12	Dec-13
JOR/12/51/SID 103363 501032 JOR104	Tripartite action for youth employment in Jordan	300 000	Sweden	Jun-12	Dec-13

JOR/12/02/CAN 103316 501067 JOR127 & JOR128	Promotion of Fundamental Principles and Rights at Work in the Aqaba Special Economic Zone Authority	223 541	Human Resources and Skills Development Canada	Apr-12	Sep-13
JOR/12/50/NOR 103327 501086 JOR152	Re-valuing women's employment: Implementing equal pay for the work of equal value in Jordan	150 000	Norway	May-12	Apr-13
JOR/12/02/RBS 103472 500998 JOR105	Support Constituents to establish a national Social Protection Floor	170 870	RB SA	Jan-12	Dec-13
Total (Jordan)		17 918 826			

OCCUPIED PALESTINIAN TERRITORY

PAL/08/01/SAU 101242 500498	Palestinian Employment Programme in the occupied Palestinian territory	661 000	Saudi Arabia, Kuwait	Jan-09	Dec-10
PAL/95/06/KUW 11449 50910					
PAL/08/01/UND 101560 500579	Entrepreneurship education: introduction of KAB in vocational and technical training in Palestine	300 000	UNDP, Turkey	Jan-09	Jul-11
PAL/09/01/TUR 101673 500607					
PAL/01/01/SFM 11447 50790	Establishment of Sheikha Fatima Bent Mubarak Vocational Rehabilitation Center for People with Disabilities and Youth with Special Needs in Hebron	1 156 256	Sheik Fatima Bent Mubarak / Red Crescent Society	Aug-01	Dec-08
PAL/07/01/ISB 101313 500546	Equipping the Sheikha Fatima Vocational Rehabilitation Centre in Hebron	550 000	Islamic Development Bank	Oct-08	Jun-12
PAL/09/02/SID 101950 500687	Capacity Development of the Federation of Palestinian Chambers of Commerce, Industry and Agriculture (FPCCIA) – Inception Phase	280 663	SIDA	Dec-09	Aug-10

	ILO Emergency Employment Initiatives in the Gaza Strip	390 000	RBTC reserve	May-09	Dec-09
PAL/09/50/UND 101619 500484 PSE128	Gender Equality and Women's Empowerment in the occupied Palestinian territory	1 649 245	Spanish MDG Fund (total budget of US\$9 million)	Feb-09	Mar-13
PAL/10/01/SDC 102538 500875 PSE101	Skills development and employment services in the construction sector in Gaza	493 087	Swiss Agency for Development and Cooperation	Dec-10	Oct-12
PAL/11/01/KUW 102825 500873 PSE101 & PSE126	Revitalization of the Palestinian Fund for Employment and Social Protection	337 138	Kuwait	Jul-11	Jun-12
PAL/11/50/KUW 102854 500873 PSE102	Entrepreneurship education: Nationalization of the Know About Business	161 156	Kuwait	Jul-11	Dec-12
PAL/12/01/WAS 103349 501087 PSE103	Nationalization of the Know About Business	120 000	Welfare Association	May-12	May-13
PSE/10/01/RBS 102322 500695	Skills development programme targeting the construction sector in Gaza	203 378	Kuwait (RBSA)	Sep-10	May-12
PSE/10/02/RBS 102354 500695	Promotion social dialogue in the occupied Palestinian territory	378 397	Kuwait (RBSA)	Oct-10	Jun-12
PSE/12/01/RBS 103446 500998 PSE101	Support women's economic empowerment	204 230	RBSA	Jan-12	Dec-13
PSE/12/02/RBS 103540 500998 PSE154	Support the development of a National Policy and Programme framework (NPPF) on child labour	323 400	RBSA (US\$203 400) Cash surplus (\$120 000)	Jan-12	Dec-13
PSE151	Social Protection Floor	50 000	Cash surplus (US\$50 000)		Sep-13
Total (occupied Palestinian territory)		7 257 950			

REGIONAL					
RAB/09/01/IDR 102156 500747	Dissemination Strategy: Gender Equality and Workers' Rights in the Informal Economies of Arab States	93 809	International Development Research Centre Canada	Apr-10	Mar-12

RAB/10/02/RBS 102590 500	Strengthen TUs to engage in policy dialogue	100 000	RBSA	Jan-10	May-12
RAB/11/03/SDC 103030 501005	Human Trafficking Research in the Middle East	25 000	Swiss Agency for Development and Cooperation	Nov-11	Sep-12
RAB/11/02/USA 103014 500976	Strengthening Workers' Organizations in the Arab Countries Through Social, Economic and Legal Literacy	1 980 198	USA Department of State (US\$1 980 198)	Sep-11	Sep-13
RAB/11/01/NTU 102960 500979		150 000	LO Norway (US\$150 000)	Sep-11	Sep-14
RAB/12/50/NOR 103376 501086	Developing the capacity of Employers' Organizations in the Arab Region to contribute to job rich growth through effective policy and social dialogue	750 000	Norway	Jun-12	Dec-13
RAB/12/51/IRL 103538 501043	Enhanced action against forced labour in the middle east	181 541	Ireland	Aug-12	Dec-13
RAB/12/04/SDC 103617 501193	Skills Development Support to UNRWA	248 783	Swiss Agency for Development and Cooperation	Nov-12	Nov-13
RAB/12/52/NOR 103663 501015	Gender mainstreaming in the ILO Norway Partnership Agreement in Regional Arab States	100 000	Norway	Sep-12	Dec-13
RAB/12/05/UNO 103798 501207	Aid for Trade Initiative for the Arab States	22 000	UNOPS (handled by EMP/SKILLS-HQ)	Nov-12	Jan-13
Total (regional)		3 651 331			
TOTAL		45 448 732			