



# Sub-Regional Initiative on Promoting Gender Equality in the World of Work in Lebanon, Syria and Jordan

## Final Evaluation Report

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### **Abbreviations:**

ALI	Association of Lebanese Industrialists (ALI)
CCIAB	Chamber of Commerce, Industry, and Agriculture of Beirut and Mount Lebanon
CGTL	General Confederation of Lebanese Workers
CIDS	Chamber of Industry of Damascus and its Suburbs (Syria).
DSA	Daily Subsistence Allowance
DWCP	Decent Work Country Program
DWGE	Decent Work and Gender Equality
ECOSOC	Economic and Social Council
ILO	International Labour Organization
ILS	International Labour Standards
JNCW	Jordan National Commission for Women
M&E	Monitoring and Evaluation
MOL	Ministry of Labour
MOSAL	Ministry of Labour and Social Development
OPT	Occupied Palestinian Territories
RBSA	Regional Budget Supplementary Agreement
ROAS	Regional Office for the Arab States

## **1. Executive Summary**

### **Introduction**

This evaluation comes at the end of a one year sub-regional initiative in Lebanon, Jordan and Syria. The purpose of the evaluation is to assess the achievements of the project during its life span (12 months extended to 15 months) and draw the conclusions and lessons learned that will assist the three targeted countries to continue to affect the goals of the project in their respective countries.

The evaluation is carried out by an external independent senior evaluator and designed as a participatory exercise to yield lessons learnt for the parties involved such as project and programme staff. The evaluation focuses on the major components: project design, implementation of planned activities, sustainability, lessons learnt and good practices.

### **Implementation**

The emphasis of the project activities was on activities aiming to: 1) Improve constituents' understanding of the challenges they face and the possible responses available to them; 2) Improve constituents' understanding of gender-related International Labour Standards;

In doing so, the Project targeted:

- Senior-level officials through one policy roundtable in each country on strategic issues where ILO RO Beirut Gender Programme research has already been initiated.
- Mid-level officials through tripartite consultative meetings
- Staff of the constituent organizations through awareness raising workshops
- Media personnel through an awareness-raising sub-regional media workshop

The design of the original project document of the ILO Decent Work and Gender Equality Project is deemed relevant as it was designed in response to demand voiced by ILO constituents (governments, employers' and workers' organizations) in the three countries of Jordan, Lebanon and Syria within the framework of the Decent Work Country Programmes for Jordan and Syria and in follow-up to ongoing technical advisory and cooperation work in Lebanon.

However, extensive changes were made to the original vision of the project document during implementation. Some of these changes negatively impacted the project's effectiveness. In particular, the project failed to involve the decision makers at the beginning of the project. Since this project was too short to deliver immediate or short term results it is important to include the decision makers in the process of change and have them buy into the commitment and involvement in this change.

### **Achievements**

The key achievements of the project were:

- The establishment of an institutional structure in Syria for following-up the application of gender-related ILS and that in Jordan to advance pay equity.
- Raising awareness of gender-related ILS among the tripartite partners in Lebanon, Jordan and Syria at the middle-management level.

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- Building partnerships between the ILO and relevant stakeholders on priority gender-thematic issues in the world of work in Jordan and Syria.
- Several products contributing to building the knowledge base on gender justice in the world of work in Lebanon, Jordan, and Syria were produced (although some not finalized) as follows:
  - TV spots on C100 and C111 were produced;
  - A printed materials toolkit on gender-related ILS was designed and tested in the three countries (although not produced);
  - Two "Towards a Policy Brief" documents were produced in Jordan and Syria;
  - A legal assessment study (a comparison of national laws relating to gender thematic issues in the world of work from the three countries) was produced

### **Efficiency**

The Project used the earmarked funds properly and mostly efficiently and in line with financial rules and procedures. The problem though was with the timing of the activities whereby most activities started late and were mainly carried out in three months (October 2009; December 2009; March 2010).

Workplans for further gender-related ILS training were developed during the sustainability workshops in April 2010, although the project funds had been totally expended. Similarly there were no funds left to produce the toolkit material after its testing and review by the constituents in the three countries. Nor were the policy briefs for Syria and Jordan, in follow up to the policy round tables, printed. These points will have negative ramifications on the continuation of activities as suggested and planned in the sustainability workshops. The recommendations section of this report addresses this point in terms of suggestions for future activities on decent work and gender equality in the three countries.

### **Lessons learned and good practices**

This sub-regional DWGE project funded by a RBSA agreement is in itself a lesson learnt: It had many objectives and aspired to do too much in a short time. A principal lesson for projects of such a short duration is to select a few topics based on national needs and focus on them to attain tangible results and add value to DWCP objectives.

Other key lessons learned are:

- In highly centralized political systems, such as those of Syria and Jordan, successful policy advocacy requires a high level of engagement with senior-level officials.
- Close cooperation with national constituents in drafting and disseminating the findings of ILO policy briefs is good practice. In Jordan, this led to the recommendations of the policy roundtable being adopted by the Jordanian National Women's Committee which will ensure national ownership and follow-up for incorporation into national labour laws in due course.
- Selection by the constituent organizations of proficient taskforce coordinators yielded commendable results. In Syria, at the end of the project three taskforce coordinators were officially authorized by their departments to advise the policy-level decision makers in an upstream capacity to affect policy directives for follow-up into legislation.

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- Regional/sub-regional projects present a unique opportunity for mutual learning and cross-fertilization among ILO constituents from different countries. It is important for future regional/sub-regional projects to capitalize on such opportunities.

### Recommendations

The DWGE project laid the groundwork for introducing constituents in the three countries to the concepts of labour rights and gender equality. The momentum built by the project should be maintained and built upon through more focused and targeted interventions in each country according to its identified interests and priorities.

This should start with the formation and follow-through of a National Advisory Committee in each country which is committed to concrete and actionable interventions. Soliciting the contribution of each country in terms of committing staff and tripartite membership (at both the senior and middle levels) should be an integral condition of future collaboration.

Follow up on the project activities can be instigated by ILO in a country-level workshop focusing on these decision makers and working closely on a resource-needs and prioritization roadmap for the next phase as well as developing a mechanism approved by all partners for follow up and monitoring of activities.

Suggestions for follow up activities as identified by this evaluation exercise and emanating from discussions with all the concerned parties at both ILO-ROAS and the three countries' tripartite senior-level officials are listed below.

### SYRIA

- **Technical assistance toward enforcement of the ratified conventions:** devise mechanisms that will enable reinforcement of the conventions that Syria already ratified, with focus on the private sector (and the informal sector).
- **Technical assistance on labour inspection:** Improve labour inspectors' sensitivity to gender issues in the workplace.
- **Informal economy collaboration:** UNDP-Syria has signed an agreement with the Syrian government to conduct a survey on the informal economy in Syria. The project's collaboration with UNDP set in motion a process that will lead to ongoing coordination with ILO (at the national, regional and HQ levels).
- **Technical assistance on monitoring and evaluation:** Establish and train a monitoring and evaluation committee to oversee the work of the National Tripartite Committee on Gender Equality at Work.
- **Proactive engagement with ILO constituents:** ILO TC projects are newly implemented in Syria, and it may take some time for the government to become familiarized with their presence and mode of operation. Thus more "courtesy" visits are needed at high levels from ILO to its constituents.

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### LEBANON

- **Training for trade unionists:** Further training for trade unionists. However, it was requested that future training be of a less theoretical and more practical nature.
- **Technical assistance to institutionalize gender-mainstreaming:** Technical assistance from the ILO to establish specialized gender units or focal points in constituent's organizations to raise awareness, increase knowledge, and work towards implementation of the gender-related international conventions.
- **Creating a knowledge base to support decent work and gender equality:** Conduct studies feeding into a national strategy on gender equality in the world of work in Lebanon.

### JORDAN

- **Technical assistance on pay equity:** At the end of the policy roundtable in Jordan, it was decided that the ILO would support the Jordanian National Commission for Women and the MoL in forming and activating a tripartite-plus Jordanian Committee on Pay Equity.
- **Technical assistance on childcare provision:** Family responsibilities of women workers emerged as a major area of concern for all tripartite partners. The MoL and Social Security Corporation are at the preparatory stage of developing childcare initiatives which could benefit from ILO technical assistance.
- **Technical assistance on the Maternity Fund:** Assistance in operationalizing the newly established Maternity Fund and raising the awareness of employers and women and men workers about the Fund.

### GENERAL RECOMMENDATIONS

- Gender equality is a cross-cutting principle that should be integrated and monitored throughout all national components and activities of the decent work framework. Mainstreaming gender equality components in the three countries' DWCPs could be carried out by refocusing on the gender tools such as the gender audit, gender budgeting, etc.
- It is worth noting the importance of developing robust selection criteria for the focal points in future to help guide ILO constituents in selecting the appropriate candidates.
- There is a dearth of a solid knowledge base on decent work and gender equality in the three countries, despite constituent demand for research on these issues. This suggests that it is important for the ILO to engage universities and research institutions and build their capacity to carry out quality research in this field.
- In addition to universities and research institutions, it is also of utmost importance to involve lawyers and judges of the legislative and judicial systems as well as labour inspectors in follow-up initiatives.
- Due to the seeming lack of external monitoring by donors, RBSA projects are likely to encounter less scrutiny than other TC projects and thus may be more prone to delays in implementation. However, despite the fact that there might not be direct donor scrutiny

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on specific RBSA projects, according to the minutes from PROGRAM, RBSAs are bound by the same rules as all TC projects. Hence, to address this, ILO-ROAS may formulate a region-wide policy and design a system for internal monitoring of RBSA-funded projects.

## **2. Introduction**

This evaluation comes at the end of a one year sub-regional initiative in Lebanon, Jordan and Syria (also referred to as DWGE project in this report). The project took place from January to December 2009 and was subsequently extended for four months hence the evaluation took place in April 2010.

The purpose of the evaluation is to assess the achievements of the project during its life span (12 months extended to 15 months) and draw the conclusions and lessons learnt that will assist the three targeted countries to continue to affect the goals of the project in their respective countries.

The goal of the sub-regional project in Lebanon, Jordan and Syria, is to advance gender equality in the world of work according to the International Labour Organization's conventions and recommendations. It aims to increase the capacities of the tripartite constituents to develop integrated policies and programmes on identified priority gender thematic issues.<sup>1</sup> The project came in response to the demand voiced by ILO constituents within the framework of the Decent Work Country Programme for Jordan and Syria, and in follow-up to ongoing technical advisory and cooperation work in Lebanon.

The project is funded by the ILO Regular Budget Supplementary account (RBSA) from Norwegian government contributions that were earmarked for gender equality with allocations earmarked for the specific regions.

The independent final evaluation was undertaken in line with ILO policies and procedures on evaluations. It is conducted by a senior external evaluator, and managed by the ILO Regional Office for the Arab States (ROAS), namely the Evaluation Manager, who is also the Program Manager. A section below will describe the methodology used in this evaluation. Annex 1 has the TOR for the evaluation consultant.

## **3. Evaluation Methodology**

The evaluation employs the evaluation standards and requirements set by the ILO's Evaluation Unit policy and guidance documents and as shared by the Regional Programming Services Department at ILO-ROAS. It is carried out by an external independent senior evaluator and designed as a participatory exercise to yield lessons learnt for the parties involved including

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<sup>1</sup> "Proposal for RBSA allocations: Decent Work and Gender Equality a Sub-Regional Initiative: Lebanon, Jordan and Syria."

"RBSA Gender Project Strategy (version 5)"



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project and program staff. The evaluation focuses on the major components of the project: design, implementation of planned activities, sustainability, lessons learnt and good practices.

The components of the Evaluation are:

### **1. Desk Review.**

The evaluation starts with a desk review of the project related documents and reports. A list of the reviewed documents is provided in Annex 2. There were additional reports, financial reports and additional documents requested by, and provided to the evaluator throughout the evaluation exercise.

### **2. Data collection:**

The collection of information consists of primary and secondary sources. Secondary data encompasses reviewing the project document, work plan/s, budget and summary financial reports, progress and mission reports as well as related studies, research reports, and other relevant documents (mentioned above).

The primary data collection was carried out in Lebanon, Jordan and Syria using broadly similar methodologies in the three countries, based on interviews.

Interviews were carried out at the following levels:

#### In house:

This includes interviews with project staff, ROAS management, regional technical specialists and related staff.

#### Tripartite partners:

At Management and Taskforce levels including the coordinators at country level as follows: Policy (government and legislation); Employers' organizations; and Workers' organizations (Annexes 3 A,B,C).

Related participants, such as researchers, media personnel, UN partners, donors, civil society and women machineries (where relevant and available) (Annexes 3 A,B,C).

### **3. Stakeholders Workshop**

Additionally, a semi-structured stakeholders' workshop was carried out using a quasi-structured focus group methodology, with a representative participation of the tripartite partners at the end of the interview phase in each country. The purpose of the stakeholders' workshop was to gather further information to fill certain gaps, validate certain information and share with the participants the preliminary findings of the evaluation to date. Some guiding questions are included in Annex 4.

### **4. ROAS Management Meeting**

At the end of the first phase of the evaluation (in Lebanon) a brief focused meeting was carried out with the ILO-ROAS management to ascertain certain findings and fill some gaps regarding the project, such as design, project management, tentative questions and findings, progress and sustainability.

### **5. Debriefing**

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A debriefing took place at the ILO-ROAS office with management, programme, project and related staff. Participants were determined by the Program Manager. This provided an opportunity for these staff members to give feedback on the preliminary results of the data collection.

### **6. Evaluation Report**

Findings of the evaluation are presented in this draft report, which also includes conclusions on the impact and sustainability of the activities initiated under this project, good practices, lessons learned and recommendations for future steps. The draft report is hereby presented to the Evaluation Manager who in turn will circulate it to the tripartite partners and related parties in the three countries. The feedback of the partners and stakeholders will be compiled, consolidated and sent to the evaluator who will finalize the report in light of the provided feedback. The final report will be submitted to the Evaluation Manager.

## **4. Background**

### **4.1 Decent Work and Gender Equality: the ILO approach**

The ILO is devoted to advancing opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. Its main aims are to promote rights at work, encourage employment opportunities, enhance social protection and strengthen social dialogue.<sup>2</sup>

Gender equality is at the heart of decent work for all women and men. In the context of its Decent Work Agenda, the ILO promotes equal opportunity and treatment for all women and men to obtain decent and productive work that delivers a fair income, security in the workplace, social protection for families, prospects for personal advancement and freedom of expression and assembly.<sup>3</sup>

This agenda incorporates the needs and perspectives of governments, employers and workers and provides a tripartite platform for constructing consensus on social and economic policies. For many women, however, access to rights, employment, social protection and social dialogue platforms remains elusive, despite significant achievements. The ILO, therefore, continues to advocate for advancement of women's economic empowerment and an end to gender inequalities in the world of work across the world and in Arab States.

The ILO and its constituents pursue a wide range of activities that use gender mainstreaming as a strategy to achieve gender equality, an essential feature of decent work. Such activities take place under each of the ILO's four strategic objectives:

- 1) Promote fundamental principles and rights at work;
- 2) Create greater employment and income opportunities for women and men;
- 3) Enhance the coverage and effectiveness of social protection; and
- 4) Strengthen social dialogue and tripartism.

The ILO offers advice and guidance to its constituents on gender equality and gender mainstreaming in labour policies, legislation, programmes and institutions and promotes increased, effective and informed participation of women as workers, leaders and members in labour market governance institutions. The ILO uses a two-pronged approach to promoting gender equality in the world of work in Arab States: (a) Mainstreaming gender in relevant laws, policies and practices, addressing specific and often different concerns of women and men across life cycles; and (b) Developing and implementing targeted interventions that enable women and men to participate and benefit equally from development efforts.

### **4.2 Labour Markets and Women's Employment in Lebanon, Jordan and Syria**

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<sup>2</sup> International Labour Office (2009) "Gender Equality at the Heart of Decent Work: Why a Global ILO Campaign on Gender Equality?" Available at: [http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms\\_093653.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_093653.pdf)

<sup>3</sup> International Labour Office Campaign for Gender Equality at the Heart of Decent Work. Available at: <http://www.ilo.org/gender/Events/Campaign2008-2009/lang--en/index.htm>

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The composition of the labour force is rapidly and dramatically changing around the world including throughout Arab States. Given shrinking public sector employment options and slow gains in viable private sector alternatives, the informal economy is becoming the mainstay for many women and men. Lebanon and Jordan are small countries, while Syria is much larger in terms of its population and land. All three economies are primarily comprised of micro, small and medium-sized enterprises, most with less than 5 employees. Workers in small enterprises have limited access to training and career development. A large number of them are not covered by social security. Despite its shrinking size public sector employment has appeal for women due to the security and benefits it offers.

With respect to women's labour force participation there are a number of similarities in the three countries.

- There is a significant gap between the labour force participation rates of women and men;
- Women are mainly concentrated in "feminized" professions, such as nursing and teaching which are often underpaid.
- Despite their higher educational achievements, women are found in lower ranks than men, such as clerical and administrative jobs; although there is an increasing trend of women occupying sales positions
- Unemployment among women, especially young educated women, is growing rapidly in all three countries.
- They all are countries which receive migrant workers from other countries. In the case of women migrant workers, they all have growing numbers of Asian and African domestic workers. In the case of Jordan there are also a large number of Asian women workers in the QIZ working in textile and apparel.

**Table 1**

Key Indicators	Lebanon 2004	Jordan 2007	Syria 2003
Employment-to-population ratio (%)	37.5	34.6	41.1
Men	57.0	57.7	67.1
Women	18.2	11.0	14.3
Women/Men (%)	31.9	19.1	21.3
Unemployment rate (%)	7.9	13.1	12.1
Men	7.3	10.3	9.6
Women	9.5	25.6	22.4
Women/Men (%)	130.1	248.5	233.3
Labour force participation rate (%)	44.0	39.8	46.8
Men	68.9	64.4	74.0
Women	20.4	14.7	18.0
Women/Men (%)	29.6	22.8	24.3

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Institutionally, the experience around established structures for advancing women's employment varies greatly. While a Population Unit exists in MOSAL in Syria (established by support from UNFPA), its focus is more on reproductive health and social welfare issues. There is a one person Women Enterprise Unit in MOL in Lebanon which is largely non-operational. In the case of Jordanian Ministry of Labour, a Women Workers' Directorate has been in place since 2006, although assessments to date indicate the need for significant support for institutional capacity building.

## **5. Project Overview**

During the early stages of the project, several fundamental changes were made to the original design set out in the project document approved for funding under the RBSA modality. As will be discussed, these changes went beyond modification of project activities and had implications for the objectives of the project as a whole. (Review figures in Annex 5A and 5B as examples).

The major shift in the conceptualization of the project makes it difficult to assess whether the project has achieved its objectives without a thorough analysis of the shift in the project implementation. This analysis is presented in sections 5.1 and 5.2 below.

Section 5.3 provides an overview of management-related issues.

### **5.1 Design:**

This project was one of a number of project initiatives in ROAS for delivery under the first round of ILO's new Regular Budget Supplementary Account (RBSA) modality. According to an information note prepared the ILO Governing Body's Programme, Financial and Administrative Committee<sup>4</sup> on the RBSA modality,

"The allocation of RBSA contributions within each region will be based on results-based DWCPs and regional priorities as determined by Regional Meetings and the Governing Body. RBSA allocations will support specific DWCP priorities and outcomes with measurable expected results. Selection criteria will include tripartite support and involvement, the contribution to national development objectives and United Nations country programme goals, ILO comparative advantage and Office-wide support."

The project objectives set out in the original project document were designed based on relevant elements in the three countries DWCPs as follows:<sup>5</sup>

**JORDAN:** The Decent Work Country Programme (DWCP) that was signed with the Government of Jordan in 2006 consisted of several components of interventions based on national priorities. The most pertinent regarding gender equality are as follows:

- There is considerable emphasis under Outcome 2 (National Youth Employment Programme Strengthened) on the disproportionately high level of unemployment among young women. According to the DWCP, "Attention to young women's labour market integration will be a priority since they face more difficulties in labour market integration".

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<sup>4</sup> ILO Governing Body Programme, Financial and Administrative Committee (2007) "Regular Budget Supplementary Account" Available at: [http://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---relconf/documents/meetingdocument/wcms\\_084825.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_084825.pdf)

<sup>5</sup> Since UNDAF objectives are incorporated into the design of DWCPs, this should also reflect United Nations country programme goals.

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- Outcome 6 (Labour Administration Strengthened) lists as a primary output "Working Women Department (at MOL) is functional and effective in monitoring gender equality at work." The DWCP states that "The second area [of focus under Outcome 6] is to promote gender mainstreaming in the functions of the Ministry's departments." The Ministry has recently created a working women's department and there is an on-going initiative by the Jordanian National Commission for Women to jointly develop a gender mainstreaming strategy for the Ministry.

**SYRIA:** The ILO and the Government of Syria signed a DWCP in 2008. Among the agreed priorities,

- Outcome 1 (Labour Market Governance and Compliance with DECLARATION and ILS Improved Through Strengthened Labour Administration) lists as an immediate outcome "Increase capacity of constituents to develop integrated policies and programmes to advance gender equality in the world of work"
- Outcome 4 (Conducive Business Environment and Entrepreneurship Culture Targeting Syrian Youth and Women Fostered) focuses strongly on gender equality.

**LEBANON:** Although there is no DWCP agreement in Lebanon, the post 2006 war assessment of ILO had identified certain priorities which have materialized into several projects on promoting the protection of women migrant domestic workers' rights, post-conflict rehabilitation in Nahr el-Bared, local economic development in South Lebanon and employment offices reform across the country.

Therefore, the RBSA proposal was structured around the following outputs:

- 1.1 Appropriate institutional structures and mechanisms of better coordination for advancing women's employment developed and implemented.
- 1.2 Enhanced capacity of national women's machineries for the advancement of women's work in the three countries
- 1.3 An effective information management and knowledge sharing system established in the 3 countries

The project was to draw on established ILO tools and strategies some of which were developed at the global level and adapted to the regional context and others developed by the Regional Office for Arab States and tested in other countries covered by the regional office including Yemen and OPT such as participatory gender audit, pay equity, policy advocacy networks, media awareness and knowledge management are at the core of its strategy.

According to needs assessments to be conducted in each country, the project was expected to carry out a series of country-specific interventions guided by a Sub-Regional Tripartite Steering Committee composed of high level officials. The Project rationale was subsequently developed, and built upon through consultations with key stakeholders and national partners. Instead of a sub-regional steering committee, it was decided to have three National Tripartite Steering Committees. A more detailed strategy and log frame were developed to better reflect how the specific results would be achieved (Annex 6A).

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The project proposal was shared and discussed within ROAS among relevant staff members, units and management; it was also shared with relevant ILO HQ departments, including the GENDER Bureau, NORMES Egalite and PROGRAM, among others, for their inputs. All comments received were reflected upon and integrated into the revised proposal. Some suggestions by the CTA of the gender project in Yemen (who became the CTA for the RBSA Subregional project), such as changing the selection of countries, were declined by ILO ROAS management.

This revised strategy (and 6B) focused on the two following outcomes.

### **Project Outcome 1: Increasing the capacity of constituents in Lebanon, Jordan, and Syria to develop integrated policies and programmes to advance gender justice in the world of work**

- Output 1.1: The institutional capacity of constituents in Lebanon, Jordan, and Syria is strengthened to advance gender justice in the world of work
- Output 1.2: The technical capacity of constituents in Lebanon, Jordan, and Syria is strengthened to advance gender justice in the world of work

### **Project Outcome 2: Improving knowledge management and developing partnerships on gender justice in the world of work in Lebanon, Jordan, and Syria**

- Output 2.1: The knowledge base on gender justice in the world of work in Lebanon, Jordan, and Syria is strengthened
- Output 2.2: Partnerships and communication are developed on gender justice in the world of work in Lebanon, Jordan, and Syria

Specific performance indicators were developed for each of the outcomes and outputs (Annex 7).

## **5.2 Activities**

The project was approved in December 2008 with a budget of \$854,493. The Project commenced its activities upon the recruitment of the CTA in January 2009 for an initial duration of one year. It was subsequently extended until end of April 2010.

Activities under the Sub-Regional Initiative on Promoting Gender Equality in the World of Work in Lebanon, Syria and Jordan, January – December 2009, were originally designed to be fine-tuned based on the results of a report based on country-specific needs assessments to be conducted in the three countries. This assessment, which was to be conducted between September and November 2008, was intended to allow the ILO ROAS to identify country related priorities in a consultative manner and to better address them through ad hoc activities included in the sub-regional initiative.

During the early stages of the project, the needs assessment exercise was initiated but eventually aborted on account of the lack of delivery on the part of the selected external collaborator. Instead, a project guidance note on national priorities of the ILO constituents, based on the ILO's experience on promoting gender equality in the world of work in the three



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countries to date was shared with the project team by the Senior Regional Technical Specialist responsible for gender equality in the world of work and women workers' issues.

In addition, a series of informal consultations with stakeholders was conducted to design the project interventions. Although the original project design planned capacity building activities, the six-month delay in starting the actual implementation of activities led to a change in orientation towards awareness raising (instead of capacity building) addressing and informing middle-level official from the ILO constituent organizations.

Thus, the emphasis of the project activities was on increasing the awareness of social partners in the three countries about key gender equality conventions. The Project focused on awareness-raising activities around five key ILO gender-related conventions:

- Convention 100 Equal Remuneration Convention, 1951;
- Convention 111 Discrimination (Employment and Occupation) Convention, 1958;
- Convention 156 Workers with Family Responsibilities Convention, 1981;
- Convention 177 Home Work Convention, 1996;
- Convention 183 Maternity Protection Convention, 2000;

The 2002 International Labour Conference Resolution Concerning Decent Work and the Informal Economy was also included among the materials in raising awareness of the constituents.

### **5.2.1 Activities under Project Outcome 1: Increasing the capacity of constituents in Lebanon, Jordan, and Syria to develop integrated policies and programmes to advance gender justice in the world of work**

Instead of forming a Subregional Steering Committee or the National Steering Committees described above, the Project Management Team deemed it more appropriate to build National Tripartite Taskforces composed of middle management. Upon formation of the Tripartite National Taskforces, the Project organized activities aiming to:

- Improve constituents' understanding of the challenges they face and the possible responses available to them;
- Improve constituents' understanding of gender-related International Labour Standards.

In doing so, the Project targeted:

- **Senior-level officials through one policy roundtable in each country:**

Two "Towards Policy Briefs" (Pay Equity in Jordan and Informal economy in Syria) were drafted based on papers that were written under previous initiatives in the Gender Programme of ILO ROAS. Three policy roundtables were conducted, one on Social Care in Lebanon in July 2009 (based on paper and policy briefs that were developed under a previous initiative of the Gender Programme in ROAS, and two others on Pay Equity in Jordan, and Informal Economy in Syria in March 2010. The idea was for these briefs to be used by tripartite policy makers in each country to develop plans of action that would support the development of policy and programmes to contribute to promoting decent

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work efforts in the country, and mobilize relevant agencies and organizations to follow up on the implementation of the Action Plan.

- **Mid-level officials through tripartite consultative meetings**

Tripartite taskforce committees were formed in each country and each taskforce selected a coordinator. The selection of coordinators in each committee allowed the project to raise the awareness and build the capacities of middle-level officials so as to encourage their commitment, to support the five ILO Conventions, recommendations and resolutions with specific relevance to gender equality.

A series of eight consultative meetings were conducted in each country for the Tripartite Taskforce members (22 people in each country). Taskforce members were engaged in the development of activities and all the steps of the methodology and process were shared and discussed with the members as a vehicle for capacity building. The coordinators were oriented and involved in the planning, implementation, monitoring and evaluation of activities.

- **Staff through awareness raising workshops**

Grassroots workshops were conducted by the Taskforce coordinators. In the three countries, the coordinators conducted a total of 10 workshops for their staff, to raise their awareness about the ILO-related gender conventions and recommendations.

- **Media personnel through an awareness-raising sub-regional media workshop**

The objective was to make the relevant International Labour Standards (ILS) accessible and familiar to social partners, while creating through the National Tripartite Taskforces the platform for effective social dialogue around gender issues in the world of work.

### **5.2.2 Activities under Project Outcome 2: Improving knowledge management and developing partnerships on gender justice in the world of work in Lebanon, Jordan, and Syria**

According to the original project document, the Project aimed to maintain a research and knowledge sharing component, conducting gender assessments and disseminating materials addressing women's employability, employment opportunities and better terms and conditions of work. In addition, dissemination tools were to be developed in order to ensure the proper use of these products and provide vehicles for improvements in the future.

Instead, the following knowledge-sharing activities were implemented:

- User-friendly materials were developed, however not fully completed, based on the relevant ILO materials. These materials were to be made accessible to middle-level constituents. They included two TV spots on discrimination and pay equity; three posters on maternity, pay equity and discrimination, a booklet containing articles and real-life stories of women workers related to the five conventions; an awareness-raising session guide; handouts on the five gender-thematic conventions. Of these

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materials, only the TV spots went into production. The remaining materials were developed, but not tested, finalized or produced due to time and financial constraints.

- Studies: A Legal Assessment, supported by the ILS Specialist, “Promoting the Ratification and Application of Key Gender Equality Conventions in National Laws”, and a Rapid Assessment, supported by the Specialist on Workers’ Organizations, “Working Conditions in the Health Sector in Lebanon – Gender and Workers’ Rights Perspective”. The ultimate goal of the Rapid Assessment was to identify areas of intervention that would be specifically tailored to make information on conventions and workers’ rights accessible to workers at grassroots level. The Legal Assessment is strictly a background document, not for distribution, while the Rapid Assessment was not completed by the end of the project.

### **5.3 Management**

#### **5.3.1 Managing an RBSA project**

This project, as other RBSA projects that went into effect around the same time in ROAS and globally, was one of the first generation of projects that was set for delivery under the RBSA modality. As such, this presents an important learning experience from a project management perspective.

As RBSA projects are not directly funded by an external donor, the periodic reporting on progress usually associated with technical cooperation projects was not required. Although a TC Project Review template was initiated, it doesn’t seem to have been completed or followed through (Annex 8). Based on the experience of the first generation of RBSAs an Announcement from the ILO’s Director-General was issued on July 2010. It indicated that the RBSA is subject to the established ILO evaluation framework and policies and RBSA allocations must be managed carefully, taking into consideration the need for reasonably balanced expenditure throughout the biennium.

Moreover, neither the Subregional nor the National Tripartite Committees of senior-level officials were formed. Instead, the project formed the National Tripartite Taskforces described above. The constituent taskforces played the role of implementation platforms, whereas the national tripartite committees had been envisaged as an external accountability mechanism for the project. The result was that the project governance structure did not have an external accountability mechanism. The internal monitoring of project implementation was conducted internally by ILO ROAS management.

#### **5.3.2 Managing a sub-regional project**

This project was implemented by the Project Manager and Project Assistant based in the Regional Office in Beirut, and the National Project Officers based in field offices. Interviews with project staff suggest that this created several challenges, as listed below:

- The location of the Project Assistant in a different country meant additional administrative responsibilities for the National Officers. Correspondence between the National Officers and Project Assistant on administrative matters was time consuming and led to delays in processing of administrative procedures. Experience

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from regional/sub-regional ILO projects in East Asia and Africa suggests it is necessary to have a National Officer and Project Assistant in each country.<sup>6</sup>

- Communication challenges. Team meetings were conducted on an ad-hoc and undocumented basis for the majority of the project lifespan. Not documenting the meetings also meant that decisions that were taken would be reversed without any checks and balances. Communication between team members was improved in the final two months of the project with the institution of weekly teleconferences documented with official minutes of meeting.

## **6. Analysis**

### **6.1 Design**

#### **6.1.1 Relevance and Strategic Fit**

The design of the original project document of the ILO Decent Work and Gender Equality Project is deemed relevant as it was designed in response to demand voiced by ILO constituents (governments, employers' and workers' organizations) in the three countries of Jordan Lebanon and Syria within the framework of the Decent Work Country Programmes for Jordan and Syria and in follow-up to ongoing technical advisory and cooperation work in Lebanon.

According to the original project document, the strategic approach reflected certain experiences from Yemen and Palestine by selecting relevant components in a modular manner that would be relevant to the three countries. For example, the experience in Palestine utilized the methodology of the gender assessment of different aspects of the world of work cooperatives, entrepreneurship, TVET, followed by policy briefs, roundtables and TOTs and actual training (intended also as the logical flow to be established in the context of the subregional project including its knowledge generation, management and sharing of components). Hence this Project was not supposed to be a stand-alone project but rather to fit into and build on the modular components of decent work in the three countries.

It may be argued that the partners and stakeholders were not involved in the design of the project however the experience of the Senior Regional Technical Specialist responsible for the Regional Gender Programme had been engaging in consultations and country level engagements in the region for over five years prior to the drafting of the project document. Several of the constituent policymakers mentioned her by name and mentioned planning meetings with her before the project. Furthermore a sub-regional needs assessment study was commissioned to identify the needs and priorities of the constituents: and partners and stakeholder in the early phase of the project.

#### **6.1.2 Validity of the design**

There are differences between the three countries which are mainly reflected in their political and institutional system, parliamentary experiences and history of labour organizing. The design took into consideration the differences between the three countries and the wide ranging situations and readiness of the key institutions to mainstream gender. The differences between the countries were understood/known and taken into account from the beginning.

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<sup>6</sup> Interview with Lisa Wong, ILO-DECLARATION, Geneva

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Despite these differences, the three countries share commonalities which are at the basis of the sub-regional DWGE project. The three countries have committed to promoting gender equality in the world of work at international level and ratified key gender equality conventions (CEDAW, C.100 on pay equity and C.111 against discrimination). However they do not have adequate capacities at institutional level to provide an effective response to issues related to women workers' rights. With the exception of the Ministry of Labour in Jordan which has established a Department for Women Workers a few years ago, the Ministries of Labour in Lebanon and Syria only have a gender focal point with limited capacities<sup>7</sup>.

Moreover, workers' and employers' organizations in the three countries have very little representation of women in their membership and leadership and when women are present they are rendered to lower positions with very limited access and contribution to decision making. Hence the national women machineries in the three countries have limited capacities to influence national policies.

The project failed to involve the decision makers at the beginning of the project. Since this project was too short to deliver immediate or short term results it is important to include the decision makers in the process of change and have them buy into the commitment and involvement in this change.

Moreover, the project took a gender-equality and a human-rights approach as the framework to introduce and address this project. The approach was devoid of politics while in reality the topic of labour rights and gender equality is controversial and coiled into politics.

### **6.2 Achievements and Shortfalls**

#### **Project Outcome 1: Increasing the capacity of constituents in Lebanon, Jordan, and Syria to develop integrated policies and programmes to advance gender justice in the world of work (Table 2)**

	Achievements	Shortfalls
Output 1.1: The institutional capacity of constituents in Lebanon,	National Tripartite Taskforces on gender equality in the world of work were established in each of the three countries.	An institutional needs assessment to set the baseline for project interventions and inform the project activity design was cancelled although it would have valuable for designing relevant demand-driven project interventions.
	The Jordanian National Commission for Women committed itself to the establishment of a National Tripartite-Plus Committee on Pay Equity	The sustainability workshops conducted at the end of the project did not reflect the concept of sustainability as defined by the ILO. <sup>8</sup>  These workshops planned more training in the next phase which (1)

<sup>7</sup> Reference: Project - Progress Report by Regional Gender Specialist.

<sup>8</sup> International Labour Office "ILO Technical Cooperation Manual" pp. 18-19

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Jordan, and Syria is strengthened to advance gender justice in the world of work		<p>was not guaranteed, and (2) does not serve DWCP or DWGE project outcomes. A desirable outcome would have been a handover to the constituents of a self-sustaining, constituent-owned process.</p> <p>These workshops portrayed training as an end in itself without real understanding of how to build on the acquired knowledge to effect policy and legislative changes.</p>
	In Syria, a MOSAL directive was issued establishing a National Tripartite Committee on Gender Equality at Work, with the DWGE taskforce coordinators as members	<p>The Sub-Regional Project Steering Committee was not established during the life of the project, nor were the National Project Steering Committees.</p> <p>The purpose of these committees was to (1) guide the process and establish consensus at the national level, (2) exchange information and policy dialogue, and (3) establish up-stream policy proposals and follow up regarding labour laws, and (4) monitor down-stream directives of legislation at the tripartite level. However, in Syria a National Tripartite Committee on Gender Equality at Work was established albeit at the end of the project.</p>
Output 1.2: The technical capacity of constituents in Lebanon, Jordan, and Syria is strengthened to advance gender justice in the world of work	The project was able to raise awareness of gender-related international labour standards (ILS) among the tripartite partners at the middle-management level.	<p>Rather than implementing a capacity building training program, the project focused on awareness-raising activities on gender-related ILS. A capacity building training program would have been more relevant to achieving DWCP objectives.</p> <p>The project did not utilize ILO-ITC (Turin) gender equality courses or ILO gender equality tools for capacity building although these would have been valuable to the constituents. This was due to lack of sufficient planning and significant delays in delivery.</p>
	The project was able to raise awareness of gender-related ILS	A large number of labour inspectors were trained on the gender-related

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	among approximately 100 members of the tripartite partners at the staff level in each country.	<p>ILS, many of which are not ratified and thus have limited relevance to their work.</p> <p>Either the training should have been designed to better suit the needs of the trainees, or the selection criteria for trainees should have been more clearly defined and observed. Observing both conditions would have yielded better results.</p>
	The participants benefited from the ILO specialized experts and technical consultants, as expressed by mid-level participants in the evaluation workshop <sup>9</sup>	As indicated by the mid-level constituents in the evaluation workshops <sup>5</sup> awareness raising was not substantively adequate or focused enough to effect longer-term impact

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<sup>9</sup> Focus groups conducted by evaluation consultant



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**Project Outcome 2: Improving knowledge management and developing partnerships on gender justice in the world of work in Lebanon, Jordan, and Syria (Table 3)**

	Achievements	Shortfalls
Output 2.1: The knowledge base on gender justice in the world of work in Lebanon, Jordan, and Syria is strengthened	TV spots on C100 and C111 were produced	The printed materials toolkit on gender-related ILS was not produced. By the end of the project, the testing and finalization of the products remained incomplete and funds for production of the toolkit were no longer available.
	A printed materials toolkit on gender-related ILS was designed and tested in the three countries	The "Towards a Policy Brief" documents were not developed into finalized policy briefs as envisaged in the revised project strategy document.
	Two "Towards a Policy Brief" documents were produced in Jordan and Syria	The rapid assessment for the health sector was not completed and had no built-in follow up mechanism. It needed to be completed early on in the project to enable the formulation, planning and implementation of the next steps.
	A legal assessment study (a comparison of national laws relating to gender thematic issues in the world of work from the three countries) was produced	The legal assessment study (a comparison of national laws relating to gender thematic issues in the world of work from the three countries) was deemed very basic and did not contain in-depth analysis; it was only usable as an internal document, not for dissemination.
		The sex-disaggregated labour statistics and database were not completed for any of the three countries, nor were the fact sheets
Output 2.2: Partnerships and communication are developed on gender justice in the world of work in Lebanon, Jordan, and Syria	In Syria, a partnership was built with UNDP relating to the work on informal economy, with concrete recommendations for future follow-up	Considering UNDP's understanding of informality is not rights based, nor is its work tripartite, any partnership on this front would need to be clearly spelled out. It would have been better to



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		technically engage with the design of the ILO social protection project in order to build in extension of social protection to workers in the informal economy
	In Jordan, a partnership was built with the Jordanian National Commission for Women and MoL relating to the work on pay equity, with concrete recommendations for future follow-up	A partnership with the JNCW existed prior to the project under the larger ILO ROAS Gender Programme; the fact that the policy round table took place in the last month of the project meant that there was no time for the products to be finalized
	In Jordan, the Economic and Social Council (EcoSoc) is keen to follow up on the pay equity agenda. A recently published EcoSoc Policy Brief on Women's Labour Force Participation contains an entire section on pay discrimination, citing the draft ILO Policy Brief as the primary source	The fact that the policy round table on pay equity took place in the last month of the project means that the completion and follow up requires additional resources and time from ILO ROAS and HQ. While Jordan is an outcome 17 country for pay equity, ROAS management support is needed to reach results
	A regional media workshop took place in Beirut attended by participants from the three countries	The generic nature of the information transmitted during the training and the one way flow of information were criticized by the participants in the evaluation

### 6.3 Effectiveness

The project had several components and carried out several activities some of which were more effective than others.

#### Overall implementation / timeline:

- The delay in starting the activities of the project was quite detrimental to its progress especially in light of its very short duration (one year) which did not allow much room for visibility and familiarity with the concepts and practices of social dialogue, labour rights and gender equality.
- The opportunity of a cumulative learning curve was missing due to time constraint and the fact that most activities were concentrated towards the very end of the project.

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### **National ownership:**

- The one year time limitation of this project called for a special approach, especially considering that most ILO TC projects run for 2-3 years. Thus, there should have been an emphasis from the beginning of the project on ensuring national ownership to achieve sustainability and continuity.
- The non-formation of the National Steering Committees and their replacement with the taskforces in each country decreased the project's impact in terms of establishing the commitment of national partners and to ensuring sustainability after the end of the project.
- The full involvement of tripartite partners from the early stages of the project cycle is key to promoting ownership of the project, as is ensuring that they are regularly consulted and informed, and participate in the project cycle. A participatory approach is fundamental to ensuring the relevance of the activities. Similarly, national ownership of development processes and interventions is central to the effectiveness of development assistance.
- The project delivered several outcomes in terms of awareness-raising on the conventions and with policy briefs on certain priority issues already identified by the Gender Equality Programme but left no mechanism in place for sustainable communication and continued implementation by the partners.

### **Policy Roundtables:**

- The policy roundtables were carried out very late in the life of the project, and only one was held in each country, which did not provide enough time for dialogue and follow-through by the senior-level partners to form tripartite steering committees and achieve national ownership and sustainability. Had the policy roundtables been carried out earlier, then the one year duration of the project would have served to build the cumulative knowledge base, consensus, institutional structure and ownership toward further promotion of the goals of the project.
- In Syria, the mid-level representatives of the constituents attended the policy roundtable, but not the senior-level representatives. Although the latter select and delegate middle-level representatives to attend and brief them on the results, it is necessary to involve the senior and policy level partners in order to affect policy change.

### **Awareness raising workshops:**

- The introductory and the tripartite workshops as well as the policy roundtables and the sub-regional media workshops were deemed very effective in reinforcing the principles of tripartism, and introducing the international labour standards and conventions to the constituents.
- However, holding five workshops in each country on legal aspects of the conventions was deemed too obscure, confusing, time consuming and sometimes lengthy and

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boring.<sup>10</sup> The post-workshop evaluation exercises mostly reported incomplete legal understanding of the conventions and the national legal issues of related labour laws. Furthermore the awareness raising workshops were sometimes too technically specialized for many taskforce participants given that these are very specialized legislative issues that require expert knowledge better targeting legal departments and specialists in each of the constituent organizations.

### **6.4 Efficiency of resource use**

The Project used the earmarked funds properly and mostly efficiently and in line with financial rules and procedures. The problem though was with the timing of the activities whereby most activities started late and were mainly carried out in three months (October 2009; December 2009; March 2010), Annex 9.

Workplans for further gender-related ILS training were developed during the sustainability workshops in April 2010, although the project funds had been totally expended. Similarly there were no funds left to produce the toolkit material, rapid assessment and the two policy briefs in the three countries. These points will have negative ramifications on the follow up to activities by the national constituents as suggested and planned in the sustainability workshops. The recommendations section will address this point in terms of suggestions for future activities on decent work and gender equality in the three countries.

A related issue was DSA payments made to participants who attended the tripartite consultation meetings. ILO-ROAS policy on this issue seems to have been unclear. On the one hand an interview with the ILO-ROAS Finance/Admin Manager clarified that a policy has recently been adopted and circulated to the various regional projects stipulating that projects may pay transport costs for those participants who travel from another place, and the cost of food when that is not provided during the workshops.

However, on the other hand, as early as July 2009 DSA payments to participants of other projects' activities were declined by Finance/Admin Dept. The explanations given for the discrepancies in the practices were that "exceptions" were made on a discretionary basis although in the case of this specific project the DSA arrangement seems to have been the 'rule' throughout, rather than the 'exception'.

There are two problems associated with paying DSA to participants for events that do not require participant travel:

- (1) It sets precedent for other projects working in those countries which do not pay for participation in project activities (and who complained during the evaluation); and
- (2) It confuses the real incentives and true motivation of the project participants. This is detrimental to sustainability and national ownership after the project ends and project funds are expended.

A review of the policy is necessary for consistency purposes as well as for credibility by all projects since complaints were expressed in regard to this (DSA payment) practice.

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<sup>10</sup> Focus groups conducted by evaluation consultant

## **7. Conclusions**

### **7.1 Lessons Learned and Good Practices**

This sub-regional DWGE project funded by a RBSA agreement is in itself a lesson learnt: It had many objectives and aspired to do too much in a short time. A project with this level of resources cannot effectively promote five International Labour Conventions (and one Resolution) in three countries over a period of one year.

A principal lesson for projects of such a short duration is to select a few topics based on national needs and focus on them to attain tangible results and add value to DWCP objectives. For example, in Jordan a thorough analysis of national needs would have revealed a timely opportunity to provide technical assistance on the newly established Maternity Fund. Unfortunately, no such analysis took place and a valuable opportunity to achieve synergy between Government of Jordan priorities and DWGE project objectives was lost.

Focusing on national needs and priorities would improve ownership among the target constituents, to guarantee that ILO constituents will develop more and broader objectives in future besides maintaining continuity and sustainability.

More specific lessons learned are:

- In highly centralized political systems, such as those of Syria and Jordan, successful policy advocacy requires a high level of engagement with senior-level officials. Thus it is important that a senior-level steering committee is established from the very beginning of a project such as this. Such a steering committee should have a binding TOR ensuring commitment by the partner organizations. For that purpose, it is equally critical to find a mechanism to involve the tripartite decision makers as well as to continue to engage them and solicit their commitment over the long term.
- In Jordan, the MoL taskforce was formed by nominating a member from each department of the Ministry. Taskforce members contended that this had a great impact on knowledge and awareness and dissemination of this information across the different departments of the Ministry.
- In Jordan, the pay equity policy brief was drafted, reviewed and presented at the policy roundtable for discussion and dissemination in partnership with the Jordanian National Commission for Women (although it has not been published) in March 2010. At the roundtable, the recommendations were adopted by the Jordanian National Women's Commission which, as a quasi-governmental national organization, would ensure national ownership and follow-up for incorporation into national labour laws in due course. The National Commission for Women was already a partner in drafting the original study in 2007, and had integrated pay equity as a national priority in the women and development plan. This suggests that close cooperation with national constituents in drafting and disseminating the findings of ILO assessments and follow up policy briefs and round tables is a good practice.

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- Selection by the constituent organizations of proficient taskforce coordinators yielded commendable results. The latter are able to grasp the conceptual as well as the operational labour issues and communicate them upstream and downstream effectively. In Syria, at the end of the project it was clear that the three taskforce coordinators officially authorized by their departments to advise the policy-level decision makers in an upstream capacity to affect policy directives for follow-up into legislation. This represents a sustainability issue that promises to at least set the first step toward a National Advisory Committee to continue with the decent work and gender equality work at the national level.

Gender-related work often gives the wrong impression that it addresses women only. The Syrian taskforce members noted that it was good practice to include male members from the Chamber of Industry in the taskforce and all related activities. That would provide the opportunity for both male and female participants to share and understand gender issues and provide the suitable solutions from both sexes.

### **7.2 Recommendations**

The DWGE project laid the groundwork for introducing constituents in the three countries to the concepts of labour rights and gender equality. The momentum built by the project should be maintained and built upon through more focused and targeted interventions in each country according to its identified interests and priorities.

The project planned what seemed to be more activities than it was able to handle or complete. Thus the main recommendation for moving forward is to focus on a few priority interventions in each country, as determined in conjunction with a tripartite body in that country. This should start with the formation and follow-through of a National Advisory Committee in each country which is committed to concrete and actionable interventions. Soliciting the contribution of each country in terms of committing staff and tripartite membership (at both the senior and middle levels) should be an integral condition of future collaboration.

The sustainability workshops laid the groundwork for the mid-level taskforce members and coordinators to come up with workplans for future activities. Senior-level officials were also involved in the sustainability workshops. Follow up on the project activities can be instigated by ILO in a country-level workshop focusing on these decision makers and working closely on a resource-needs and prioritization roadmap for the next phase as well as developing a mechanism approved by all partners for follow up and monitoring of activities.

The support of ILO is paramount to this continuity by formulating a follow up plan both technically and financially. Suggestions for follow up activities as identified by this evaluation exercise and emanating from discussions with all the concerned parties at both ILO-ROAS and the three countries' tripartite senior-level officials are listed below.

#### **SYRIA**

- **Technical assistance toward enforcement of the ratified conventions:** ILO needs to provide technical assistance to Syria toward devising the necessary mechanisms that will enable reinforcement of ratified gender-related labour

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conventions. These mechanisms need to be coordinated and implemented by the private sector as well as the informal sector.

**Capacity building for quality research: ILO should provide technical support to upgrade the research capacity of academic institutions and ILO constituents in Syria.**

- **Technical assistance on labour inspection:** Improve labour inspectors' sensitivity to gender equality issues in the world of work. Identify priority issues for gender-related labour inspection training (e.g. discrimination in hiring, pay discrimination, sexual harassment, childcare provisions, maternity benefits) in order to implement a demand-driven training program for labour inspectors.
- **Informal economy collaboration:** UNDP-Syria has signed an agreement with the Syrian government to conduct a survey on the informal economy in Syria. Their participation in the policy round table may be built upon for future coordination. However, UNDP's approach in this regard is not rights oriented, nor is it based on principles of tripartism, while the ILO's work on this issue which builds on the country case study from the Regional Project on Gender and Employment in the Informal Economy, is based on a rights perspective calling for better labour statistics that reflect informal employment and for extension of social protection to workers in the informal economy building on engagement with ILO constituents. The ILO's comparative advantage in this collaboration lies in bringing the rights standards, tripartism, and linking the informal employment issue to the inclusion of workers in the informal economy in the larger social protection project in Syria to be funded by the EC Delegation.
- **Technical assistance on monitoring and evaluation:** Establish and train a monitoring and evaluation committee to oversee the work of the National Tripartite Committee on Gender Equality at Work at country level. Eventually, a sub-regional M&E system may also be developed to share knowledge and experience.
- **Proactive engagement with ILO constituents:** ILO projects are newly implemented in Syria, and it may take some time for the government to become familiarized with their presence and mode of operation. Thus more "courtesy" visits are needed at high levels from ILO to its constituents (particularly the government) for any new ILO project to be implemented in Syria.

### LEBANON

- **Training for trade unionists:** Further training for trade unionists. However, it was requested that future training be of a less theoretical and more practical nature. In particular, training at ILO-ITC (Turin) was requested.
- **Technical assistance to institutionalize gender-mainstreaming:** Technical assistance from the ILO to establish specialized gender units or focal points in the government, employers' organizations, and workers' organizations to raise awareness, increase knowledge, and work towards implementation of the ILS that

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are specifically emphasizing gender equality. Stakeholders suggested activating the National Social Security Fund to play its role in providing social protection for both women and men.<sup>11</sup>

- **Creating a knowledge base to support decent work and gender equality:** Conduct studies feeding into a national strategy on gender equality in the world of work in Lebanon.

### JORDAN

- **Technical assistance on pay equity:** The policy roundtable in Jordan laid the groundwork for further participation by the social partners on pay equity. At the end of the roundtable, it was decided that the ILO would support the Jordanian National Commission for Women in forming and activating a tripartite-plus Jordanian Committee on Pay Equity along with the Ministry of Labour.
- **Technical assistance on childcare provision:** Family responsibilities of women workers emerged as a major area of concern for all tripartite partners. The MoL and Social Security Corporation are at the preparatory stage of developing childcare initiatives which could benefit from ILO technical assistance.
- **Technical assistance on the Maternity Fund:** Assistance in operationalizing the newly established Maternity Fund and raising the awareness of employers and women workers about the Fund.

### GENERAL RECOMMENDATIONS

- Gender equality is a cross-cutting principle that should be integrated and monitored throughout all national components and activities of the decent work framework. Mainstreaming gender equality components in the three countries' DWCPs could be carried out by refocusing on the gender tools such as the gender audit, gender budgeting, etc.
- It is worth noting the importance of developing robust selection criteria for the focal points in future. Although the ILO cannot interfere in the selection of focal points and taskforce membership, it can nevertheless agree with the constituents on selection criteria to guarantee participants' relevance to the interventions in question.
- There is a dearth of a solid knowledge base on decent work and gender equality in Lebanon, Jordan and Syria, despite constituent demand for research on these issues. This suggests that it is important for the ILO to engage with universities and research institutions to carry out quality research and data management with regard to priority issues on gender equality in the world of work. This includes capacity

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<sup>11</sup> Lebanon taskforces focus group workshop (15 April 2010)



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building for these institutions. The work carried out by ILO-ROAS in the Occupied Palestinian Territories is a good practice in this respect that could be replicated.

- It is of utmost importance to involve lawyers and judges of the legislative and judicial systems as well as labour inspectors in follow-up activities. In Syria in particular, since a new labour law come into force and is mostly compatible with the gender-related international conventions, it is timely to introduce capacity building exercises for all the parties concerned on implementation mechanisms, i.e. to monitor and enforce the observance of the labour law.
- Regional/sub-regional projects present a unique opportunity for mutual learning and cross-fertilization among ILO constituents from different countries. It is important for future regional/sub-regional projects to capitalize on such opportunities through subregional workshops, training activities
- Due to the lack of external monitoring by donors, RBSA projects are likely to encounter less scrutiny than other TC projects and thus may be more prone to delays in implementation. To address this, ILO-ROAS may formulate a region-wide policy and design a system for internal monitoring of RBSA funded projects.



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### 7.3 Sustainability: What's next?

A number of ILO interventions in the pipeline may provide resources to implement some of the above recommendations. These are set out in the table below.

Moreover, some of the resources (whether human or institutional) developed by the DWGE project may facilitate implementation of these projects. Where relevant, these are also indicated below.

**Table 4:**

Country	Project	Status	Funding	Linkages with recommendations	Relevant human/institutional resources developed by DWGE
Jordan	Promoting Pay Equity	Pending donor approval  ILO RBTC funds	Turkish International Cooperation Agency  ILO RBTC Declaration	-(JORDAN) Technical assistance on pay equity  -(GENERAL) Building a knowledge base on DWGE	-JNCW commitment to form national committee  -Jordan National Project Officer expertise
Lebanon	Rights of Women Migrant Domestic Workers	Proposal approved Pending government signature	European Commission	-(GENERAL/ LEBANON) Building a knowledge base on DWGE	- A National Steering Committee is already in place by MOL.
Syria	Promoting Social Protection	Proposal approved	European Commission	-(SYRIA) Informal economy collaboration	- National Tripartite Committee on Gender Equality at Work to act as focal points
Regional	Promoting Trade Union Legal and Economic Literacy in Arab States	Pending approval	To be determined	-(LEBANON) Training for Trade Unionists  - (GENERAL) Building a knowledge base on DWGE	- Needs to be planned with national tripartite committees.
Regional	Disseminating Findings on Gender Equality and Workers' Rights in the Informal Economies of Arab States	Proposal approved	International Development Research Centre	-(SYRIA) Informal economy  - (GENERAL/ LEBANON) Building a knowledge base on DWGE	- National Tripartite Committee on Gender Equality at Work to act as focal points
Regional	Promoting Gender-responsive Labour Statistics	Pending approval	ILO RBTC and ILO STAT	- (GENERAL/ LEBANON) Building a knowledge base on DWGE	- Research and Knowledge Sharing Officer expertise - Technical staff from ILO STAT Dept

## **Annex 1**

### **Terms of Reference**

#### **Independent Final Evaluation**

#### **Sub-Regional Initiative on Promoting Gender equality in the World of Work**

#### **Lebanon, Syria and Jordan**

### **1. Introduction and rationale for the evaluation**

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Syria, Lebanon and Jordan have committed to promoting gender equality in the world of work at the international level, including ratification of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the ILO Conventions on Equal Remuneration (C. 100) and Discrimination (Employment and Occupation)(C. 111). However, neither one of the three countries has the adequate capacities at the institutional level to provide an effective response to issues related to women worker's rights. With the exception of the Ministry of Labour in Jordan which has established a Department for Women Workers, the Ministries of Labour in Lebanon and Syria only have a gender focal point with limited capacities. Moreover workers' and employers' organizations in the three countries have very little representation of women in their membership and leadership.

The Sub-Regional Initiative on Promoting Gender equality in the World of Work in Lebanon, Jordan and Syria aims to advance gender equality in the world of work according to the International Labour Organization's conventions and recommendations by increasing the capacities of tripartite constituents: to develop integrated policies and programmes on identified priority gender thematic issues. The Project came in response to the demand voiced by ILO constituents within the framework of the Decent Work Country Programme for Jordan and Syria, and in follow-up to ongoing technical advisory and cooperation work in Lebanon.

The project is funded by the ILO Regular Budget Supplementary account (RBSA). The independent final evaluation will be undertaken in line with ILO policies and procedures on evaluations. It will be conducted by a senior external evaluator, and managed by the ILO Regional Office for the Arab States (ROAS),

The performance of the project will be reviewed with regards to relevance, design, effectiveness, efficiency, and sustainability. The following outcomes are expected:

- Provide lessons learnt and recommendations to support ILO's strategy and initiatives on Gender equality in the world of work at the regional level based on the assessment of the key success factors, best practices and constraints faced by the project.
- Assess preliminary impact and sustainability of projects and activities undertaken and evidence of pathways towards longer term impact,

### **2. Project background**

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The project was approved in December 2008 with a budget of \$854,493. The Project commenced its activities upon the recruitment of the CTA in January 2009 for an initial duration of one year. It was subsequently extended until end of April 2010.

The project contributes to ILO sub-regional outcome SBE153: Increased awareness and capacity of selected member States on the application of gender equality conventions of relevance to Arab region: C.100, C.111, C.156, C.183, C.177

The Project rationale was outlined in the RBSA template submitted to ILO headquarter in November 2006 for approval. The learning, tools and strategies developed by the regional office for Arab states and tested in other countries (Yemen) such as participatory gender audit, pay equity, policy advocacy networks, media awareness and knowledge management are at the core of its strategy. The RBSA proposal was structured around the following outputs:

### **Outputs:**

- 1.4 Appropriate institutional structures and mechanisms of better coordination for advancing women's employment developed and implemented.
- 1.5 Enhanced capacity of national women's machineries for the advancement of women's work in the three countries
- 1.6 An effective information management and knowledge sharing system established in the 3 countries

The Project rationale was subsequently developed, and built upon through consultations with key stakeholders and national partners. A more detailed strategy and log frame was developed to better reflect how the specific results would be achieved. This revised strategy focused on the two following outcomes.

### **Project Outcome 1: Increasing the capacity of constituents in Lebanon, Jordan, and Syria to develop integrated policies and programmes to advance gender justice in the world of work**

Output 1.1: The institutional capacity of constituents in Lebanon, Jordan, and Syria is strengthened to advance gender justice in the world of work

Output 1.2: The technical capacity of constituents in Lebanon, Jordan, and Syria is strengthened to advance gender justice in the world of work

### **Project Outcome 2: Improving knowledge management and developing partnerships on gender justice in the world of work in Lebanon, Jordan, and Syria**

Output 2.1: The knowledge base on gender justice in the world of work in Lebanon, Jordan, and Syria is strengthened

Output 2.2: Partnerships and communication are developed on gender justice in the world of work in Lebanon, Jordan, and Syria

Specific indicators were developed for each of the outcomes and outputs.

In its activities, the emphasis of the Project was on increasing the awareness of social partners in the three countries about key gender equality conventions. Upon formation of the Tripartite National Task Forces, the Project organized activities aiming to:

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- Improve constituents' understanding of the challenges they face and the possible responses available to them;
- Improve constituents' understanding of International Labour Standards;
- Improve Constituents' capacity to participate in social dialogue and promote gender equality.

In terms of International Labour Standards, the Project focused on capacity development and awareness-raising activities around five key ILO gender equality Conventions:

- Convention 100 Equal Remuneration Convention, 1951;
- Convention 111 Discrimination (Employment and Occupation) Convention, 1958;
- Convention 156 Workers with Family Responsibilities Convention, 1981;
- Convention 177 Home Work Convention, 1996;
- Convention 183 Maternity Protection Convention, 2000;
- In addition to the 2002 International Labour Conference Resolution Concerning Decent Work and the Informal Economy.

In doing so, the Project targeted (1) senior-level officials through one policy round-table in each country, (2) middle-level officials through tripartite consultative meetings, and (3) staff through capacity development workshops, and (4) media personnel through an awareness-raising sub-regional media workshop. The objective was to make the relevant International Labour Standards accessible and familiar to social partners, while creating through the National Tripartite Taskforces the platform for effective social dialogue around gender issues in the world of work.

To generate greater awareness among the public, the Project maintained a research and knowledge sharing component, conducting gender assessments and disseminating materials addressing women's employability, employment opportunities and better terms and conditions of work.

### ***Project partners***

- Ministries of labour in Lebanon, Jordan and Syria;
- Workers' and employers' organizations;
- UN agencies working in related fields;
- Women's organizations and other relevant civil society organizations;
- Academic and research institutions;
- Media institutions;
- National women machineries.

### ***Project management arrangements***

The project is managed by a Chief Technical Advisor, based in the ILO Regional Office for Arab States in Beirut. The CTA is supported by a research and knowledge sharing officer and project assistant based in Beirut, and national project officers in each of Jordan and Syria.

The Project formed National Tripartite Task Force Committees in each of the three countries, composed of middle-level officials representing social partners in each of the three countries. Each task force appointed its own coordinator, which facilitated communication and ensured national ownership. Tripartite Consultative meetings aimed to provide the enabling platform for effective awareness-raising and discussion around gender issues in the world of work.

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The Project Document initially indicated the formation of a sub-regional project Steering Committee composed of representatives from the three Ministries of Labour, workers' and employers' organizations, women machineries, ILO specialists and other relevant UN agencies. Its envisioned function was to supervise and assess project performance, impact and good practice. The Project Management Team deemed it more appropriate to build National Tripartite Task Forces instead of forming a Steering Committee, as outlined above, for the purposes of the Project.

The project is technically backstopped by the Senior ILO ROAS Gender Specialist, with input from the workers', employers', and International Labour Standards specialists at ILO ROAS and the specialized departments in ILO HQs. The Regional Programming Service Unit at the ILO Regional Office in Beirut provides programmatic support and facilitates the implementation of the project.

### 5. Purpose, Scope and Clients of the Evaluation

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The evaluation's main goals are to:

The purpose of this evaluation is to:

- Determine if the project has achieved its stated objectives and explain why/why not;
- Determine the impact of the project in terms of sustained improvements achieved;
- Provide recommendations on how to build on the achievements of the project and ensure that it is sustained by the relevant stakeholders;
- Document lessons learned, success stories, and good practices in order to maximize the experiences gained;
- Examine stakeholder perception of the value-added of the project, and its impact in terms of developing the capacities of national constituents to advance gender equality in the world of work.

The report will take into account the project's **relevance, effectiveness, efficiency, sustainability, and lessons learned**. Specifically the evaluation will examine the following aspects:

- a. *Changes in context and review of assumptions (relevance)*: Is the project's design adequate to address the problem(s) at hand? What internal and external factors have influenced the targeted groups and [implementing partners] to meet projected outcomes? Were the project objectives and design relevant given the political, economic and financial context? The consultants should present a brief overview of the policy environment and the economic and business conditions that have had an impact on Gender equality during the program implementation period.
- b. *Results in terms of outputs achieved (effectiveness)*: Did the program reach the expected number targeted groups? Are the beneficiaries satisfied with the quality and delivery of services? If not, in what way did the services not meet with expectations and why? What concrete improvements and changes have taken place as a direct result of the program?
- c. *Assessment of outcome/impact (effectiveness)*: How has the project contributed towards project's goal? To what extent has the project contributed the capacity of the constituents? How could the project impact have been improved?

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- d. *Achievement of projected performance indicators and targets (efficiency)*: What has been the project performance with respect to indicators and agreed responsibilities with respect to program implementation?
- e. *Sustainability*: The report should assess the level of the project's sustainability. Will the project's effects remain over time? Will the project's activities/services continue to be provided after the ILO funds have completely been expended
- f. *Lessons learned*: The consultant should provide information on the economic/political/financial conditions that should exist, qualifications of the implementation partners, required stakeholder participation, and other factors that should be in place to for the purpose of informing the design of future operations.
- g. A suggested outline for the final evaluation can be found below.

### Scope

The evaluation will look at the project activities, outputs and outcomes to date. The evaluation should take into consideration the project duration, existing resources and political and environmental constraints. The evaluation will also take specific note of the role of ILO constituents in the implementation and integration of gender mainstreaming in their respective organizations.

In particular the evaluation will examine the quality and impact of project activities on the target groups, looking at:

- **Development effectiveness**: The extent to which the development intervention's agreed objectives and intended results were achieved;
- **Resource Efficiency**: The extent to which resources were economically converted into results, including mention of alternative more cost-effective strategies when applicable;
- **Impact**: Positive and negative, intended and unintended long-term effects;
- **Relevance**: The extent to which the development intervention of the project meets the needs of constituents, country needs, global priorities and donor policies;
- **Sustainability**: The continuation of benefits and probability of continued long-term benefits after the project has been completed.
- **Partnerships**: The extent to which the project contributed to capacity development of the involved partners, the effectiveness of partnership development and implications on national ownership and project continuity/sustainability;
- **Lessons learned and good practice**: Good practices identified by the project, key lessons learned from programme implementation, and recommendations for similar programmes/projects.

### Clients of Evaluation

The primary external clients for this evaluation include the Ministries of Labour in Lebanon, Syria and Jordan and the social partners (workers' and employers' organizations), donors, the project management team and the local and national partners listed above.

The primary internal clients for this evaluation include the RO Beirut, the project management team, field technical specialists and the relevant ILO HQ departments.

Secondary clients of the project evaluation include other units within the ILO that may indirectly benefit from the knowledge generated by the evaluation.

## **6. Suggested Analytical Framework**

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### **6.1 Relevance and strategic fit**

- a. How is the project contributing to the national priorities/national development plans of Lebanon, Syria and Jordan?
- b. To what extent do project activities fall under the framework of Decent Work Country Programmes in Jordan and Syria? To what extent are project activities linked to the United Nations Development Assistance Framework (UNDAF), and other global commitments including the Millennium Development Goals, CEDAW etc. in all three countries?
- c. Does the project respond to the real needs of the ILO constituents (Ministries of Labour, the Workers' and Employers' organizations)?
- d. Are the planned project objectives and outcomes relevant and realistic to the situation and needs on the ground?
- e. How well does the project design take into account local efforts already underway to address gender inequality in the world of work in the sub-region and make use of existing capacity to address these issues? Does the project's original design fill an existing gap that other ongoing interventions have failed to address?

### **6.2. Validity of the design**

- a. What was the baseline condition at the beginning of the project? How was it established? Was a gender analysis carried out?
- b. Does the project document take into account the different levels of gender mainstreaming efforts and capacities among ILO constituents across the three countries?
- c. Is the intervention logic coherent and realistic? Do outputs causally link to outcomes, which in turn contribute to the broader development objective of the project?
- d. Do the main strategic components of the project contribute and logically link to the planned objectives? Are they too wide in scope or do they link well to one another?
- e. Are the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)? Is the time frame for programme implementation and the sequencing of project activities logical and realistic?
- f. Are the planned project objectives and outcomes relevant and realistic to the situation and needs on the ground? Were the problems and needs adequately analyzed?
- g. Who are the main partners of this project? How strategic have they been in terms of influence, capacities and commitment?
- h. On which risks and assumptions does the project build? How crucial were they for the success of the project? Were risk mitigation strategies developed in the design phase?
- i. How appropriate and useful are the indicators described in the project document for monitoring and measuring results? If necessary, how should they have been modified to be more useful? Are the means of verifications for the indicators appropriate?
- j. Was the strategy for sustainability of impact defined clearly at the design stage of the project? If yes how? Was the approach taken appropriate to the context?



### **6.3. Project progress and effectiveness**

- a. Has the Project achieved its planned objectives in a timely manner?
- b. Have the quantity and quality of outputs produced been satisfactory? Do the benefits accrue equally to men and women?
- c. Are the project partners using the outputs? Have the project outputs been transformed by the project partners into outcomes?
- d. Which components of the Project had the greatest achievements? What have been the supporting factors? How can the ILO build or expand on these achievements?
- e. In which areas does the Project have the least achievements? What have been the constraining factors and how have they been addressed?
- f. How have stakeholders been involved in project implementation? Has project management been participatory and has the participation contributed towards achievement of the project objectives?
- g. How effective has the project been in establishing national ownership? Has the project been appropriately responsive to the needs of the national constituents and changing partner priorities? Has the project adopted an approach that distinctly addresses the specific needs of each of the tripartite constituents?
- h. How effective was the collaboration with the relevant ILO offices, other UN agencies, media, and non-governmental organizations working on gender issues, and what has been the added value of this collaboration? Have systems been put in place to enhance collaboration with other UN agencies, government institutions working on gender issues, academia etc.?
- i. What alternative strategies would have been more effective in achieving the project's objectives?
- j. How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?
- k. How efficient has the project been in communicating its results, disseminating success stories and enhancing visibility? How effective was collaboration with the media?
- l. How did factors outside of the control of the project affect project implementation and objectives and how has the project dealt with these external factors? How realistic were the risks and assumptions that the project built upon?

### **6.4. Efficiency of resource use**

- a. Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?
- b. Have resources been used efficiently? Has the implementation of activities been cost-effective? Will the results achieved justify the costs? Could the same results have been attained with fewer resources?
- c. Have project funds and activities been delivered in a timely manner? Were there any major delays? What were the difficulties, and how did the project deal with this delay in work plan?
- d. Was the timeline initially envisioned for the Project (January-Dec. 2009) adequate considering Project outputs and outcomes?



### **6.5 Effectiveness of management arrangements**

- a. Are management capacities adequate? Does the project governance structure facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibilities and division of labour between project staff in all three countries?
- b. Given the project is operating in three countries simultaneously, what are some of the advantages and challenges of operating sub-regionally and how did that affect the effectiveness of project management and relations with national partners and key stakeholders? Is the project adequately addressing these challenges?
- c. Do national partners have a good grasp of the project strategy? How are they contributing to the success of the project?
- d. How effective was communication between the project team, the regional office and the responsible technical department at headquarters? How effective is communication between the project team and the national implementing partner?
- e. Does the project receive adequate technical, programmatic, administrative and financial backstopping and support from the ILO Regional Office for Arab States, technical specialists and the relevant HQ departments?
- f. How effectively does the project management monitor project performance and results? What M&E system has been put in place, and how effective has it been? Is relevant data systematically being collected and analyzed to feed into management decisions? Is data disaggregated by sex? Is information being regularly analyzed to feed into management decisions?
- g. Has the project made strategic use of coordination and collaboration with other ILO projects, relevant projects being implemented by other UN agencies, and with other donors to ensure synergies and increase effectiveness and impact?

### **6.6. Impact orientation and sustainability**

- a. What observed changes in attitudes, capacities and institutions of social partners toward key ILO gender conventions can be causally linked to the project's interventions? Are these results, achievements and benefits likely to be durable?
- b. How can ILO ROAS build on the Project's achievements?
- c. To what extent is the project making a significant contribution to broader and longer-term development impact? Is the project strategy and management steering towards impact?
- d. What are the realistic long-term effects of the project on advancing awareness of key gender equality conventions in the world of work?
- e. How effective and realistic is the project's exit strategy? Is the project gradually being handed over to the national partners? How successful were the Project's activities in ensuring the sustainability of the project?
- f. Are national partners able and willing to continue with the project? How effectively has the project built national ownership?
- g. Are results anchored in national institutions and can the local partners maintain them financially at end of project?

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- h. Can any unintended or unexpected positive or negative effects be observed as a consequence of the project's interventions?
- i. Should there be a second phase of the project to consolidate achievements?
- j. What are some good practices that can be extracted from the Project? How was the practice carried out, what makes it good, and what are the circumstances in which it took place?

### **7. Methodology/Approaches to Evaluation**

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The evaluation will be conducted by one Senior Evaluator, who will undertake a two week mission to Lebanon, Syria and Jordan. The evaluator will be requested to present a more detailed evaluation methodology and an evaluation plan based on the suggested analytical framework and the desk review. This will need to be approved by the evaluation manager.

The project team and ILO ROAS will be responsible for providing all logistical support to facilitate the evaluation process. The evaluation will be carried out using a desk review, alongside field visits to project sites for consultations with project staff, ILO constituents and other primary internal and external stakeholders. Upon completion, the Evaluator will conduct a stakeholder workshop for the dissemination of initial findings.

While the evaluation will be strictly external and independent in nature, it will be participatory to the extent possible, engaging ILO constituents, beneficiaries, and other stakeholders. The evaluation will include but will not be restricted to:

- a) A desk review conducted in home-country of project documents and materials provided by the evaluation manager to the evaluation consultant;
- b) Presentations /inductions with project staff, primary internal and external stakeholders and social partners in all three countries explaining the process, methodology, objectives and principles of the participatory evaluation;
- c) Key interviews with the CTA, project staff, technical specialists backstopping the project, project partners, the UN Resident Coordinator, at least one technical staff from another UN agency working on gender issues in one of the 3 countries, and key project stakeholders;
- d) Phone Interviews with ILO HQ, and meetings with relevant focal points in the ILO Regional Office for Arab States;
- e) Presentation of findings and recommendations to selected stakeholders and partners upon completion of the Evaluation Report.

### **8. Deliverables**

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The expected outputs to be delivered by the evaluation consultant are:

- a) A desk review;
- b) An evaluation plan (including instruments and methodology) prepared by the evaluation team;
- c) Stakeholder workshops facilitated by the evaluation team;
- d) Draft evaluation report including stakeholder workshop proceedings and findings from field visits by evaluation team;
- e) Final Report including:
  - Executive Summary;
  - Clearly identified findings;

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- Clearly identified conclusions and recommendations;
- Lessons learned and potential good practices and effective models of intervention drafted in user-friendly language for publication and circulation to wide audiences;
- Appropriate Annexes including present TORs;
- Standard evaluation instrument matrix.

### ***Sample structure and table of contents of the Evaluation I Report<sup>12</sup>:***

Cover page with key project and evaluation data

- Abstract (3-5 pages according to ILO Evaluation Summary template)
- Brief background of the project and its logic
- Purpose, scope and clients of evaluation
- Methodology employed
- Review of implementation
- Findings regarding project performance
- Conclusions
- Recommendations (including tracking table with relevant follow-up responsibilities)
- Lessons learned and best practices
- Summary of potential areas for further investigation and implications for global/regional strategies
- Annexes, including TORs, persons contacted etc.

The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the evaluation manager at the Regional Office for Arab States and provided to the evaluator. In preparing the final report the evaluator should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

## **9. Management arrangements, work plan and timeframe**

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The evaluation will be managed by the Chief of Programme at ROAS Beirut. The evaluator will have to report exclusively to the evaluation manager.

The final evaluation mission will be comprised of one senior international evaluator, who will be contracted by the ILO. S/he will be responsible for conducting the final evaluation, as per the terms of reference. The appointed consultant shall:

- Review the TOR and provide input as necessary;
- Review project documents and other related materials;
- Develop the evaluation methodology, instruments and plan;
- Conduct preparatory briefings with ILO;
- Draft the evaluation report and finalize it based on comments from the primary internal and external stakeholders.
- Support and facilitate a stakeholder workshop in the field (including presentation in local language and report of the workshop in English);
- Conduct debriefing on findings, conclusions, and recommendations of the evaluation with key stakeholders;

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The Evaluation manager (EM) is responsible to:

- Draft the final evaluation TOR;
- Finalize and approve the TOR with input from the stakeholders and the evaluators;
- Ensure proper stakeholder involvement;
- Participate in preparatory meeting prior to the evaluation mission;
- Assist in the implementation of the evaluation methodology, as appropriate (i.e., participate in interviews, review documents) and in such a way as to minimize bias in evaluation findings;
- Circulate draft and final report to stakeholders;
- Review and provide comments on the evaluation report;
- Participate in debriefing on findings, conclusions, and recommendations of the final evaluation;
- Ensure follow-up to the evaluation recommendations.

The CTA is responsible for:

- Reviewing the TOR and providing input, as necessary;
- Providing project background materials and information;
- Participating in preparatory meeting prior to the evaluation mission;
- Providing logistical and practical support, as needed;
- Coordinating exchanges of comments of the evaluation team with the partners during the evaluation;
- Participating in debriefing on findings, conclusions, and recommendations of the final evaluation;
- Reviewing and providing comments on the draft evaluation report.

### ***Estimated duration***

The expected starting date of the evaluation is 29 March 2010. The first draft of the Evaluation report is to be submitted by 30 April 2010. The final report is due by 15 May 2010.

**The timetable and schedule is as follows:**

Responsible person	Tasks	Number of Working days	Tentative timeline
Evaluator	-Desk review of project documents and phone interview with key informants -Submission of evaluation methodology and instruments and plans	4	29 March- 1 April
Evaluator with the logistical support of project staff in respective countries	-Evaluation missions to Lebanon, Jordan and Syria (4 days missions) Mission should include meetings with Task Force national coordinators, selected participants from Policy Round Tables and members of the media, partners and other stakeholders. A list of	12	6 – 22 April

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	people to be interviewed will be shared with the Evaluation Manager prior to conducting the interviews.		
Evaluator	Drafting report	5	
Evaluator	Submission of the report to the evaluation manager		30 April
Evaluation manager	Circulating the draft report to key stakeholders		1-10 May
Evaluation manager	Send consolidated comments to evaluator		11 May
Evaluator	Integration of comments and finalization of the report	2	11-15 May

## **10. Qualifications**

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Evaluation consultant:

- At least 10 years experience in the design, management and evaluation of development projects with a gender perspective;
- Experience in evaluations in the UN system, preferably as team leader;
- Relevant regional experience in the Arab region;
- Relevant field experience in capacity building and training;
- Fluency in spoken and written Arabic and English, with strong editorial skills in English;
- Experience in facilitating workshops for evaluation findings.

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### **Annex 2**

#### Main Project Documents

- A. Project Document (signed 6 November 2008)
- B. Project concept note, Project activities, Project partners
- C. Project strategy
- D. Job Descriptions
- E. RBSA manual

#### *At Policy Level*

- 1. Development of Two "Towards a Policy Brief" Concept note
- 2. Informal Economy policy brief
- 3. Pay Equity policy brief
- 4. Report on the policy Round tables Social care Lebanon (July 2009)
- 5. Report on the policy Round tables Pay equity Jordan (March 2009) (still in process)
- 6. Report on the policy Round tables Informal economy Syria (March 2009) (still in process)

#### *At middle level / Consultative Tripartite Meetings*

- 7. TORs of the Tripartite Taskforce Committee
- 8. Concept Note
- 9. PPT Presentations (6) of the conventions and recommendations
- 10. Questionnaires for the participants (6)
- 11. Evaluation tools (6)
- 12. Final reports (10) for all the consultative meetings (some still missing from Jordan and Syria)
- 13. Evaluation final reports (3) one from each country

#### *At the grassroots level / Staff Workshops conducted by the tripartite task force members*

- 14. Concept Note of the Staff Workshops
- 15. Report of all the tripartite Staff workshops in Lebanon (Nov-Dec 2009)
- 16. Report of all the tripartite Staff workshops in Syria (Dec 2009)
- 17. Report of all the tripartite Staff workshops in Jordan (Dec 2009) (missing the COI report)

#### *Sub-regional media Workshop (20-22 Jan 2010)*

- 18. Concept Note of the Sub-regional Media workshop
- 19. Report of the Sub-regional Media Workshop
- 20. Media Files being developed about each Convention and distributed to media personnel
- 21. Articles of the many newspaper articles being published about the activity (some included in the Media report)

#### *Conducting two Studies*

- 22. TORs of the two studies

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- 23.** Legal Assessment "Promoting the ratification and the application of key Gender Equality Conventions in national law"
- 24.** Rapid Assessment, "Working Conditions in Health care in Lebanon; A Gender Equality and Worker's rights Perspective" (in process)

### *Adaptation of existent material, development of user-friendly materials (in process)*

- 25.** Awareness raising Guide
- 26.** Resource Booklet
- 27.** Collection of real life stories of workers women booklet
- 28.** Handouts (5)
- 29.** Posters (3)
- 30.** Testing and dissemination tools for each product

### *VI. Institutionalizing knowledge-sharing*

- 31.** List of relevant organization
- 32.** List of relevant tripartite constituents

### *VII. Conducting Monitoring and Evaluation*

- 33.** Table for indicators and achievements
- 34.** MOE Matrix

### *VIII. Media coverage*

- 35.** File on all the project activities in the three countries

### *IX. Reports*

- 36.** Project updates
- 37.** Mission reports

### *X. National documents including the UNDAFs and DWCPs of the respective countries where applicable, the relevant national development plans etc. (missing)*

### *XI. Minutes of review meeting with staff (date?)*

### *XII. TOR of consultants*

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### Suggested list of Meetings

#### At The ILO Regional Office

- Jean-Francois, Ghia
- Simel, Rasha, Shaza
- The project team (Najwa, Sanaa, Mansour, Rim and Thoraya)
- ILO Specialists (Walid, Hicham, Abdullah)

At the ILO HQ Level (relevant gender specialist(s) to be checked with Simel)

At the UN level (please indicate relevant focal points from partner UN agencies)

At the National level ( project countries)

- with our main constituents. key officials from MOL, COC and TU in the three countries

At the policy Level in the three project countries:

- key people from policy makers;
- few people who participated in the policy roundtable;
- national or international consultants;
- researcher of the study;
- Writer of the "Towards policy brief policy roundtable".

At the middle level in the three project countries,

- the coordinators;
- few members from the taskforce committee;
- resource persons of the consultative meetings; (Hamada in Jordan, Rashid and Rakan from Syria)
- evaluators (Kassem from Jordan)

At the grassroots level in the three project countries:

- participants of the staff workshops;
- facilitators/awareness raising /advocates;
- coordinators of the tripartite who attended the staff workshops;
- resource people.

The Media people in the three project countries:

- members of the participants of the media workshop;
- ILO Specialists who participated in the media workshop;
- national consultant and coordinator.
- ILO consultant

Researchers of the two studies:

- Aline Khoury,
- Ismail Badran
- Mansour Omeira

M and E:

- Kassem for Jordan



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### **Annex 3 Schedule in Lebanon, Syria and Jordan**

#### **Lebanon**

##### **12 April 2010**

10:00 Jean Francois Klein, Ghia Osseiran (ILO Programme)  
13:00 Mansour Omeira, Sanaa Abou Sleiman (Project Team)

##### **13 April 2010**

11:00 General Manager, ALI  
12:00 Abdoullah Zouhair, Standards Specialist  
13:00 Najwa Ksaifi, Project Manager  
14:00 Hisham Abou Jaoude, Employers Specialist  
15:00 Rasha Tabrarra, ILO Programme

##### **14 April 2010**

9:00 Taskforce MOL  
11:00 Secretary General CGTL

##### **15 April 2010**

9:00 General Manager (MOL), Head of Int'l Relations (MOL) 11:00 Secretary General CGTL  
11:00 Mansour Omeira  
14:00 Combined focus group, all taskforces

##### **16 April 2010**

12:00 Management Meeting (Nada Al-Nashif, Jean-Francois Klein)

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#### **Jordan**

##### **18 April 2010**

10:00 Thoraya El Rayess, ILO  
12:00 Phil Fishman, ILO  
14:00 Asma Khader, JNCW  
15:00 Khaled Habahbeh, GFJTU

##### **19 April 2010**

10:00 Nada Al-Waked; Zaki Ayoubi, JCI  
12:00 Haya Zayadin, MOL  
13:30 Hamada Abu Nijmeh, MOL  
15:00 Atef Majali, NCHR  
16:30 Etaf Halasseh, Ex MOL

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### **20 April 2010**

10:00 Fathallah Omrani, GUWTW, GFJTU taskforce member; Roundtable participant

12:00 Sameh Ajlouni, ILO/MoL

13:30 Manal Dabbas, GUWE

14:30 Rania Sarayrah, Al-Ghad Newspaper

### **21 April 2010**

15:15 Rania Tarazi, UNIFEM

16:15 Musa Shteivi, ECOSOC

### **22 April 2010**

9:30 Mona Mutaman, JNCW, partner institution for work on pay equity

11:00 Workshop, various

16:30 Firas Taamneh, ILO Project Manager, Human anti-trafficking

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## **Syria**

### **24 April 2010**

9:30 Ms. Rim Aljabi, ILO Project coordinator, DWGE

11:00 Ms. Marwa Aytoni, Chairperson, Business Women Committee, Col

12:00 Ms. Nasiba Mossa, Ms. Maysa Dahman, Dr. Huda Jalanbo, Chamber of Industry project task force

13:00 Dr. Rachid Rachid, ILO Project consultant, International conventions

14:00 Dr. Maha Katta, ILO Project coordinator, Social Protection

15:00 Dr. Sattof Haj Hussien, ILO Project consultant, Informal Economy

### **25 April 2010**

9:00 Mr. Anas Abo jieb, Deputy Manager, Col

9:30 Ms. Zakia Alajrad, Task force Team coordinator, Col

10:00 Dr. Khalid Almasri, UNRC Media Consultant

11:00 Ms. Faten Tibi, UNDP Business Development Team Leader

12:00 Mr. Rakan Ibrahim, Project Consultant, Labour Law, MoSAL

13:00 Ms. Faryal Hamad, Mr. Shoki Aoun, Ms. Razan Omari, Mr. Maher Razak, MoSAL project task force

14:00 Ms. Afraa Suliman, Task force team coordinator, MoSAL

15:00 Mr. Anwar Abbass, ILO Decent Work program coordinator in Syria

18:00 Ms. Lina Daioub, Mr. Kassem Sharif, Mr Wael Diab, Journalists attended ILO sub-regional workshop

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### **26 April 2010**

9:00 Mr. Shaban Azouz, LU Chairperson

10:00 Mr. Ahmad Hassan, Mr Hussien Alhmad, Mr Ahmad Habab, Mr Faiz Albarsha, Labour Union project task force

11:00 Dr. Issa Maldaon, Deputy MoSL

12:00 Post-graduate LUTC, Attendee at Labour Union Training Center

### **27 April 2010**

11:00 Stakeholders workshop, Tripartite Middle Level Participants

13:00 Ms. Majida Katit, Chairperson, WGU

15:00 Dr. Insaf Hamad, Chairperson, SCFA

16:00 Wrap Up meeting with Rim el Jabi

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### **Lebanon**

#### **29 April 2010**

Debriefing (Maurizio Bussi, Jean-Francois Klein, Rasha Tabarra, Simel Esim, Najwa Ksaifi, Mansour Omeira, Sanaa Abou Sleiman, Ghia Osseiran)

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### Annex 4

#### Interview Guiding Questions

##### Evaluation Questions:

The following questions are to be added to the Evaluation Methodology presented earlier, presented to, and discussed by the Management Team. These are some questions that were addressed to the Project partners and stakeholders of mainly the Tripartite organizations, Media, UN organizations, NGOs and Women Machinery members, researchers and consultant, and related national projects and institutions, as and where applicable. They are not exclusive but may extend into further questions and probing to acquire the needed information. Others interviewed were the ILO DWGE Project Team (CTA and national Project Officers), technical experts, program area personnel, as well as the ILO DWGE Project Management Team at different stages of the Evaluation.

##### QUESTION:

Is the Decent Work and Gender Equality (DWGE) Project clear? *How well do you think you understand it? How well do you think you understand its goals?* How much it affected your work (IMPACT)

##### *Consensus:*

Is the tripartite approach useful? HOW?

How did you benefit from the Project activities?

What were the obstacles you faced?

What is the best thing(s) you liked (benefited from) in the Project?

What do you think is the “value added” from the Project?

What are the lessons learnt from the Project process? (through your participation in the Project activities)?

Any good practice/s as a result of the Project ?

##### *Sustainability / continuity:*

Do you plan to continue with the Project activities after its completion?

How will you continue with DWGE? What are the next steps you envisage to continue with the Project?

What are the mechanisms that you (your organization) put in place to continue with DWGE?

Did your organization earmark resources<sup>i</sup> for further activities? e.g. any steps to plan/mainstream DWGE budget items into next year's fiscal budget?

With whom ? *Partner organizations?*

*How will the Tripartite approach serve the continuation of the Project goals?*

Suggestions to continue with DWGE?

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<sup>i</sup> Resources: financial; human (staff); technical expertise; logistical; legislation...