

Developing the capacity of Employers' Organizations in the Arab Region to contribute to job-rich growth through effective policy and social dialogue.

International Labour Organization project RAB/12/50/NOR

Final Independent Evaluation

Countries included:

Hashemite Kingdom of Jordan, Republic of Lebanon, Sultanate of Oman, Occupied Palestinian Territories, Republic of Yemen,

(Early discontinuance of Kingdom of Bahrain and Kingdom of Saudi Arabia involvement)

Date of Evaluation: --/--/2016

End date of project: December 31 2015

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Donor: Royal Government of Norway

Project Budget: USD 1,110,000 USD (USD 750,000 June 2012, with additional USD 360,000 November 2013); Cost of Evaluation:

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ACKNOWLEDGEMENTS

For their essential inputs to the Evaluation, thanks are due to:

Employers' leadership in Jordan, Lebanon, Oman, occupied Palestinian territories, and Yemen.

Government leadership in Jordan, and Trade Union leadership in Jordan and Lebanon

ROAS Director Mr Frank Hageman and ROAS specialists and officers, in particular Evaluation Managers: Ms Nathalie Bavitch and Ms Emanuela Pozzan, Employers Specialist Ms Lama Oueijan, Project Coordinator Mr Raja Keldani,' and Project Assistant Ms Dina Hasrouni,

ILO Geneva ACT EMP Backstopping Officer Mr Henrik Moller, ITC Turin ACT EMP Training Director Mr Arnout de Koster

EVALUATION TERMS¹

Objective:	Development Objective (or Goal): The higher-order objective to which a development intervention is intended to contribute.
Outcome:	The likely or achieved short-term and medium-term effects of an intervention's outputs.
Outputs:	The products, capital goods and services resulting from a development intervention, may also include changes resulting from the intervention relevant to achieving the outcomes.
Relevance:	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities, and partner / donor policies.
Effectiveness:	The extent to which the development intervention's objectives were achieved or are expected to be achieved.
Efficiency:	How economically resources/inputs (funds expertise time, etc.) are converted to results.
Sustainability:	The continuation of benefits from a development intervention after development assistance is completed
Impact:	Positive or negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended ²

Employers Organization. The ILO accepts as partners the national representative business organizations that are members of the IOE. In some countries these are specifically Employers Organizations, in others they may be separate or amalgamated Chambers of Industry, Commerce and/or Agriculture. Unlike the other regional countries involved in the project the organization representing Lebanon is not a Chamber. Hence, except where quoting the project document (written before Lebanon joined the project), the term "Employers Organization (EO)" will be used here.

Beneficiaries: It is usual to make a distinction between direct beneficiaries (the organization receiving the direct inputs of the project) and indirect (the members or clients of that organization). To avoid the word "indirect" suggesting that they are only peripheral, this evaluation generally uses the terms "proximate and ultimate".

¹ OECD Glossary of key terms in evaluation and results based management pp 8-37

ACRONYMS

ACT/EMP	Bureau of Employers' Activities (of the ILO)
ACT/TRAV	Bureau of Workers' Activities (of the ILO)
BAR	Kingdom of Bahrain
BCCI	Bahrain Chamber of Commerce and Industry
CEO	Chief Executive Officer
CRM	Customer Relations Management
CPO	Country Programme Outcome
CSO	Civil Society Organization
DWCP	Decent Work Country Programme
EO	Employers Organization
ES	Employers Specialist
EESA	External Environment and Stakeholder Analysis
EESEE	Enabling Environment for Sustainable Enterprises and Employment (Reports)
FPCCI (A)	Federation of Palestinian Chambers of Commerce Industry (and Agriculture)
FYCCI	Federation of Yemen Chambers of Commerce and Industry
GIZ	Gesellschaft für Internationale Zusammenarbeit
IOE	International Organization of Employers
ILO	International Labour Organization (or Office)
ITC	International Training Centre (Turin Italy)
JCI	Jordan Chamber of Industry
KSA	Kingdom of Saudi Arabia
LEB	Republic of Lebanon
oPt	occupied Palestinian territories
MOL	Ministry of Labour
OCCI	Oman Chamber of Commerce and Industry
OMN	Sultanate of Oman
OSH	Occupational Safety and Health
PARDEV	Partnerships and Field Support Department (of the ILO)
P&B	Programme and Budget
PC	Project Coordinator
PRODOC	Project Document
RNG	Royal Norwegian Government
TCPR	Technical Cooperation Progress Report
TOR	Terms of Reference
YEM	Republic of Yemen
WO	Workers' Organization

EXECUTIVE SUMMARY

Project Background

Purpose

The project was intended as a one-off 18-month boost to strengthen Employer Organizations (EOs³) in the Arab States so that they could advocate accurately for national policies to overcome constraints on businesses and create decent work opportunities in their respective countries. Project Objectives were:

Objective 1: “To provide participating national employers and business organizations (Hereafter “Chambers”) with a clear understanding of their basic roles and responsibilities in an emerging and new context⁴” (**Improved governance and structural reform**).

This would be achieved by a “chambers literacy” programme to “outline the basic roles and expectations of Chambers in the emerging dispensation” and “provide them with the tools to achieve the kind of organizations (that) will be necessary”. [This mirrored a “trade union literacy” approach being used by a parallel project for Workers Organizations (WOs) in the region.]

Objective 2: “To capacitate these organizations ... to develop pro-active national policy agendas, to create employment through enterprise policies, and to equip them with the capacity to engage in effective policy and social dialogue” (**Improved policy capacity**).

This would be achieved by an Enabling Environment for Sustainable Enterprises and Employment (EESEE) “tool box” which by combining comparative international data and local business surveys would equip Employers’ Organizations (EOs) to pin-point their country’s particular constraints on business and employment growth. The EESEE tool was an internationally comparative collection of data on the business, political, social, and legal environment of a country drawn from existing surveys (World Bank, Economist Intelligence Unit) plus a questionnaire survey of local business executives⁵.

Scope, Structure, and Timing

The project was planned to run from June 2012 to December 2013 in seven countries: Kingdom of Bahrain (BHR), Hashemite Kingdom of Jordan (JOR), Republic of Lebanon (LEB), Sultanate of Oman (OMN), Occupied Palestinian Territories (oPt), Kingdom of Saudi Arabia (KSA) and Republic of Yemen (YEM). The Project was funded by the Royal Norwegian Government (RNG), a long-time ILO partner in employer development and worker rights.

The project was implemented by the Regional Office for the Arab States (ROAS) of the International Labour Organization (ILO) based in Beirut Lebanon, and backstopped by the Bureau of Employers’ Activities (ACT/EMP) in ILO Geneva. For ROAS staffing reasons and because of political and military conflicts in the region, the implementation was delayed. The schedule was amended to finish in June 2015 and eventually, through further extensions, in March, 2016.

Bahrain and Saudi Arabia did not continue with the project and visits to Yemen were suspended in 2014. Initially, the Lebanese employer body, the Association of Lebanese Industrialists (ALI), did not participate, but joined in late 2014. [ALI is not constituted as a Chamber, so, while the project document spoke of “Chambers”, this evaluation will refer to “Employers Organizations”.]

³ The most representative employer bodies in a particular country are accepted as members of the International Organization of Employers (IOE), and so accepted as the constituent partners of the International Labour Organization (ILO) together with their national Governments and the most representative national Workers’ Organizations (WOs) in their country.

⁴ Project Document p3

⁵ 150 businesses in the Oman exercise.

Beneficiaries

The Target Groups⁶ were identified as staff and board members of the selected EOs. Final beneficiaries⁷ were identified as “business communities in the respective countries and other business organizations (including sectoral and other associations within the membership of target organizations)”.⁸

Project Delivery

The project was implemented in roughly the following order:

1. An independent consultant’s Assessment Report of the EO in each project country, along with an External Environment and Stakeholder Analysis (EESA) based on interviews with the EO’s main government, business and civil society partners.
2. A follow-up by the project team (usually ES and PC) to assist the EO to develop a strategy and work plan to build the capacity that was seen as lacking, and to identify training activities and consultant inputs to EO leadership and staff.
3. Delivering capacity inputs to different levels of: board members, CEOs and technical staff. The EO nominating the personnel to attend training events.
Training in each country covered a different range of technical aspects (data development, communications strategies, and member services) as well as policy development and preparation of position papers for advocacy to government on matters relevant in each country at that time.
Issues included: labour law, minimum wage, as well as the constitution and voting structures for the EOs themselves.

Evaluation

Purpose

The final independent evaluation was to examine the efficiency, effectiveness, relevance, potential impact and sustainability of the project, and assess the extent to which it met its objectives, produced its indicated outputs, and achieved its outcomes. It would therefore examine the project design, strategy, implementation and lessons learned⁹.

Scope

The evaluation was intended to cover the project in all its outcomes and its full duration (June 2012 – December 2015). The scope was the final countries that participated in the project: Jordan, Lebanon, Oman, oPt, and Yemen. Field visits were to include Jordan, Lebanon, Oman, and oPt with skype contact with Yemen. The evaluation was to take place between September and December 2015. The evaluation was to integrate gender equality as a cross-cutting concern.

Clients

Primary users of the evaluation were to be: ILO ROAS, the ILO constituents in targeted countries, and the donor, the Royal Norwegian Government. Secondary users included other project stakeholders who might indirectly benefit from the knowledge generated by the evaluation e.g. ILO Geneva units such as Social Protection, Standards, Enterprise and the Bureau of Workers Activities (ACTRAV).

⁶ “Target groups” are the groups/entities who will be directly positively affected by the project at the Project Purpose level.

⁷ “Final beneficiaries”: those who benefit from the project in the long term in the society or sector at large

⁸ Project Document p6

⁹ Terms of Reference for Final Independent Project Evaluation Section 3 pp2-3

Methodology

To the extent possible, data was triangulated through study of documents, unstructured interviews based on common lines of enquiry¹⁰ across each category of interviewee, and the observations of stakeholders. A background factor, to which some interviewees helpfully contributed insights into cultural and, historical context and the challenges of changes in mentality (from traditional attitudes and institutions of governance) involved in the evolution of ILO tripartite structures. This was relevant in a project designed in the early days of the recent political debates in the region and affected by the later reactions to them.

An end-of-mission debriefing was held in Beirut on the 26 October 2015.

Main Findings and Conclusions

Relevance

The project is certainly relevant to the ILO Programme and Budget Outcomes¹¹ and to the Country Programme Outcomes of the Decent Work Country Programmes (DWCPs) of the participating countries¹². It fits within a number of the overarching themes of the UNDAF in each country¹³.

Design

The problem that the project was designed to address was described as:

“Chambers struggle to represent their members and effectively operate in the business environment. Their internal structures are often not equipped to carry out core functions. Their governance structures can act as an obstacle to more effective engagement by the private sector. Additionally, they can lack the capacity to effectively assess the environment for enterprise growth in terms of providing evidence based proposals to rectify constraints. Their ability to manage a subsequent process of engagement with policy makers and other social partners can be similarly weak. As a consequence, dialogue between representative organizations of the private sector and government, and other stakeholders can lack substance, be confrontational and falter in finding constructive solutions”¹⁴.

The solution was seen in meeting two objectives:

1. Providing “clear understanding of (the chambers’) basic roles and responsibilities in an emerging and new context” through a “Chamber Literacy” programme. This would: explain their basic responsibilities and link to the kinds of organization that would be needed in, what was described as, “the emerging situation in the region”. It would provide the tools to build the right kind of organization. Assessments would be made of how the chambers existing operational capacity could deal with the evolving situations confronting them, and of the external environment in which the EOs operate.
2. Building in these organizations, the capacity to develop and advocate for policies to facilitate business success and job creation. This was to be done by building data on business needs and producing Enabling Environment for Sustainable Enterprises and Employment (EESEE) reports which would focus on the key constraints that were holding back business and job growth. This EESEE approach would give each EO the research and policy development capacity to make, and argue to Governments, proposals to improve the business environment both in general and in the specifics of their locality.

¹⁰ Evaluation Inception Report pp2-3

¹¹ Directly to: Outcome 9 Employers have strong independent and representative organizations and indirectly to: Outcome 1 More women and men have access to productive employment decent work and income opportunities, and: Outcome 3 Sustainable enterprises create productive and decent jobs.

¹² JOR 801 LBN 801 PSE 801 OMN 801 YEM 801

¹³ Jordan 2013-2017, Lebanon 2010-2014, oPt 2014-2016, YEM 2011-

¹⁴ Terms of Reference for Final Independent Project Evaluation p2

The project was influenced at the time of its design (2010) by the “emerging and new context” of the first objective. The “Arab Spring” had seen popular clamour through many Arab countries for better work opportunities, working conditions and democratic institutions. The project aimed to strengthen the EOs to respond to these demands, positioning themselves as sources of useful advice to governments as they grappled with issues of business and employment growth.

However, by the time the project was actively implemented, the pro-democratic momentum had declined, and there was a deterioration in the security situation in some project countries, notably Yemen, the occupied Palestinian territories (oPt) as well as countries bordering Jordan and Lebanon.

The original design lacked an orientation towards tripartism: “social dialogue” was interpreted as communication between EOs and their governments.

Usefully in the summary of the first capacity assessments¹⁵, social dialogue was seen as including trade unions though this did not translate into further implementation. Trade unions do not enjoy widespread acceptance in this region but, given the project’s focus on employment, it was a weakness in design that there was no place for dialogue with them, or (where, they were lacking or marginalized), with civil society groups¹⁶ that understood the productivity needs of workers including the self-employed

A gender perspective was mentioned in the design, but not elaborated further. Disadvantage based on disability, ethnic difference, or rural and remote location was also not included in the original design.

The ROAS staffing difficulties and consequent delays in the project, made it necessary to apply to the donor for approval to extend the project’s closing date. Two further extensions were granted which included modifications to the project design but these modifications lacked sufficient indicators¹⁷ to assess how the outcome would now be achieved.

The project’s view was that the objective of capacity building for policy advocacy was met by “basically producing a number of position papers”. [It could have made more explicit that the papers should be produced by the EOs and not by external (including ILO) experts.] Significantly, it decided to drop the EESEE tool.

The evaluation has had to determine whether such an outcome was of equal value in achieving the development objective as implementing the EESEE.

There was certainly value in these papers but the EESEE is designed as an ongoing structure for the EO to collate, systemize and customize local data, and maintain local benchmarks referenced to international comparisons. Its methodology can be operated by local staff with possible help from, but not complete reliance on, external resources. Importantly the interview component of the EESEE (of a significant number of local businesses), acts as a means to mobilize the EO base to support the EO’s advocacy to Government, and give greater value to EO membership.

To maintain a results-driven project, more specific targets and means of verifying changes in EO activities (or at least the circumstances likely to bring them about)¹⁸ were needed than those provided by the project in the revision it made of the original project document design.

As the project developed, the continued use of a formal Technical Cooperation Progress Report (TCPR) would have given clarity about which EO structural changes or new EO policy activities were seen to be achieving the project outcomes.

¹⁵ Report Main Issues in capacity assessment in the region ILO November 2012

¹⁶ The project did successfully involve these groups in one joint Palestinian-Jordanian project seminar.

¹⁷ Refer Appendix VII

¹⁸ Such as verifying trainees’ competence and authority to bring about change; or records of EO/Government dialogue to track progress along thematic pathways, as had been envisaged in the EESEE methodology.

Effectiveness [The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.¹⁹]

Objective One: *To provide participating national employers and business organizations ... with a clear understanding of their basic roles and responsibilities. (Governance and Structural Reform). This objective has been partially achieved.*

- Six²⁰ capacity assessments were carried out.
- Eight training events were held, including: Effective Employers Organization (3), HR Policies and ILO standards (1) Child Labour (1), Social Security and Labour Law (2), Advocacy Lobbying and Communication (1); Social Dialogue and Collective Bargaining (1)
- EO personnel from Jordan attended 5 of these trainings, oPt attended 5, Oman attended 4, Yemen attended 3, and Lebanon attended 1.
- Communications strategy advice was given to two EOs (Jordan and Oman), technical training was provided to individual EO officers: in Occupational Safety and Health to officers in Jordan, Lebanon and oPt, and in customer data base software to officers in Lebanon, Jordan and Oman.
- Preparations were made for a skills needs audit in Oman and for Socially Responsible Economic policies in Lebanon.

However effectiveness requires more than listing the project activities and outputs. There needs to be evidence that the interventions have resulted in new and better EO practices, or are likely to do so. The project’s interpretation was that issues such as progress in social dialogue “lay beyond the outcomes” which were therefore restricted to capacity building training and consultancies²¹. This underlines the importance of maintaining clear indicators of how the success of capacity building is to be determined, so avoiding the dangers of becoming merely a supply-driven project.²²

Objective Two: *To capacitate these organizations to develop pro-active national policy agendas, to create employment through enterprise policies, and to equip them to engage in effective policy and social dialogue. (Policy Reform and Advocacy). This objective has been partially achieved.*

Some policy reports were produced, and in-country initiatives taken that had the potential to assist EOs to produce and advocate for further policy positions:

- The “Whole of Palestine Approach” taken to combine training for residents of Gaza as well as West Bank, and inclusive of women-run businesses
- In Lebanon the embedding of Customer Relations Management skills in ALI and its launch of a policy framework for a “Socially Responsible Industrial Sector in Lebanon”
- In Jordan and Oman the start of a professional communications strategy and, as in Palestine, the consolidation of OSH technical skills.
- Oman’s further work on a tourism skills survey, and Palestine’s further work on labour law reform.

¹⁹ OECD Glossary of key terms in evaluation and results based management p 20

²⁰ The Kingdom of Bahrain was still participating in the project in its early stages.

²¹ ROAS project comments on Evaluation first draft view that verifiable progress in social dialogue would be evidence of the effectiveness of the project’s capacity building outcomes.

²² The outcomes, activities and log frame, the changes in them, and the authorization of those changes were contained in several documents 1) the Project Document, 2) Extension proposal to June 2015, 3) Extension Proposal to December 2015; 4) the project’s Technical Cooperation Progress Report of March to December 2013; 5) Brief Summary of EO capacity Building Project prepared by the ES 26.10.15; 6) The Arab States Section of the May 2015 Progress Report Norway ILO Programme Cooperation Agreement 2012-2015.

Efficiency & Management Arrangements

Financial Management

The total project allocation in 2012 was USD 750,000 raised in November 2013 to USD 1,110,000. The project funded some of its activities on a split basis with the ROAS general budget and in at least one instance with the ITC in Turin.

Training events specific to the project:	200,000
Capacity and Stakeholder Assessments:	66,478
Project staff follow-up to capacity and stakeholder assessments:	49,021
Communication and other consultancies:	<u>95,895</u>
	Subtotal 411,394
Other costs (Presumed to be: project coordinator, and administration)	<u>698,606</u>
	Total 1,110,000

[Other training with funds from RBTC and ACT/ EMP costs: 164,402]

Staffing and Timing

The project was originally planned to run from June 2012 to December 2013, but it experienced two major staffing delays. The ILO ROAS Employers' Specialist (ES) who began involvement with the project and did a pilot of the EESEE programme in Oman in 2011, was transferred to another office in the third quarter of 2012. The next ES was appointed in September 2012 but resigned in January 2013.

A project coordinator was appointed in March 2013 and, together with the Geneva backstopping officer, did preliminary work, including visiting Yemen.

Treating the ES as the Project Manager²³ was efficient in terms of use of the finance available, but contributed to the perception by constituents that this project was not a specific initiative but part of ILO's ordinary activities.

The ES who ultimately had carriage of the project through to its end in December 2015 was appointed in June 2013. This officer negotiated a revision of the project's end-date first to June 2015, and then to December 2015. [Since the evaluation mission, the project was finally extended to end February 2016.]

Partly because of the earlier delays, some training programmes were seen as being put together at relatively short notice and delivered to some participants whose level of awareness of the issues, or their status in the EO, might not reflect the needed authority or competence to act effectively on them.

The project staff attempted to operate flexibly within these obstacles and those in the region generally.

Impact and Sustainability

The lack of a clear identity for this project in the second half of its existence meant that its activities were likely to be indistinguishable from general activities that ILO pursues to strengthen its EOs.

Some of those interviewed claimed not to know that the project existed, and in one case, made a severe criticism, which proved to relate to a separate dissatisfaction with ILO over the DWCP process²⁴.

²³ Unlike the parallel ROAS Workers Organizations Capacity Building Project funds were used to employ a project coordinator not a project manager. This factor probably contributed to the lack of specific identity for the project, so it was not, in the eyes of EOs, easily distinguished from the ordinary P&B and DWCP activities.

²⁴ Subsequent to the evaluation mission, it was explained that the project had started as a technical cooperation project, but changed to being "outcome based funding".

There was impact in specific cases that had the likelihood of being sustainable, notably the take-up in Lebanon of a socio-economic strategy for business, in Oman an audit of skill development needs in the tourism industry, and in Palestine progress on advocacy over the minimum wage and other law changes. In Jordan and oPt, there was greater inclusion of SMEs in EO partnerships (including family and women-managed enterprises). In Lebanon and Jordan there was effective training of technical staff (in OSH and member servicing tools).

Professional submissions were prepared, but largely by ILO staff or consultants and therefore not necessarily ensuring the sustainability of the capacity within the EO to produce further policy papers.

If the EESEE had been progressed it would have provided a legacy for the project in a comprehensive picture of the short-to-long-term needs of each business environment based on local business demands and international parameters. Around this, each EO could have built consensus among its members and partners to support a pathway for change and underpin longer term ROAS support strategies. The pathway would also survive the staffing changes in both the EOs and ROAS.

Conclusions

The project team in place for the final two years of the project overcame a number of obstacles -- both internal and external -- to provide the direct beneficiaries with a significant number of the planned outputs and activities.

Despite the aspiration of being demand-driven, the project was more of a supply-driven intervention. The capacity assessments on which it relied to indicate demand allowed a systemization and confirmation of the EOs' organizational weaknesses which largely the EO leadership already knew. Too much emphasis on weaknesses and the conclusion that EOs were "reactive rather than proactive" had the potential to be seen by some as demeaning rather than empowering. It could have been simpler to work closely with the EOs' leadership to build strategies to intervene successfully in their Governments' business and employment policy-making, while researching specific capacity deficits as they were identified. This would have sat well with the EESEE tool and with little extra cost.

The "Chamber Literacy" approach certainly provided excellent inputs through a number of the training programmes and consultations but was not a sufficiently coherent or focussed replacement for a tool of the calibre of the EESEE. Nor did it seem, from the evidence available, that the preparation of position papers was an adequate fulfilment of the advocacy objectives.

The project's response to its broad-brush analysis of demand was to deliver the pre-existing Effective Employers' Organization course. This is a well-designed training programme with an effective track record. It proved to be helpful to the more stable EOs but less so for those already aware of the workings of an EO or where the organization was under particular stress as in Yemen.

Individuals clearly benefited from other courses and consultations the project provided. This included the HR staff of member companies, and individuals funded to undertake certified technical courses via the ITC. But the level of capacity built depended on whether the most appropriate trainees were selected and whether the personal and organizational gains from the training were effectively evaluated an area where the project was not completely successful.

Despite initial hope for an atmosphere of reform, aroused by the "Arab Spring", this was not an easy region in which to introduce new institutions and processes, nor were 2013-2015 good years in which to do so. The project in part reflected the international over-optimism in 2010-11 about how ready the region was for the introduction of new largely Western governance structures rather than working with responding to the priorities of leaders working in their own way to modernize but also to preserve traditional systems of governance and representation. Even allowing for the difficulties of the external environment, it is difficult to see that the beneficiaries received the full potential benefit from the million dollars provide by the donor.

Recommendations

A. High Priority: Maximizing Project Impact and Sustainability (6-12 months)

To: ILO ROAS / EMPLOYERS' ORGANIZATIONS

Maintaining ongoing structured awareness of Employers' Organizations' capacity needs.

Recommendation 1: Revisit project capacity assessments and stakeholder interviews.

Carry this out twice: six months, and then one year, from the end of the original project. See if, in hindsight, the analysis and priorities would now be different. If no progress has been made in defined areas, establish why. Where other stakeholder agencies were consulted in the preparation of the original capacity assessments, check if they have identified improvements or see continued capacity deficits.

Recommendation 2: Improve the earlier analyses, by focussing on the obstacles to enterprise growth within the total business environment.

Identify where the motivation can be best mobilized to address the capacity deficits in the EOs, including dialogue gaps with the necessary partners.

Involve in the consultation: representatives of government, workers, civil society, and other interests: research institutes, business journalists, donors and other agencies engaged in comparable projects.

To: ILO ROAS / EMPLOYERS' ORGANIZATIONS / ACT EMP GENEVA / ITC TURIN

Building management system for EO data collection, policy formation, and advocacy strategies.

Recommendation 3: Revisit, promote and adapt Enabling Environment for Sustainable Enterprises and Employment (EESEE) tool kit.

Clarify where each Employers' Organization sees the principal external and internal obstacles to their ability to represent their members' interests.

ILO ROAS, with ITC or ACTEMP Geneva, to give presentations on the updated EESEE tool kit, using each country's identified business challenges as the entry point to examining which features of the EESEE tool kit can be introduced to meet the EO's short and long term challenges.

To: EMPLOYERS' ORGANIZATIONS

Developing lateral and linear strategies to advance EO's status with government

Recommendation 4: Plan strategically for "small wins" as well as larger objectives in overcoming business obstacles.

Continue to identify difficulties experienced by Employers' Organizations in moving from a "reactive" to a more "proactive" role with their governments.

Review *all facets of government* to identify opportunities for short term "small wins" (i.e. early feasible victories) that can build EO's profile as a long-term authority on business needs and policies.

Ensure that external expertise supporting the modernization of advocacy techniques is carried out with outsiders understanding local practices and traditions of influence and governance.

B. Medium Priority: Building Basis for Longer-term Institutional Strength (12-18 months)

To: ILO ROAS / EMPLOYERS' ORGANIZATIONS

Promoting regular consultation among EOs to share experience and advise ILO ROAS

Recommendation 5: Build a regional reference group of the region's EO CEOs to identify common Enabling Environment issues and the corresponding support needed for EOs.

Engage regional EO leaderships in better advising ROAS in how ILO can help them while providing the EO leadership with a vehicle to exchange information and skills between themselves. See this as a high status group.

To: ILO ROAS

Improving management and promotion of tripartism

Recommendation 6: Develop further the potential for team work between ROAS specialists to build tripartism in each country.

Set up a standing team of RO director with ES, WS and NORMES specialist meeting regularly. Produce a proactive strategy, regularly reviewed (and forming a required heading in mission reports).

To: EMPLOYERS' ORGANIZATIONS

On-going board skills development for Employers' Organization directors

Recommendation 7: EO Board members undertake regular training at least annually.

This should include induction training and refresher training to strengthen strategic and policy planning, and understand their separate roles from that of EO executives.

To: ITC / ILO ROAS / EMPLOYERS' ORGANIZATIONS

Better ILO management of training effectiveness and inclusion

Recommendation 8: Focus on training that leads to accreditation.

Training should motivate trainees and give career rewards. Examine how all ILO training events can be linked to an accreditation pathway in a local, regional or international higher learning institution.

Recommendation 9: Ensure training opportunities are matched to the appropriate people.

Take a collaborative goal of "growing" key individual staff and EO leaders so that their potential is developed across a range of skill sets. Work collaboratively with Employers Organizations to ensure that training is delivered to those with the greatest potential and motivation to make use of it.

Recommendation 10: Work creatively to ensure observable inclusion practice

Make a reality of inclusion agendas, learning how these can enhance productivity in business and representativeness in government advocacy.

1. Project Background

1.1. Objectives in the Regional Context

The origins of this project lie in the political changes in the Arab world during 2011-2012 known as the Arab Spring (referred to more obliquely in the Project Document as the “new dispensation” and “emerging situation”).

The widespread opposition to what were seen as unresponsive regimes had many localized motivations and grievances, but the better jobs and work conditions and a role for trade unions that were demanded were issues for which ILO held responsibilities and capacity.

The Royal Norwegian Government had been a consistent supporter of ILO in these areas, so the two responded to the “Arab Spring” by proposing to strengthen the ILO’s private sector partners, the employers’ organizations, in the Middle East and North Africa (MENA).²⁵ The Project Document gave focus to this intervention in its title “*Developing the capacity of Employers Organizations in the Arab Region to contribute to job rich growth through effective policy and social dialogue*”.

It proposed a “Chamber Literacy” programme to “outline the basic roles and expectations of Chambers²⁶ in the emerging dispensation and provide Chambers with a clear understanding of what kind of organizations will be necessary in the emerging situation in the region²⁷”. This became the first objective of the project.

At the time, the ILO Bureau for Employers' Activities (ACT EMP) had developed, again with support from the Norwegian Government, a global “tool kit” entitled Enabling Environment for Sustainable Enterprises and Employment (EESSE). It was designed to improve the capacity of employers’ organizations to analyse in each national environment constraints on private sector growth and job creation. This became the key component of the second objective.

1.2 Intervention Logic

Intended interventions

The problem that the project was designed to address was described in these terms: “Chambers struggle to represent their members and effectively operate in the business environment. Their internal structures are often not equipped to carry out core functions. Their governance structures can act as an obstacle to more effective engagement by the private sector”. “Additionally, they can lack the capacity to effectively assess the environment for enterprise growth in terms of providing evidence based proposals to rectify constraints. Their ability to manage a subsequent process of engagement with policy makers and other social partners can be similarly weak. As a consequence, dialogue between representative organizations of the private sector and government, and other stakeholders can lack substance, be confrontational and falter in finding constructive solutions”²⁸.

To address this situation, the project proposed two key components:

²⁵ The Regional Office of the Arab States (ROAS) in Beirut represents the Arab States of Middle East: Bahrain, Iraq, Jordan, Kuwait, Lebanon, occupied Palestinian territories, Oman, Qatar, Saudi Arabia, Syria, the UAE, and Yemen.

²⁶ In the project document the target beneficiaries were named as “Chambers”. In the region Membership of a Chamber (of Industry and/or, Commerce, and/or Agriculture) is compulsory, part of a business’s legal registration. Membership of an Employers’ Organization is voluntary and is funded by subscriptions and member services. Where there is no Employers Organization in a country the ILO accepts a Chamber as its EO partner. Participants in the project were Chambers until the Association of Lebanese Industries (ALI) joined.]

²⁷ Project Document p3

²⁸ Terms of Reference for Final Independent Project Evaluation p2

1.2.1 Chambers Literacy Programme

In order to equip themselves for the task of policy dialogue with their governments the EOs (or “Chambers” in the wording of the document) they needed to strengthen their own organizations. The project would therefore provide them with a “clear understanding of (the chambers’) basic roles and responsibilities in an emerging and new context”. And it aimed to link these basic responsibilities to the kinds of organization that would be needed in “the emerging situation in the region”.

The EO would need to take ownership of its need to increase membership. That would require modernizing the structure of the EO, improving member services and representation, and ensuring directors and staff competent in their various roles.

The project would provide each participating country with an independent consultant to make an assessment of the EO’s needs, and a corresponding analysis of its major stakeholders in the local environment and the EO’s relationship to them.

Each capacity assessment would advise on the development of a strategy and action plan to provide for capacity needs. The EO was to implement the plan, but the project personnel, the Project Manager and the Project Coordinator (PC) were to provide face-to-face support and at-distance support. Training was to be delivered both in the region, and at the International Training Centre (ITC) in Turin.

1.2.2 Policy Development and Advocacy: the EESEE process.

With improved governance and greater competence in place, the project focus was for the EO to build the necessary data on the business needs of their country, produce sound policy proposals, and develop the skills and strategies to advocate successfully for them. To achieve this outcome the project identified the Enabling Environment for Sustainable Enterprises and Employment (EESE). This “tool kit” is a data research and analysis system with accompanying training packages which was designed by the ILO to help its EO partners to analyse the obstacles to the development of Decent Work in their respective countries and develop evidence-backed policy proposals to Government. It was piloted in Oman in 2010²⁹ prior to the project and is now a major programme adopted across the ILO.

The EESEE uses a framework of 17 policy areas that the International Labour Conference has defined as necessary components of a legal and policy environment for enterprise development and job creation.

1. Peace and political stability;
2. Good governance;
3. Social dialogue;
4. Respect for universal human rights and international labour standards;
5. Entrepreneurial culture;
6. Sound and stable macroeconomic policy and good management of the economy;
7. Trade and sustainable economic integration;
8. Enabling legal and regulatory environment;
9. Rule of law and secure property rights;
10. Fair competition;
11. Access to financial services;
12. Physical infrastructure;
13. Information and communication technologies;
14. Education, training and lifelong learning;
15. Social justice and social inclusion;
16. Adequate social protection; and
17. Responsible stewardship of the environment.

²⁹ Oman EESE 2011 wcms_167007.pdf

The EESEE then assesses performance in each area against competitor countries over time, using:

- a) Secondary data; World Bank, ILO, IMF, World Economic Forum and Economist Intelligence Unit;
- b) Primary data: 150 (in the case of the Oman pilot) face-to-face interviews with a cross section of local firms, of varying sizes. The report then identifies areas of policy reform that the EO should focus on.

A separate Strategy Report breaks these areas down into an action plan including training events focussing on advocacy and policy development but also referencing member services and gender inclusion. This model had become more advanced since the Oman pilot, to include an “Issue Tracker” tool to monitor developments in policy areas of ongoing importance to EO member businesses. This is useful to organize a range of policy development processes that may be moving at different speeds across a range of government departments and a range of business sectors.

1.3 Project Funding and Organizational Arrangements

The project document had a starting date 1 June 2012 and end date of 31 December 2013. Initial funding was for USD 750000 under the Phase 1 Norway Funding Agreement 14.02.2012 – 31. 12. 2013.

A no-cost extension was approved in March 2013 for a finishing date of March 31 2014 to allow time for the new ES appointed in June 2013 to “prioritize on implementation”³⁰.

In March 2014, a further project and budget revision extended the project till June 30 2015, with an additional amount of USD 360000. It was at this point that Bahrain and Saudi Arabia, for different reasons ceased to participate. It was at this point also that the EESEE toolkit was removed as the component supporting the policy objective.

Another no-cost extension of the project to December 31 2015 was made on the 1st June 2015. In December 2015, the donor extended the global project until 29 February 2016, and in mid-February the donor extended to 31 March 2016.

Allocation was made for a full-time project coordinator, but not for a project manager. That role was to be exercised by the Employers’ Specialist. A project assistant was also funded. Other ILO specialists at ROAS, ILO HQ Geneva and ITC Turin were available to the project.

1.4 Implementation 2012-2013

1.4.1 Capacity and Stakeholders’ Assessments 2012

The first phase of the project comprised the early capacity assessments which were carried out firstly in Oman (August 2011) by two ILO specialists, including the then ROAS ES, and later in Jordan (September 2012), Palestine (October 2012), and Bahrain (October 2012), by a single consultant. An overview of the issues arising from these assessments was drawn up by the ACT EMP Geneva backstopping officer in November 2012³¹. This was one of the most useful documents to be produced by the project. The main points of his summary were:

a) External environment

All four countries operated in different circumstances but have many features in common, notably labour issues which are “the most highly contested issues between the EOs and the government”³².

³⁰ Undated document RAB.12.50. NOR (Extension-June 2015)

³¹ Report Main Issues in Capacity Assessment in the Region ILO November 2012

³² Ibid p4

b) National workforce self-reliance

The drive by governments in Bahrain and Oman to decrease reliance on expatriate labour by imposing percentages was being opposed by employers pointing to insufficient local skills to run businesses efficiently. Jordan had similar requirements but a higher local labour force, some of whom were unwilling for social or cultural reasons to work in some industrial sectors.

c) Minimum wage

Governments also aimed, at the outset of the Arab Spring, to pre-empt social unrest by raising the minimum wage: by 43% in Oman in Feb 2011, and by 72% in Jordan in February 2012.

The Bahraini Government chose to subsidize businesses that could not meet the wage increase, while in Palestine, at the time of the report, the issue was the subject of major discussions between unions, employers and the government.

d) Market development

Business development was seen as hampered by the limited buying power of domestic markets and the lack of international standard quality, and paucity of market information to enable businesses to reach international markets. In Palestine, the requirement for tax free access of goods between Israel and Palestine also placed Palestinian products at a disadvantage.

The solution proposed by earlier assessments in all countries had been to grow SMEs with EOs providing Business Development Services and access to finance and promoting SMEs in trade fairs, though this support had come more from governments than from the private sector itself.

e) Conditions for workers

Improvements for workers were more likely to come from Government rulings than from employers coming to a negotiation table as, in most countries, the tripartite system was not working. [This was partly connected to the Government partner for the Chambers being the Ministries of Trade, Economy or Industry, rather than the ILO's government partner in each country, the Ministry of Labour.]

f) EO's Role and Competencies

The consultants' assessment reports emphasized the need for EOs to overcome a reactive stance towards their governments and develop long term visions and strategic plans, which would remain ungrounded unless there were also specific budgets to support them. "The main problem is ... that the EOs are more reactive than proactive to government policies and lack the capacity to present policy position papers based on in-depth research"³³.

The ACT/ EMP Geneva overview further emphasized that these mission and vision statements needed to be developed as a priority "but to be developed and put in place strategically and in a way that both member firms and staff can see value."³⁴ The development of data should also be accompanied by the selection and training of EO board members and staff to specialise in areas of policy development and advocacy.

Through all the assessments, emphasis was placed on the view that a core competence of an EO should be knowledge of its member businesses and their needs. The EO should then be seen as the "go to" body for information about the business sector both for its government and for national and international enterprises seeking products or markets in the country.

³³ Ibid p.6

³⁴ Ibid p.9

1.4.2 Interruptions 2012-2014

The project then experienced prolonged staffing difficulties with the position of Employers' Specialist (and therefore project manager) twice falling vacant. A project coordinator was appointed in March 2013 and, together with the Geneva backstopping officer, did preliminary work in the region but it was not until the appointment of the present ES on 10th June 2013, that the project could be re-commenced.

However, it was still a further year before the project could get going in earnest³⁵. Nine months of that delay was caused by waiting for approvals from the Royal Norwegian Government for further funds³⁶ and from ILO Geneva to revise project outputs, budget, number of target countries, and finishing date³⁷.

1.5 Implementation 2014-2015

The 2014 assessment of the project's progress decided to make two further capacity assessments, with wider scope: adding how the EO was perceived by other agencies, and what needs of the local business environment it should respond to³⁸. These were carried out in Yemen August 2014) and Lebanon (December – January 2015).

Training events were held, communication strategies were developed, and individual EO officers were trained in OSH and in developing a member service data base³⁹.

1.6 Mid-Term Evaluation

A mid-term self-evaluation was undertaken in 2014 following the project's initial phase of USD 750,000. It was carried out by the project backstopping officer at ACT / EMP Geneva.

The mid-term self-evaluation report forms part of this final evaluation and should be read at Annex III. Relevant to the findings of this final evaluation is the centrality of the EESE methodology and toolkit to the objectives of the project.

The recommendation for the second half of the project's work was not to drop the EESEE methodology and toolkit, but to use it selectively in line with the level of institutional development of each the partner EOs. The evaluation believes this was a useful recommendation and should have been followed.

2. The Evaluation

2.1 Purpose

The focus of the Evaluation, as set out in the inception report⁴⁰ based on the Evaluation Terms of Reference is to assess how successfully the project has advanced the project's objectives:

- To help national employers and business associations (“the chambers”) understand their roles and responsibilities in the face of current changes in their respective countries, and
- To carry out the organizational improvements and personnel training so they can advocate with their governments and other partners for concrete proposals to overcome their country's constraints on enterprise and employment growth.

³⁵ Note for the File Delivery: Status of Regional Employers project 19th June 2014

³⁶ Approval given November 19th 2013 as advised in ES note to Evaluation October 2015

³⁷ Approval given March 2014 as advised in ES note.

³⁸ These were renamed as External Environment and Stakeholder Analysis (EESA).

³⁹ See 3.3 and 3.4 below

⁴⁰ Inception Report page 3

2.2 Scope

Two countries, the Kingdom of Bahrain and the Kingdom of Saudi Arabia⁴¹, had been involved at the outset of the project but, for various reasons, withdrew. Accordingly, the target countries of the Evaluation were: the Hashemite Kingdom of Jordan, The Republic of Lebanon, the Sultanate of Oman, the Occupied Territories of Palestine and the Republic of Yemen.

Forty-two (43) persons were interviewed⁴² from EOs in Jordan (4), Lebanon (5), Oman (3), Palestine (4), Yemen (4); from Trade Unions: Jordan (1) and Lebanon (1); Ministry of Labour: Jordan (3); ILO ROAS (10), ILO Geneva (2), ILO Turin (1), ILO Bangkok (1) and Project Consultants (4).

2.3 Methodology

Evaluation questions to establish the capacity results of the project's work were submitted as part of the inception report⁴³. They were used as the basis for open-ended interviews.

Interviewees were asked to describe their involvement in the project (as organizers, trainers, recipients), and their relationships to the relevant country (EOs: board members, CEOs, members or staff).

All interviewees were given a confidentiality assurance that what they said would not be sourced to them unless they requested it, or unless it existed in documents supplied to the Evaluation.

2.4 Limitations

Some limitations were those affecting the project itself, notably the volatile regional conflicts affecting the target countries. This ruled out visiting Yemen. Other limitations arose from not having the possibility to undertake field visits to Oman and Palestine.

Priority interviewees in this evaluation were the Employers' Organization CEOs (and ideally, the Chairman or a leading Board member). If at all possible, these interviews needed to be face-to-face so that the evaluator can understand the leadership's strategies for their organization, and hear their assessment of the value of the project inputs. Skype or phone contacts are a fall-back position as, technical connection difficulties aside, they do not always permit the level of discussion that can give full quality to an evaluation.. They were the only methods feasible for communication with Yemen, and on grounds of cost, were also relied on for Oman and Palestine.

Arrangements were made to visit Jordan, but the CEO and his president and board members were available for only a brief meeting of ten minutes. Two senior JCI staff members were scheduled for interviews but JCI only authorized the evaluator to meet with one. In Lebanon, the ALI President, CEO and Deputy made themselves available for a lengthy and useful discussion and this was the only satisfactory interview. While it was impossible to have more than a telephone/skype conversation (on a bad connection) with Yemen, sufficient quality face-to-face time with the EO leadership of the other four constituents would have aided to address the central questions of effectiveness, impact and sustainability.

This led to the unsatisfactory situation where the inputs to the evaluation came principally from the ROAS staff responsible. While many of these interviews were, of course, useful, the unintended consequence was to reinforce the view that this was a supply-driven, not a demand-driven, project. The "end of project" workshop of which the evaluation was initially scheduled to be discussed on the last day was shortened in duration. This resulted in the evaluator unable to hold face to face discussion of

⁴¹ The Evaluator had intended approach to those two countries to clarify the background and but time did not permit

⁴² A full list is attached as Annex 1

⁴³ Inception Report

the preliminary evaluation findings and to understand how the recipients experienced the project, what it contributed to their own strategies, and what changes in behaviour and systems (likely to have verifiable results in policy and dialogue effectiveness) indicated that capacity building had not only been provided to the EOs, but it had been put into practice by them. The final version of the executive summary translated will be shared with stakeholders.

A further problem for the evaluation was that most of the interviewees, outside the ILO staff, had not heard of the project, and saw its work simply as part of the ordinary work of the ILO.

In part this may have been related to the fact that, during the life of the project, changes were made to its funding structure. It had begun as a technical cooperation project focussed on specific components that addressed the policy advocacy capacity of EOs in relation to their tripartite partners. But at a later stage it changed to outcome-based funding linked to the Decent Work agendas in the region.

From the evaluator's perspective, using such broader outcomes affected the evaluability of the project, particularly as the extensions to the project document (against which the evaluation had to be made), did not provide sufficiently precise indicators to judge the success or otherwise of the project outputs. The danger here is that the project ends up being largely supply-driven rather than demand-driven.

The project could have assisted the evaluation better if it had maintained a consistent project monitoring mechanism and had prepared a final project report, as mandated in the project document.

The evaluation acknowledges the difficulties both external (regional conflict) and internal (staffing issues) that affected the project and respects the ROAS staff for their efforts to overcome these. Because ROAS has a minimal country office presence in the region, it is usually (with the exception of Lebanon) at one remove from the EOs it services, and is itself often limited to phone, email and skype in order to monitor activities and results.

Several significant documents (such as the policy paper and the Jordan Business survey) were in Arabic, and there was no provision for translation. Given the value of training local evaluators it could be useful in such circumstances, to employ a local trainee part of the evaluation team. This would help solve the language problem and contribute to the evaluation expertise of a senior student or local consultant.

Unfortunately these limitations meant that conclusions at times have needed to be based more on a balance of probabilities than a desirably fuller triangulated approach to the data.

3. Activities and Status of Outcomes (For full list refer Annex III)

3.1 EO Capacity (and Enterprise-Employment Environment) Assessments

These were carried out in:

- Oman: August 2011 (a prior to start of the project and as part of the pilot EESEE)
- Jordan: September 2012 *A Survey and Report on Obstacles to Industrial Growth in Jordan*⁴⁴
- Palestine: September 2012
- Bahrain: October 2012 (prior to discontinuance of Bahrain's involvement)
- Lebanon Capacity Assessment December 2014, Enterprise Environment January 2015
- And in Yemen July-August 2014

3.2 Training Events

- **High Level Symposium on Employers Organizations and Chambers in the new Arab dispensation 19 November 2012 and Effective Employers Organizations and Chambers**

⁴⁴ This was, after the pilot, the only use made of the EESEE methodology within the project. Published in Arabic Sept 2013

Training, held in Oman 20-22 November 2012. Participants were: Bahrain, Jordan; Oman; Saudi Arabia; (and the Jeddah Chamber in Saudi Arabia), United Arab Emirates, Yemen (and the Taiz Chamber of Commerce, Yemen.)

- **Regional Workshop on Advocacy Lobbying and Communications Amman Jordan 3-5 December 2013.** Participants were from: Oman, Jordan, Yemen, and Palestine.
- **EO Regional Meeting and Actions against Child Labour August 26-27 2013⁴⁵**
Federation of Palestinian Chambers of Commerce Industry and Agriculture
- **Effective Employers Organization June 9-11 June 2014 Amman Jordan with ITC.**
- Participants were: intended as 26 but 7 participants who had enrolled did not show up (without explanation to the project team). Participants were from Jordan and Palestine.
- **Social Dialogue and Collective Bargaining: Oman Chamber of Commerce and Industry 3-4 September 2014** Participants were: OCCI and Private Sector (HR Managers or staff).
- **Effective Employers' Organizations at ITC Turin 05-07 November 2014** for Association of Lebanese Industrialists and Federation of Yemen Chambers of Commerce and Industry.
- **Workshop Social Security & Labour Law in Jordan 13-17 Sept 2015:** for Palestine and Jordan. FPCCIA Gaza Chambers Gaza Women Business Association,
- **Training Workshop (mainly for HR Managers):** "Human Resource Policies, Industrial relations and International Labour Standards in Businesses", March 30-31 2015, Muscat Oman.

3.3 Communications Strategy

Two 3-day communications assessments Jordan: December 2014 and Oman: April 2015 with follow-up Communications Strategies for both Chambers.

3.4 Gender Inclusion: Involvement of women in the project's training activities.

- *Social Dialogue and Collective Bargaining Oman Chamber of Commerce & Industry 3-4 Sept. 2014* Participants (35): 7 out of the 32 registered attendees were women.
- *Effective Employers' Organizations ITC Turin 5-7 November 2014.*
Participants were: Federation of Yemen Chambers of Commerce and Industry (6) and Association of Lebanese Industrialists (6). 4 out of the 12 participants were women.
- *High Level Symposium on Employers Organizations and Chambers in the new Arab Dispensation 19 November 2012 and Effective Employers Organizations and Chambers Training, held in Oman 20-22 November 2012.* 4 out of the 22 participants were women.
- *Regional Workshop on Advocacy Lobbying and Communications Amman Jordan 3-5 December 2013:* 1 out of 12 participants was a woman (a further registrant did not attend).
- *Effective Employers Organization Amman Jordan June 9-11 2014*
- *15 Participants from Palestine FPCCIA, 3 from Jordan JCI: 2 women out of 18 participants.*

⁴⁵ This was proposed as one of the project's activities. The difficulty in evaluating it as part of the project is that it was barely funded by the project and any specific aims are lost within the very general aims of DWP.

- *Training Workshop for HR Managers on ILS and Industrial relations Muscat Oman. March 30-31 2015: 25-30% of participants were women (as reported by woman trainer).*

4. Findings

This section is formatted, in terms of the questions set out in the Terms of Reference as underlined below. As the logic of the findings allows, the order of questions is as in the TOR.

4.1 Relevance

How do project's objectives link/contribute to ILO CPOs, P&B outcomes 9 and 3, Decent Work Country Programmes for countries where it exists (Jordan, oPt, Oman), broader development frameworks (UNDAF), and donor priorities in targeted countries?

4.1.1 UNDAF United Nations Development Assistance Framework

The ILO aligns with the respective UNDAFs of Jordan, Lebanon, and oPt⁴⁶.

The ILO acts as a partner in the plans of the combined UN agencies in each State in the region. However the project was only marginally linked to the priorities of these plans. Since other UN agencies usually deal with government departments and, apart from a piecemeal involvement of civil society, do not have ILO's unique relationship to its two civil society ("social") partners. The main focus of ILO's support has been in building the institutions that ensure worker rights as a part of the UNDAF's commitment to human rights.

The Royal Norwegian Government affirmed, in its funding authorizations -- conveyed to ROAS by PARDEV⁴⁷ --- that their grant provides extra-budgetary support to regular programme activities and in particular to support the ILO's specified P&B Outcomes that advance the international development policies of the RNG. Other donors are supportive of the UNDAFs.

4.1.2 ILO Programme and Budget Outcomes and DWP Outcomes

- ILO Programme and Budget Outcome 9 "Employers' have strong, independent and representative organizations"
- ILO Programme and Budget Outcome 3 indicator 3.1 "Number of member States that, with ILO support, reform their policy or regulatory frameworks to improve the enabling environment for sustainable enterprises"
- DWCP Outcomes targeted in project document: RAB801, JOR 801, SAU 801, LBN801 PSE 801, OMN 801, YEM 801 and BAH801

The project document affirms that the project objectives are linked to P&B Outcome 9: "Supporting the role of employers' organizations and the business community in meeting the employment challenge in the Arab world and enhancing their involvement and contribution⁴⁸." The project supports elements of the relevant DWCPs, though its objectives vary in priority according to each national DWCP:

- Jordan 2012-2015: Major focus was on the Royal Jordanian Government particularly on issues of child labour and migrant workers. The Chamber's role in assisting SME policy is mentioned but, while strengthening institutional capacity is mentioned, building capacity in JCI does not appear as a major part of influencing the government on these issues: Outcome 1.3 (pp 26-27).

⁴⁶ The evaluation sighted those of Jordan 2013-2017, Lebanon 2010-2014, and oPt 2014-2016

⁴⁷ Ibid

⁴⁸ PARDEV Minute sheet 08 January 2014

- Oman DWCP Extension 2014-2016: Priority is given to social dialogue and capacity of workers and chambers, explicitly citing benefit of the project: priority 2 (pp 2, 5).
- Palestine 2013-2016: Greater emphasis was given to tripartism, though this emphasis did not find its way into the project. The Turin Declaration had set out goals for economic development for the oPt. Building capacity in social dialogue is explicitly mentioned (Outcome 1.2 pp.9 and 15), and to be achieved with help from the German international development agency GIZ.
- Yemen 2008-2010 signals importance of building capacity in the Federation (p18) to participate in policy formation and social dialogue. Intermediate Outcome (p 28).

4.2 Design

4.2.1 Problems and solutions

Were the project interventions consistent with employer organizations needs and concerns?

The short answer is yes. The project was designed to begin with capacity assessments of each of the participating EOs. The capacity assessments were comprehensive but, as foreseen in the project document, could be interpreted negatively as criticism. Judging from interviewee comments, the more mature organizations were well aware of their own difficulties but could recognize as useful, an experienced outsider's snapshot of the needs of their organization usually focussing on the need for a vision strategy and plan.

The long answer would be to address the issue that simply listing *needs* does not equate to establishing *demands*. The project pointed out that some of the EOs lacked "the capacity to receive capacity" i.e. they were not ready or equipped to receiving capacity inputs. But it was not clear whether the follow-up planning to the assessments sufficiently prioritized capacity building, in terms of what EO leadership was motivated to act on and what was politically feasible for them⁴⁹.

It is arguable that it would have been simpler and more cost effective to use the money spent on the assessment consultants to run the surveys of business set out in the EESEE tool kit, (as carried out to a limited extent in Oman and Jordan). From this more focussed study of members' needs, (perhaps later consolidated by introduction of the CRM software) the EO leadership working with the project and mobilizing member interest could have built an advocacy strategy for both the short and long terms. However it is clear that at the beginning of the project, its managers saw the connection between the EESEE and the EO's needs but later managers did not, and removed the EESEE from the project. Properly developed, the EESEE tool could

Even within the revised project outputs after mid-2014 the aim could have been to assist the EOs to choose advocacy steps that were capable of delivering "small wins". In other words selecting interventions around which it was possible to mobilize motivation (of members, board and staff) and also feasible within the structural environment of government at that time. The desired outcome is to build an enhanced profile for the EO in the eyes of government (and/or of the interests who have influence on government) and in the eyes of membership. This was done in part, for example in responding to the legal issues confronting the Palestinian Federation, and in Oman picking up again the skills audit for the tourism department. However the design issue addressed here is how the needs and concerns were to be identified and then responded to by the project.

Despite the aspiration of being demand-driven, the project ended up as more of a supply-driven intervention. This was indicated in the lack of strong connection between the "demand" exposed by the

⁴⁹ An example is the difficulty expressed by a couple of EO CEOs about board members (themselves CEO's of their own companies) trying to micromanage the EO. More induction training and advice is needed for boards in the skills of board policy and strategy, and having appointed the chief executive letting him get on with the implementation.

capacity assessments and the actual capacity delivered to them. For example the decision to deliver a course such as the standard (and excellent) Effective Employers Organization training was not shaped as a result of the capacity assessments, as it was, in all likelihood, going to be delivered anyway.

Is the project strategy and structure logically coherent and realistic (what are logical correlations between objective, outcomes, and outputs)?

The *problem* that the project was designed to address prior to the capacity assessments, is set out above⁵⁰. It described Chambers (EOs) as lacking the kind of governance structures and practice needed for them to represent adequately to government the needs of the business sector in the aftermath of the Arab Spring. They did not have the ability to produce evidence-based proposals, nor argue persuasively to government either directly or in alliance with other interest groups.

The *solution* to this problem therefore was to improve internal governance and external policy promotion through two steps:

1. The Chambers literacy programme to outline the *basic roles and expectations of Chambers* in the emerging dispensation and provide them with the tools to achieve the “kind of organizations that will be necessary in the emerging situation”⁵¹. This, by accident or design, mirrored a “trade union literacy” approach being used by the parallel ROAS project for Workers Organizations (WOs).
2. Building, the *capacity to develop and advocate for policies* to facilitate business success and job creation. The Enabling Environment for Sustainable Enterprises and Employment (EESEE) reports, later amended to producing selected policy papers, would focus on the key constraints that were holding back business and job growth.

While there is logic to the ordering of first and second objectives (first get your organization ready and then use it for advocacy), the importance of motivation (in overcoming lack of capacity to receive capacity) suggests re-ordering the objectives (first choose the business environment problems your members want fixed, and then, strengthen the organization to achieve it). This aligns more accurately with the title of the project: aiming for job-creating business growth through policy and social dialogue.

4.2.2 Improved governance and structural reform (Objective 1)

“To provide participating national employers and business organizations ... with a clear understanding of their basic roles and responsibilities in an emerging and new context”.

The programme was to commence by providing a consultant to identify the weaknesses of the EOs, to discuss with government bodies that had influence on the EO’s membership, and to consult with agencies, such as donors, that had an overview of the needs of business. The project would then facilitate action plans and skill enhancement to give focus (and hopefully some wins) to its advocacy voice.

The plans however mainly involved preparing for training programmes such as the Effective Employers Organization course and in one case (Lebanon) the development of a member contact data base.

A weakness of “capacity building” can be that it is simply equated with running a training activity, and the assumption, reflected in the way some of the project reporting matrices were followed⁵², is that capacity gets built, if enough people attend a training event.

⁵⁰ **Section 1.2** quoted from Terms of Reference for Final Independent Project Evaluation (of this project)

⁵¹Project Document page 3

⁵² Refer to the reporting of achievements under the document Extension Proposal the Revised Logical Framework attached to the R.A.B12.50 NOR (Extension – June 2015) where Means of verifying structural changes are listed simply as “structural changes” and “Chambers capacity has been strengthened are verified as training takes place”

The plans should have made more specific links with the capacity deficits identified in the assessments and this should have flowed through to closer work with EOs in deciding the timing of the training and particularly the selection of the trainees.

4.2.3 Improved policy capacity (Objective 2)

“To capacitate these organizations ... to develop pro-active national policy agendas, to create employment through enterprise policies, and to equip them with the capacity to engage in effective policy and social dialogue”.

The important thing about the EO’s capacity assessments in the project design was that the new capacity to be acquired was focussed on the EO function of advocacy. The capacity of the organization would lead to the EO making a professional analysis of the business environment of its members and then developing a role of influence in government business environment policies.

The project’s mid-term assessment had re-affirmed the centrality of the EESEE tool to the project’s development objective noting that this project (RAB.12.50.NOR) had been launched to deepen and expand on previous work done in the region funded by the ILO Swedish Partnership agreement. It recommended further use of the EESEE but being more selective with its various elements tailored to the level of institutional development in each EO. However the project took the decision to cancel it completely. The emphasis shifted instead to the “Chambers’ Literacy” approach. In doing so it lost the core coherence of the project.

For a summary of the project’s reasons for this change and Evaluation comment refer Annex V

In its later form, tested and applied internationally, the EESEE was a sophisticated tool and probably too sophisticated for the conditions of the Arab States but it did not have to be implemented immediately in its entirety. An alternative path would have been to clarify the essential elements of EESEE that could be introduced to support shorter goals but also lay foundations for later EO growth.

The decision to drop EESEE was made in good faith and the policy papers that were substituted for it were certainly useful helpful. But the logic and coherence of the project design was that the project would leave a legacy of a new, and on-going, capacity built into the workings of the EO (in terms of software capability and staff training) This was a capacity to process local data, make comparisons with other economies, and develop pro-business policy positions across a range of member concerns.

Given that an overall EO advocacy strategy will eventually comprise a number of individual strategies serving a range of different business sectors and concerns, and in turn directed towards different government departments and decision-makers, occasionally in partnership with other coalitions and interest groups, a further important capacity brought by the EESEE is a structure to monitor progress (likely to move at different speeds and frequent obstacles) across a wide range of fronts with different government departments and different interest groups.

The project’s substitution for the EESEE of individual policy papers were likely to be of only a one-off advantage (presuming they were generated by the EO and not solely by ILO experts) and did not meet the objective of *capacity* that the EESEE had been intended to build.

Design Weaknesses

Tripartism

The project document could have been more explicit in promoting tripartite dialogue. There was no apparent strategy to use the project activities to help either the EOs or the Governments to advance medium-term tripartite practice or longer-term tripartite structures. Generally, as mentioned earlier, social dialogue was interpreted as dialogue between EOs and Governments despite implications in the

wording of the project document⁵³, which also could have been made much more explicit. Even there, the involvement of government policy making personnel in the project's national workshops as promised in the project document⁵⁴ was not implemented,

In the evaluation's view, this weakness was exacerbated by what appeared to be minimal cooperation between the ES and the WS in this project. (The evaluation discovered the existence of the Workers Capacity Building project almost by accident). The project could, for example, have given trade union representatives, or the ROAS Workers Specialist, a role in project training and consultation events.

It could be useful in the future for ACT EMP and ACTRAV project concepts (or indeed those of NORMES), to be reviewed by ILO Geneva to ensure the full tripartite potential of each project is explored and actioned. The present "silo-effect" practice needs to be proactively challenged.

Cultural Issues in Governance

Given the importance, under the development objective, of helping EOs improve their relationship with their governments, there could have been more understanding of the challenges faced by EO leaders in building -- what have to be seen as -- "Western style" democratic structures, in countries with very different governance traditions. It has been argued that Western agencies by and large over-interpreted the "Arab Spring" as a readiness for "democratic" values and institutions, ignoring the strength and value of traditional governance attitudes and practice. Some discussions during the evaluation pointed to the fact that, in the Arab region, the way things get done is by through personal, clientelist relationships. Advocacy is carried out through chains of influence often concentrated in one or two people. The effectiveness of the advocate is based on his knowledge and resultant status as interlocutor. Systems of personal influence exist in all countries, but assume a prominent role in the Arab region.

One local interviewee pointed out that, as a consequence, it is not in the interests of that person to lose ownership of his information (by delegating authority, training an understudy, or mentoring others). The comment was made that in some organizations, if the key interlocutor goes on holiday, things can grind to a halt because no-one else is across the issues or the state of the negotiations.

By 2014 any re-think of the "Arab Spring" (or the "emerging dispensation" of the project document) could have invited focus on the possible underlying mismatch between the governance and dialogue assumptions of the "western" structures (such as tripartite councils, and inclusive member representation) and the traditional ways in which influence on governments is still carried out.

Selection of attendees at training events

Given the major role of training in this project, particularly in terms of Objective One, and the evidence that not all trainees were well suited to the courses they attended, the design needed to be more sophisticated in ensuring that the people attended who were likely to effect the changes the project intended. A knowledge, attitude and behaviour survey of training participants both before the training and sometime after, could have been considered. Without such assessments, an evaluation cannot assess the use of the training by the participants and its value to the EOs.

4.2.4 Assumptions and Risks

⁵³ The executive summary of the project document (p3) speaks of developing "sound policy dialogue between Chambers and governments" However the Problem Analysis pinpoints the participating chambers' "lack of necessary understanding of the role and potential independent organizations representing employers should play vis a vis policy makers and other stakeholders such as unions." It goes on (p4) to talk of managing "engagement with policy makers and other social partners" and then identifies EESE as the tool which will assist the development of policies for an enabling environment for sustainable enterprise and employment. It then starts to refer to EESEE (with the extra E). In other words the development of jobs (including working conditions and worker representation) is core to the policy dialogue and opens a place for dialogue with unions.

⁵⁴ Project document Sections 2.3.4 and 2.3.5.

Were project assumptions realistic; did the project undergo a risk analysis and design readjustment when necessary? The project Document assessed the assumptions and risks as follows⁵⁵:

<i>Assumption</i>	<i>Likelihood</i> (H/M/L)	<i>Importance</i> (H/M/L)	<i>Risk level</i> (R/Y/G)	<i>Mitigation measures</i>
<i>Sustainability assumptions</i>				
<i>Staff are equipped to engage in policy development and dialogue</i>	<i>H</i>	<i>H</i>	<i>Y</i>	<i>Further national level training could be needed to supplement regional efforts.</i>
<i>Development assumptions</i>				
<i>Increasing understanding of the role of chambers and how that role is (exercised by?)chambers in the current environment</i>	<i>M</i>	<i>M</i>	<i>Y</i>	<i>May need further efforts on capacity building elements at national level</i>
<i>Implementation assumptions</i>				
<i>Unforeseen political unrest does not hamper the implementation of programmatic activities</i>	<i>L</i>	<i>M</i>	<i>G</i>	<i>Adapt the timeline of activities, focusing first on countries that are stable and where work can be implemented</i>
<i>Management assumptions</i>				
<i>Staff who are trained by the ILO remain in their functions and contribute to the policy development and dialogue efforts underway.</i>	<i>M</i>	<i>H</i>	<i>Y</i>	<i>Additional training efforts are provided for new staff</i>

Sustainability Assumptions

The project did advance technical competence in the case of individual EO personnel in Jordan, Lebanon and oPt. The project document⁵⁶ assumed that competency would be supplemented, as it was, by ROAS technical advice.

However, an EO's dependency on ILO or any external source for support does not meet the objective of building competence in the EO itself. In oPt, for example, much ROAS input was invested in one local consultant working with the FPCCIA.

The project attempted to deal with this problem (FPCCIA was supposed to integrate the ILO economic consultant during the first 6 months to ensure transfer of knowledge and contacts) but, in the end, succumbed to pressure from FPCCIA to continue funding through till the end of the project, because FPCCIA "could not secure internal resources to do so".

Development assumptions:

⁵⁵ Project Document: Pages 12-13

⁵⁶ Project document; page 14 para 2

“The implementation partners are able to absorb the capacity building components of the project that will ensure their ability to engage in evidence-based policy dialogue and to effectively contribute to policy making processes that will lead to an enabling environment for sustainable enterprise growth and decent and productive work. Additional capacity building targeted program will be tailored, if the need arises”⁵⁷.

The project document is right to focus on this. “Capacity building” is a much used term which does not usually address the question of recipients’ capacity to absorb capacity. This is where the project could have addressed the issue of who gets chosen to receive capacity.⁵⁸ The context of the Arab Spring, at the time the project was prepared, gave many people, (not only in this project), an over-optimistic understanding of how easy it would be to introduce viable democratic institutions and attitudes (workplace democracy and entrepreneurial freedoms) into societies with traditions of top-down governance.

Implementation assumptions:

“Effective partners for the project are in place that are technically competent to engage in the project”⁵⁹.

This is something of a circular argument: building technical competency was a major objective of the project, and therefore assumed that the partners were not technically competent in necessary areas. So as the project progressed, there was need to address the issue of the partners’ “capacity to absorb capacity”. [If this refers rather to implementation partners: ITC and a number of consultants and ILO experts were either available when the project was started or adequately sourced at a later date.]

Management assumptions:

“All project team in place supporting the implementation with backstopping from ACTEMP, and ITC⁶⁰. This assumption was ill founded: ROAS having three ES (project managers) in two years (2012-13).

Assessment of Assumptions

The *Implementation Assumption* was assessed as of Low likelihood but it turned out to be High.

The *Development and Sustainability Assumptions* were not well designed since they re-state the objectives of the project not the conditions under which those objectives are likely to be achieved. One assumption could have been that the people who attended the workshops were those who were actually likely to have the opportunity to practice their learning: i.e. to effect change in the EO’s activities.

There was no assumption made as to the project staff, (as opposed to EO staff), being appointed and remaining in their functions within a necessary time frame: the ILO staffing hiatus could not reasonably have been foreseen but it turned out to be a major obstacle for the project.

The project document proposed mitigation measures which were followed at the time (adjusting time lines, prioritizing countries). Others may be part of ROAS follow-up strategies (additional training and capacity building). A mild form of mitigation measures were adopted in relation to all assumptions. There was insufficient time to do much more and insufficient M&E reporting to assess their effect.

Risk Analysis

⁵⁷ Project Document Section 2.3.5

⁵⁸ See below: Effectiveness of training activities depends on the right people being sent to them

⁵⁹ *ibid*

⁶⁰ *ibid*

The Project Document did a *risk analysis* noting the problem of government influence on the structural compositions of the chambers⁶¹ and their resistance to possible negative findings by the assessments.

“To help mitigate the government influence, the project will invite ministries to the national workshops to present the added value of the evidence-based contribution of the Chambers to policy making efforts, aiming at changing the perception of the government to the role of the Chambers.

On the resistance and sensitivity of the chambers, the project will try build the confidence of these organizations by exposing them to other chambers’ experiences in other countries, and the beneficial changes that emerged from such confidential processes.

Assessment

Mitigation Measures

The project did not progress these mitigation measures to any significant degree. No ministers attended national workshops and it is not clear what strategies were tried to involve them or their advisors (or from which ministries). This may be a result of the “silo effect” discussed elsewhere.

Although YFCCI and ALI personnel went to Turin for training, the Italian models of business advocacy were perhaps too different from the Yemeni situation. Nor was there exposure to international EOs (except by distillation of international experience transferred through ITC training).

The evaluation sees one success story of the project (carried out under the Project Extension to December 2015) in the creation of four “fellowships” for Jordan, Lebanon and Oman to train, at the ITC, in OSH and CRS.

This model could be expanded to provide fellowships or internships to work and learn in international best practice EOs, including South-South exchanges.

Such practice is not new but in terms of the needs of this region greater use could be made of it to “grow” younger potential leaders from the EOs. This would require sensitive but frank dialogue between ILO and the EO leadership to ensure that the right people are chosen.

Delivery Rate

The project also addressed the slow delivery rate of the project’s activities. Submissions were made to permit extensions first to April 2014, then to June 2015 and finally to December 2015.

In June 2014, the project’s low delivery rate was attributed mainly to the lengthy time taken to gain approval for the extension, though this approval had been granted in March 2014.

The project also noted it would use an M&E template “to track and inform on the measures taken against the defined indicators.”⁶² No record of this usage was available to the evaluation.

The EESEE had the potential to neutralize the possible resistance to the capacity assessments) by taking the focus off the weaknesses of the EO and putting it on the strength of the challenges from the business environment and in linking these to international bench-marks.

4.2.5 Monitoring and Evaluation

⁶¹ Until Lebanon joined the project, all the project EOs were constituted as Chambers which, unlike organizations simply constituted as EOs, are structured as representative bodies entered as part of business registration, the categories of which are controlled by the registering agency, namely the Government. Hence it is compulsory for them to join a chamber while it is voluntary to join an EO.

⁶² Note for the File Delivery Status of the Regional Employers Project 19.06.2014

Does the project make use of a monitoring and evaluation framework? Is data regularly collected for direct assistance initiatives, if any?

How appropriate and useful have the indicators been in assessing the project's progress? If necessary, how should they be modified to be more useful? Are indicators gender sensitive? Are the means of verification for the indicators appropriate?

The project document foreshadowed: 1) a detailed Monitoring and Evaluation plan, 2) a Steering group comprising ROAS and regional EOs to review and advise on the project, 3) two progress reports in the first year and a final report at the end of the project, 4) two financial reports: one at the end of the first year, and one at the end of the project; 5) a final independent evaluation; and 6) a workshop to compare the project's results with its planned objectives.

The main M&E documents supplied to the evaluation (including those setting out and authorizing changes in the project outcomes and outputs etc. against which the project was to be evaluated) were:

1. A report on the *Main Issues in Capacity Assessment in the Region* dated November 2012. This summarized the project's initial capacity assessments (Bahrain, Jordan, Oman and oPt) and set out practical recommendations for the project to act on through training, and the EOs to act on to improve existing services to members and options to introduce new services.
2. "*Mid-term Self-evaluation*" established to have been produced by the Geneva backstopping officer at end 2013. This and the *Main Issues* report stand out as the most professional and useful of all the various evaluative documents of the project.
3. A *Technical Cooperation Progress Report* authored by the Employers Specialist and Project coordinator covering the period March 2013 to December 2013.
4. A *Minute sheet from PARDEV to the ROAS Director* dated 08 January 2014 attaching an addendum (no 8) to the Programme Cooperation Agreement between ILO and Norway.

These were signed respectively on 20 October and 19 November 2013 *extending the cooperation agreement to end 2015 with additional funds* for the Middle East and North Africa regions to support outcomes of the ILO P&B notably Outcome 9 "Supporting the role of Employers organizations and the business community in meeting the employment challenge in the Arab world and enhancing their involvement and contribution to policy dialogue".

5. *Extension Proposals* with revised log-frame indicating the project to finish June 2015. Four undated versions of this document were provided, later established to have been prepared for a final approval date of *March 2015*.
6. *Extension Proposal*, undated, with revised log-frame and indicators for a no-cost project extension to *December 2015* plus email of 01 June 2015 to ROAS advising extension approval.

Additional documents that had a monitoring and evaluation function in this project were:

1. Draft of an undated *Report on achieving the P&B Outcomes* RAB 801, JOR 152 JOR 801, PSE 801, produced by the project.

Under the heading "Progress in 2014" this gave a list of what were largely the same activities and outputs listed in other reports, though here using the terminology of "milestones". All were annotated as "the above were conducted with Norwegian funding"

2. The *Norway-ILO Programme Cooperation Agreement 2012-15 Progress report 2014*

This noted that work had been done in Jordan to advance freedom of association and to facilitate tripartite social dialogue on bringing national legislation into compliance with ILO's principles and conventions⁶³. It noted that the a "comprehensive tripartite road map" had been put in place and that in May 2013 a two year collective bargaining agreement was reached with the garment industry through the Sector Industrial Relations Joint Council.

This report also addressed the general MENA programme under which this project is funded and referred specifically to this project as a "regional programme"⁶⁴ reported as working in Oman Jordan and the oPt. It was noted that the communication strategy had been translated into Arabic and presented to the board, a social protection workshop was held in readiness for dialogue with the government on social protection⁶⁵.

It noted that JCI was "actively involved in discussion on amendments to the social security, pay equity and child labour laws", and "in the development of the DWCP 2012-2015". Presumably the JCI would have been involved in these issues even without a project. So as noted, some activities involved a mixture of the project's work together with that of other initiatives and funds.

Finding on Monitoring and Evaluation

There were major weaknesses in the project's monitoring and evaluation procedures.

The *Technical Cooperation Progress Report* (TCPR) had provided a necessary matrix to report on the timing, extent and quality of the project's outputs. It also provided the mechanism to assess changes in assumptions and risks, with corresponding adjustments.

It was informative to cover the period March to December 2013 on the changes from the start of the project until a consistent project team was in place and running the project, but it is unfortunate that it was not used again.

The project management took the view that the *revised indicators and means of verification*, (submitted when further funding and time extensions were approved), would be a sufficient replacement for the TCPR. Reportable activities were said to be "implicit" in the revision of these indicators.

However the revisions were too general and imprecise:

- Indicators for successful capacity building were listed as "*structural changes*" without defining what kind of structural changes.
- Some indicators were given as "numbers of position papers" and "numbers of persons trained" without saying what range of numbers (or, outside the use of the word "senior", what level or category of staff trainees) was regarded as satisfactory.
- Despite noting that the EESEE tool had been removed as an outcome and component, it was still listed as an indicator of success: "number of chambers who incorporate the EESE methodologies into their operations"⁶⁶.

Unfortunately also there was no *final project report* as required in the Project Document⁶⁷. [It is important for an external evaluator, before reaching his own conclusions to read what the project management believes it has learned from the project. It also helps the project management engage with the evaluation, if it has already reached a considered and written view of its own.]

⁶³ pp 41-42

⁶⁴ p57

⁶⁵ p59

⁶⁶ Output 1.2 Logframe page 2 attachment to RAB.1.2.60 NOR (Extension-December 2015)

⁶⁷ Section 5 page 14 last paragraph

4.3. Effectiveness

Has the project achieved the planned outcomes? (Analysis of achievements and challenges by outcome is required). What challenges were faced and what intermediate results can be reported?

Have the services provided by the project (including capacity assessments) met the needs of the constituents and were these services up to the quality standards expected by the beneficiaries?

To what extent were they utilized and resulted in improvement?

Effectiveness is assessed on the achievement of project objectives or the (cautious) *expectation* that they will be achieved. There needs to be a credible expectation that its outcomes will be achieved.

Simply having future action in a plan may not be sufficient (the Oman tourism skills project, for example, is part of the plan emerging from this project but it had also featured in an earlier plan without any recorded progress). But other factors can be taken into consideration such as the credibility and authority of the leadership, the structural changes in the organization, r the competence and seniority of the people who have carriage of the plan.

This section comments on the services delivered over both project objectives and assesses the delivery by country, under the two objectives, of achievements such as: structural changes, policy papers and workforce skills development. A selection is made of the most useful improvements.

4.3.1 Effectiveness of delivery affecting both objectives

Capacity Assessments

The capacity and stakeholder assessments were a broad instrument, analysing a wide range of failings in internal governance, and challenges in the formation of constructive relationships with government departments and economic institutions.

The assessments were intended partly to ensure that further project activities were seen as demand-driven but their focus was more on general issues of governance which would be covered in training courses such as the Effective Employers Organization. That course was likely to be delivered irrespective of a capacity assessment.

Arising from the first four capacity assessments, the document *Main Issues in Capacity Assessment in the Region*⁶⁸ by the project backstopping officer made a range of thoughtful recommendations including communication with trade unions, capacity of board members, the need for strategic planning, governance changes, improved data collection and strategies for influencing ministries.

- The project saw the assessments in more concrete terms, as a basis for joint action plans:
- The EESA for OCCI led to the Communication Strategy and the hotel skills mismatch survey
- The EESA for ALI, led to the development of the Socio-economic framework policy.
- The EESA for JCI led to the establishment of the SME unit at JCI and the Communication Unit.
- The EESA for FPCCIA oPt led to the development of a series of policy position papers on Tax law, labour law, investment law and social protection draft law⁶⁹.

All these steps were valuable but they could have been better related to the conclusions of the *Main Issues* report. And there is a cost-effective question whether it really needed the expense of the EESAs to discover them. The ES, supported by the expertise and insights of other ROAS staff and wider ROAS networks, might well have identified them in consultations with constituents.

⁶⁸ Report *Main Issues in Capacity Assessment in the Region* November 2012 Page 7

But, if they were to be carried out, then there needed to be a record of response from the EO. A reasonably detailed record of the EO's agreement or disagreement with the assessment report's findings, and a plan of action to implement at least some of the recommendations would give a reference point for on-going capacity building and a vehicle for implementing the assessment findings.

The only records available were in mission reports but comments in a mission report are an insufficient replacement for a written response from EO recording their buy-in to the plan. The same discipline could well have been followed with the recommendations of the *Main Issues* report.

Training Courses

Participant feedback in some courses such as the ITC OSH training was highly positive both as to content and learning methodology. This course had much at-distance study, requiring considerable private study, so attracted more highly motivated students. In other cases, however, such as the HR training delivered in Oman both participants and lecturers commented that, despite individual trainer exceptions, the emphasis was more on lecture style and less on trainee participation.

More than one lecturer raised concerns that for cultural reasons (partial segregation-- and deference -- of women), verbal participation was often restricted to senior men.

There was also some over- representation of junior staff because companies were unable, at short notice, to release senior staff for a 3-day training. The important measure of effectiveness is the likelihood that the participants will apply their learning in real time and with real results.

Two areas are important:

- The selection of the attendees: Who selected them and why? Did they come from a division of their organization where the subject matter of the training was relevant? What authority -- or influence on those in authority -- did they have to effect implementation of their learning in their workplace? How inclusive was the representation of staff in the organization: did it adequately involve women, persons from rural or remote branches of the organization, junior and senior? In what way were cultural factors supportive or obstructive to the learning: e.g. women never speaking, senior males dominating the conversation?
- Assessment by the trainers or observers of the level of understanding shown by the attendees. What was the balance between lecturer-led and student-led learning. And if the balance was towards the former how did the trainer evaluate the student's learning? Did translation capture the light and shade of the training inputs or was it kept at an abstract "management speak" level? Did the questions reveal the students were internalizing the?

Student assessment of ITC training comprises a) a "customer satisfaction" forms and b) 6-months-later reports on the effect of the training in response to a letter from the ITC to the individual attendee.

While the project management believed that the training was effective, the evaluation interviews cross-checked with comments from trainers, ROAS staff and fellow-trainees, revealed more uneven experiences. It is instructive that the ITC did not follow up with the 6-months-later letters. This indicates they were not satisfied that the choices of both course and students were part of a clear change strategy.

Individual training

Four "fellowships" were provided for training in OSH and CSM customer data base development. These were disciplined ITC courses and were granted to motivated individuals from EO staff and leadership. There was more evidence in these cases that training translated into performance: one EO leader as a result of his own training, set out to run training of OSH trainers

4.3.2 Improved governance and structural reform (Objective One)

“To provide participating national employers and business organizations with a clear understanding of their basic roles and responsibilities in an emerging and new context”.

The major means of achieving this objective was the *Effective Employers Organization course*. This was judged useful, though one EO chief executive commented that it was 80% useful for his level, since it went over old ground, but 100% useful for board members. Another EO found this course was too advanced for their perceived needs.

The training showed that board members often need training when they change from being a hands-on CEO in their own business, to having a hands-off supervisory and policy role as EO director.

The importance of EOs building the trust and loyalty of their members was paramount to the project. In the 2012 Oman meeting between ROAS and OCCI (review the findings of the one pilot EESEE delivery) identified the problem of a “gap existing between OCCI and its members. Members do not see OCCI as defending their interests”.⁷⁰ The project design saw a connection between advocacy success and member loyalty through the twin components of governance training and the EESEE tools.

The implementation of the project did not sufficiently achieve the intended synergy. Nor were there attempts to work with other complementary programmes such as the Danish partnership with JCI

The following actions indicate a good degree of effectiveness of the project inputs

Lebanon

“Designing a Framework for a Socially Responsible Industrial Sector in Lebanon. As a follow up to the project though not funded by it, the ILO is assisting ALI in elaborating its policy positions on issues such as economic stimulus and wage measures, social protection reforms and the informal economy.

“The ILO proposes to work with ALI and, taking into account the priorities of the industrial sector, develop a framework for increasing the employment and enhancing the social impact of the sector. The framework will conclude with a set of policy suggested policy direction in line with the recommendations of the Vision⁷¹”.

ALI established a member services data base and Customer Relations Management (CRM) system using an Italian software company to customize this ITC supported product. They pointed to the fact that now every phone call from members is logged in and the services to that member are tracked and monitored. ALI also set up a “Young Industrialists Committee” to develop skills and awareness in the younger members of family businesses.

Jordan

The JCI accepted to *establish an advocacy committee* and proceeded to hire a PR firm to assist in promoting the chamber’s policy agenda to government⁷².

The JCI promptly decided to adopt the communications strategy prepared for them.⁷³

⁷⁰ Follow Up on Recommendations of Capacity assessment of Oman Chamber of Commerce and Industry 21 October 2012

⁷¹ Ibid

⁷² It still needs to be established whether this step will enhance the capacity of the officers of JCI to engage in policy advocacy or whether that capacity is effectively outsourced to a PR agency.

⁷³ “The JCI Board of Directors adopted on Nov. 30, 2014 the communication/ media strategy report that was prepared by our ILO consultant Ms. Tanya Warnakulasuriya on Nov. 9, 2014. The report was adopted in less than two weeks after its inception and official circulation to JCI. The report was accordingly circulated to all JCI Board members for action. The Board highlighted the necessity of establishing a communication unit at JCI” Email communication 12.2014

However not all structural changes indicate the effectiveness of the project. The appointment by JCI of a board member to “represent” SMEs was not sufficient as JCI declines to accept SME members. Nor is there evidence available to suggest JCI would accept an SME association or other relevant CSO as a member of the Chamber to represent SME interests in policy-making.

Oman

A focal point was designated by the Chairman of OCCI to coordinate between OCCI members and the ILO Business Helpdesk to help managers of Omani companies better align business operations with international labour standards and build good industrial relations.

4.3.3 Policy Reform and Advocacy (Objective Two)

“To capacitate these organizations with the ability to develop pro-active national policy agendas, to create employment through enterprise policies, and to equip them with the capacity to engage in effective policy and social dialogue”.

The evidence for achieving a degree of this objective is seen in the following outputs:

Policy Reform

The preparation of policy papers was to replace the reports that the EESEE would have produced. At the time of the evaluation, only one policy paper in Arabic was available. A brief summary in English of another was provided.

Processes were in each country place that were intended to lead to further policy positions. A concern is whether all the policy papers were sufficiently developed by the EOs in question or whether they were too dependent on ILO ROAS specialists or consultants. There is not necessarily a problem here but the project was to build capacity in the target beneficiaries not to increase their reliance on external experts. More evidence of this capacity would have been welcome.

Jordan

The project provided legal and economic technical advice regarding Social Protection law and an actuarial study provided by an ILO Social Protection Consultant throughout 2014. JCI was able to participate effectively in consultations with Social partners on amending social protection law and labour law in Jordan reflecting employers’ positions⁷⁴.

Palestine

The project’s Technical Cooperation Progress Report (covering the period March to December 2013) noted that policy positions had been produced by the FPCCI on amendments to the Palestinian Authority’s laws relating to Labour, Social Security and Investment⁷⁵.

A FPCCIA training workshop, which included Gaza Chambers and Gaza Women Business Association, was held at the Dead Sea and Amman, Jordan, 12-17 September 2015. It enabled participants from the West Bank and Gaza to discuss, in the same workshop, national priorities relating to Social Protection and Labour Law within the context of the ILO Palestine DWP and Gaza Crisis Relief Programme 2015.

The significant achievement was to start engaging EOs in a *One-Palestine Approach* on national issues as well as fostering linkages for all chambers in Palestine to engage in transfer of capacity building between higher-resourced and lower-resourced chambers under the umbrella of FPCCIA.

⁷⁴ ES briefing note to evaluation 26.10.15

⁷⁵ TCPR March-December 2013 page 4

The workshops resulted in unifying the positions of employers with respect to the Social Protection Draft Law and submitting their unified position to the National Palestinian Social Protection Tripartite Committee discussing the draft law.

Other policy interventions included: legal and economic technical advice provided by ILO consultants throughout 2014-2015 allowed FPCCIA to draft position papers for consultations with social partners.

Policy papers on Export Promotion, Investment Law, and Tax Law) were drafted led to bipartite and tripartite meetings. It should be recognized that despite many difficulties, FPCCIA shows commitment to developing discussion between unions and employers.

Advocacy

Advocacy should be seen as directed to Government (the Ministries of Labour and Commerce but other relevant Ministries, and to the media, as far as possible, using tripartite institutions. The following steps indicate effectiveness of the project in advancing this objective:

Jordan.

Advocacy focus appears to be on maintaining strong personal links with the Minister who was appointed from his position as JCI Director-General. In addition the JCI accepted to establish an advocacy committee and to hire a PR firm to help promote the chamber's policy agenda to government⁷⁶.

Jordan is reasonably advanced in having a tripartite committee and also a socio-economic committee both chaired by the Ministry of Labour. It has the potential for both active tripartism and involvement with civil society organizations (which can represent women and various categories of self-employed workers). However at the time of the evaluation the tripartite committee which is required to meet three times a year had only met once in the previous two years.

Palestine

From 2012 the FPCCI retained a consultant to assist in an advocacy strategy. There was a need to coordinate discussion among member businesses to be able to respond to Government initiatives on labour law, tax and social security. The FPCCI board took note of the prepared policy positions and supported the consultant to take them to a tripartite meeting. Union involvement was slight, but there.

Two amendments were made to Tax Law and one to Investment Promotion Law. The consultant was seen as handling technical matters both with Ministries and the media (He was seen as "wearing the hat of the Federation"), though formal negotiations were carried out by the FPCCI Chair or Director General. The project continued to fund the consultant at FPCCI's request but with some caution as capacity appeared to be being built in the consultant rather than in the FPCCI.

In Palestine, there are 14 Chambers on the West Bank and 5 in Gaza, all members of the Federation. The project directly built capacity in at least two of the provincial/city chambers Bethlehem (where the Manager took the ITC OSH Course) from and Nablus (where the Chairman attended the 2014 Effective Employers training, leading to increased consultation with member businesses on labour law including issues of child labour and social security). The Labour Sector Development Strategy aims to reform Labour Law reform and strengthen industrial relations.⁷⁷

Advocacy effectiveness has also been strengthened by the inclusion of women entrepreneurs in the "whole of Palestine" approach to training.

⁷⁶ It still needs to be established whether JCI officers will engage in policy advocacy or outsource it to a PR agency.

⁷⁷ In February 2010, the Palestinian Tripartite Committee had met in Turin and launched, with ILO's support, the Turin Declaration focused on improving Chambers' relations with trade unions. The Nablus CCIA chairman was among those at this 2010 training involving worker organizations, though that event was not part of this project.

Oman

A *Workforce Skills Development* survey was to have been launched in November 2015 and based on its results ILO would “try to help OCCI come up with a needed policy recommendations for the Hotel sector in Oman (Labour force, skills levels, skills demand vs relevant skills supply, Omanization policy Oman: impact on hotel industry, employment policy, gender gaps, etc.⁷⁸” Given the existing of commitment of OCCI and ROAS is likely to produce results. The formation of an OCCI committees for supporting women entrepreneurs including the formation of a “women entrepreneur club”. Has strengthened the base and scope of policy advocacy

4.3.4 General comments on Effectiveness

How did the project contribute to strengthen tripartism and respond to the needs of other constituents in the region?

The project was designed and titled to develop the capacity of EO’s to contribute to private sector and employment strength through “effective policy and social dialogue”⁷⁹. The criteria for judging its effectiveness should therefore include some progress in tripartite social dialogue.

The project did not see itself fully in these terms. Advocacy to government was seen as the priority, and improvement in tripartite practice was noted more as a long-term hoped-for objective. [The evaluation discovered, almost by accident, the parallel project in place, funded by the United States, to develop Workers Organizations in the region. There was virtually no contact between these programmes] It is hard to avoid the conclusion that ACT TRAV and ACT EMP activities operate within “silos”.

The reasoning given by ACT EMP for this was that there was little trade union activity in the region and little support from Employers for dealing with WOs. While this reflects the under-developed nature of labour relations and labour institutions in the region, this project was meant to be a specific intervention to make some progress on this matter.

To what extent has the project built synergies with other initiatives and what opportunities could have been built upon?

There were lessons in this project for better use of the tripartite connections. The workshop on International Labour Standards and Industrial Relations for HR Managers in March 2015 brought together a number of experts including the ROAS Specialist on Standards and the manager of the Geneva-based Business Hot Line.

The foundation of the EESEE tool lay in the ILO Policy on Enabling Enterprise Environment. Despite not using the tool ROAS could have used the opportunity afforded by the project to work with government and EO partners and EOs to improve WO involvement. ROAS could have worked with the Ministries of Labour to ensure meetings of tripartite and socio-economic councils were called, where, as in Jordan, they exist.

There is also the possibility of civil society organizations acting as proxy for workers in forums for policy development. The “Whole of Palestine” project meeting at the Dead Sea was a small but valuable step in this direction.

⁷⁸ ES Note to the Evaluation 26 October 2015

⁷⁹ Tripartite partners also were building their capacity in isolation from one another. ROAS Project personnel seemed surprised that the Evaluation might want to consult with Governments or WOs to assess a project that was specifically titled as contributing “to job rich growth through effective policy and social dialogue”. Reasons included “ignore the title;” “that won’t happen in this region for a very long time”, “the government ignores the Chambers” “the chambers simply react to the Government” “the employers simply don’t understand trade unions: in their eyes, the unions simply don’t exist”.

Has there been any effort to mainstream gender throughout the project, and to what extent has this been achieved?

Women's attendance was encouraged in training programmes though more work needs to be done in facilitating such courses to ensure women speak as well as listen. The main successful example of gender mainstreaming the One Palestine Approach which brought men and women employers together from Gaza and the West Bank to prepare for the drafting of a new social protection law.

What unintended outcomes can be identified?

There were good examples of constituents gaining a richer appreciation of what ILO can offer them. ALI's use of CRM is a case in point. Individual EO staff or leadership in Jordan and Palestine recognizing the quality and usefulness of the ITC's OSH training are others.

But also there were opportunities that were lost. The evaluator introduced himself as evaluating the "Employers Capacity Building Project" to people who had attended project training, but was often met with the comment that they had never heard of the project.

One further explanation for this may be the change in funding modalities during the life of the project. By linking project activities more to the broader DW outcomes rather than those of the project, there was less discipline to strengthen capacity in terms of the original design. The value of a project such as this is to implement (and under the original timing of time of the project, to continue trialling) a specific method of reaching broader ILO goals. To rely solely on broader goals has the danger of diluting the evaluability of such projects.

A concern already noted is whether all the policy papers mentioned were sufficiently developed by the EOs in question rather than principally prepared by ILO ROAS specialists. The point of the project was to build capacity in the target beneficiaries not to increase their reliance on external experts and more evidence of this capacity would have been welcome.

4.4 Efficiency and Management

4.4.1 Delivery and Timing

Were all outputs achieved? Was the delivery rate at 100%?

Comment on this question is formatted within the revised project LogFrame. Please refer ANNEX VI.

What were the main implementation difficulties and what was done to address them?

The project originally was planned to run from June 2012 to December 2013 but suffered a number of delays. Even though the ILO ROAS Employers' Specialist (ES), who began involvement with the project, did a test run of the EESEE programme in Oman in 2011, he was transferred to another office in the third quarter of 2012. Management of the project reverted to Geneva and to the then ACT EMP backstopping officer. The next ES was appointed in September 2012 but resigned in January 2013.

As there were insufficient funds to hire a project manager, a project coordinator was appointed in March 2013 and worked in Yemen and Jordan to get the project started. (The project continued to service Yemen until the carnage at local hospitals in mid-2014, made it impossible to pay further visits). The ES who ultimately had carriage of the project through to its end in December 2015 was appointed in June 2013. This ES made the decision to drop the EESEE and to seek extensions of time and budget for the project, arguing that there was insufficient time to complete the outputs.

These requests were approved by PARDEV in March 2014 with an extension of time to June 2015 (eventually December 2015), and a budget increase of 48%. The project attributed the delay to the time it took for Geneva ILO to give the approval. The project addressed the project delays in June 2014⁸⁰. By that time, Saudi Arabia and Bahrain had been replaced by Lebanon and, shortly after, project activities in Yemen ceased. At this June meeting, the project, ROAS programming and evaluation staff addressed the need to increase the delivery rate. They decided to revise Outcome 2's log frame indicators and use the TCPR template to monitor delivery and submit quarterly reports.

EO leadership's noted some training was promoted, cancelled and later reinstated later with inadequate notice. Delays mean starting over again to motivate board members and staff to be involved.

Security issues in Yemen and Palestine, were accepted as impossible to predict.

4.4.2 Effectiveness of management arrangements

Were management capacities and arrangements adequate and did they facilitate good results and efficient delivery? Did the project have the adequate capacity (human resources) to deliver the planned outcomes? Did the project receive adequate political, technical and administrative support from its regional partners? Do implementing partners provide for effective project implementation?

Has the project received adequate technical and administrative support/response from the ILO departments, and country offices where they exist?

Staffing

The most notable weakness in the efficient management of the project was the lack of continuity in the position of Employers' Specialist (ES). In the five years from 2010, ROAS experienced four Employers Specialists. Their periods of employment relevant to this project were:

- 01 February 2008 - 15 Sep 2010
- August 2011- July 2012
- 01 October 2012 - 31 Jan 2013
- 10 June 2013 to date.

The fact that, for a period of time, there was, no Deputy Director of ROAS meant, as the project pointed out, decisions such as approval of extensions to the project reverted to Geneva, and the ES needed to wait for approvals from ACT/EMP and PARDEV in Geneva.

In this project, as distinct, from the parallel regional project to build capacity in Trade Unions, there was no project manager (P5 level) but a project coordinator (P4 level). Internally to the project, this has some effect in terms of status and authority in seeking cooperation from other divisions of ILO, but it also meant that the ES became the project manager and, especially as a new appointee, had to juggle two hats from the outset. A separate project manager would have allowed the project to progress during the period when the ES position was effectively vacant. It would also have given a separate "face" and identity to the project and would have had greater potential for better collaboration with the parallel Workers project. Costs could have been kept down, as the Project manager could have carried out the capacity assessments, and arguably adapted and implemented a rudimentary form of the EESEE.

Experts, trainers and consultants.

Feedback from interviews indicates that there was some disparity in the quality of short-term consultant trainer services but overall medium to high satisfaction. The communications strategist's two interventions were highly regarded. The ACT EMP Turin Director and the ILO trainers on the HR managers' course were highly commended.

⁸⁰ Refer: Note for the File Delivery Status of the Regional Employers Project 19 June 2014

There is also clearly a need for Arabic speakers. Arabic is not an official ILO language and suffers from less published Arabic material. This means that there is a need for high quality credible experts who are Arabic speakers or who have access to high quality interpreters: all of which costs money and is part of the wider issue of the resourcing of ROAS.

4.4.3 Financial Management

Have any constraints influenced the usage of the allocated budget?

To what extent has the project been able to build on other ILO or national/regional initiatives and create synergies in cost sharing?

The costing of the project initially fell short of requirements. The total project allocation in 2012 was USD 750,000 and raised in November 2013 to USD 1,110,000. The project funded some of its activities on a split basis with the ROAS general budget and in one instance with the ITC in Turin.

Training events specific to the project:	200,000
Capacity and Stakeholder Assessments:	66,478
Project staff follow-up to capacity and stakeholder assessments:	49,021
Communication and other consultancies:	<u>95,895</u>
	Subtotal 411394
Other costs (Presumed to be: project coordinator, and administration)	<u>698,606</u>
	Total 1,110,000

[Other training with funds from RBTC and ACT/ EMP cost: 164,402]

Other costs were for project coordinator, non-project staff and administration which on the figures supplied by the project, amounts to USD 698,606.

Some venues were of high status and comfort but were chosen for access, convenience and the quality of facilities to meet expectations of the target group of EO and business leaders. Before deciding on venue, three quotes were received and cheapest (based on meeting the requirements) chosen.

There was some confusion between project moneys spent on the project and money from other sources. The payment for example for the project's Palestinian legal consultant was noted as coming from "core funds; CRPS to provide the source"⁸¹.

What might be regarded as significant results of the project such as the policy paper being developed by an external consultant for ALI in Lebanon OSH training, were noted as "not funded by the project".⁸²

Another area of concern was a lack of cost benefit analysis. Were the travel and hosting expenses of some personnel of sufficient benefit to the people and interests they represented? For example did the Yemeni FYCCI delegates to the Effective Employers' Organization training in Turin learn sufficient information for their situation?

The sticking point here was that the protocols that might ensure that the appropriate people are sent⁸³ are still uncertain and dependent on the strength of communication between project staff and EOs. What happens if the ROAS staff believe the course is not suited for the personnel chosen by the EO?

⁸¹ Note for the File: Delivery Status of the Regional Employers Project 19 June 2014

⁸² Interviews 16.10.15

⁸³ Rather than those who, in terms used by one honest EO official, were rewarded by "going for a holiday."

The project had assessed the EESEE as too costly (it estimated each EESEE delivery would cost USD 40,000-60,000). But that seems to have been predicated on the notion that an expensive consultant would be hired to implement it.

In fact the actual cost of the EESEE business survey in Oman was USD 22000, and compared to the USD12000 cost of the consultant's fee for capacity assessment and stakeholder and environment report of Lebanon, could be said to be of greater value than hiring a single consultant to produce the capacity assessment report. It might have been a true economy of scale for a newly appointed ES to carry out the assessments, given that deep understanding of the capacity needs of the regional EOs is exactly what the job requires.

Finding on Efficiency

The project faced difficulties not of its own making, and had to operate in an increasingly conflicted regional environment. However there was a high proportion of administration and staffing costs against money spent in the field (63%) and a lack of evidence of a properly conceived change strategy. It is hard to avoid the conclusion that efficiency of the project could have been much better.

4.5 Impact and Sustainability

How does the achievement of the project objectives contribute towards making a significant input to broader long-term sustainable change?

The relevant broader objectives of the IO interventions with EOs in the region are covered in the P&B Outcome indicators and Country Priority Objectives. Clearly all the positive results of the project fed into the development objective and P&B outcomes relating to EO capacity building.

However it is difficult to estimate the specific impact of the project's activities on the achievement and sustainability of the development objectives. The potential of the project was not fully realized partly through external and internal events beyond its control, but also because of:

- a lack of change strategy;
- insufficient evidence, despite the rhetoric of being demand driven, that the project's capacity building initiatives were adequately led by the EO boards and executives;
- a lack of enquiry on the part of the project as to how its modernizing agenda would fit or not fit with current and traditional patterns of governance.

However small successes identified in this report still carry some of that potential.

Does the project have an exit strategy?

None was available at the time of the evaluation.

Are project achieved results likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project?

As already noted, the EESEE would have left behind a valuable reference point for further cooperation between ILO and each EO. The tool kit's emphasis on a "tracking process" would have allowed an EO and ROAS to monitor policy themes that may require separate strategies with different Government agencies and may move at different speeds (or meet temporary obstacles which would require switching effort to areas of advocacy with more immediate chance of success).

The components that the project pursued after June 2014 were the chamber literacy programme and the position papers, advocacy training and structural changes which hopefully would continue to produce results. Gains from the project are still fragile but points to build on.

Involvement of next generation of EO and private sector leadership

The younger generation, in the first instance, largely inspired the project and it is important to see how much younger people benefited from it, particularly those with technical and leadership potential.

A hopeful note was struck, by the project coordinator:

“You had asked me ... to mention the "young" staff members that have taken advantage of the trainings under the project. I can say that several young and high potential staff attended the trainings. These are people who have high absorption capacities in terms of technical skills and have a "new" outlook on how Employer Organizations should function and represent members. I can think mostly of Jordan and Oman that regularly send young professionals to attend trainings, and you would see recurrent faces”⁸⁴.

In this context, a thoughtful step which took into account the family culture of Arab businesses, was taken by ALI in holding a “Young Industrialists Children’s Committee” helping the children of member businesses in Lebanon prepare for their future roles in the family business.

Examples of collaboration between ROAS and the EO to consolidate work begun under the project

Oman: A focal point was designated by the Chairman of OCCI to coordinate between OCCI members and the ILO Business Helpdesk to help managers of Omani Companies better align business operations with international labour standards and build good industrial relations.

Lebanon⁸⁵: The work of the project has resulted in hiring a consultant to prepare ALI policy papers. And it is worth quoting from his Terms of Reference as an example of EO foresight:

“The project began with an ‘assessment phase’. During this phase the ILO reviewed the operational capacity of ALI in terms of meeting the needs of its members so as to help guide future planning.

One of the priority areas for ALI that emerged during this phase was the need for developing policy papers. In this respect, ALI has developed a “Strategic and Comprehensive Vision” for the Lebanese Economy in June 2015” that focuses on 6 main economic and social areas, that is:

- (1) Economic stimulus measures;
- (2) Administrative reforms;
- (3) Wage adjustment and social protection reforms;
- (4) Informal economy and the Syrian refugee crisis;
- (5) The launch of Public Private Partnerships; and
- (6) A plan for the development of the Oil and Gas sector.

However, for policy papers to contribute effectively to the goals of industry and of the Association they should be complementary, properly sequenced in terms of timing to reinforce each other and “make the total greater than the sum of the parts.... The ILO, in line with its mandate, is willing to assist ALI in elaborating its policy positions on issues such as economic stimulus and wage measures (that affect employment), social protection reforms and the informal economy.

To this effect the ILO proposes to work with ALI and, taking into account the priorities of the industrial sector, develop a framework for increasing the employment and enhancing the social impact of the sector. The framework will conclude with a set of policy suggested policy direction in line with the recommendations of the Vision⁸⁶.”

⁸⁴ Email from PC to Evaluation 20.11.15

⁸⁵ Where both ILO and ALI can take advantage of the physical proximity of their offices.

⁸⁶ Extract from Terms of Reference for the consultant financed by ROAS to assist ALI.

5. Conclusions

The project team in place for the final two years of the project overcame a number of obstacles -- both internal and external -- to provide the direct beneficiaries with a significant number of the planned outputs and activities. Despite initial hope for an atmosphere of reform, aroused by the “Arab Spring”, this was not an easy region in which to introduce new institutions and processes, nor were 2013-2015 conducive years in which to do so.

While the level of change and consolidation of new skills and practices is difficult to predict there is sufficient anecdotal evidence to suggest that a reasonable degree of new capacity has been built. There were weaknesses in the design of the project and in features of its delivery that need to be addressed both to consolidate the initial gains and to rethink the kinds of collaboration necessary to develop successful tripartite institutions and improve dialogue and advocacy practices in the region. Despite the aspiration -- and some of the tools -- of a demand-driven approach to the project, the reality was that the project was mainly a supply-driven intervention.

The Effective Employers’ Organization course is a well-designed training programme with an effective track record. It seems to have been of value to a more stable organizations such as ALI, less so for one under stress such as the Yemeni federation. Many, but not all individuals, clearly benefited from the variety of training that was provided and this raises questions of how trainees are selected and how their gains from the training are later evaluated.

The EESEE tool, which at the beginning of the project was at an early stage of its own development, was not perfect in a number of respects. It might appear to compete with other sophisticated tools available through other agencies such as the World Bank (though it actually integrated them). There were costs and time involved. These disadvantages weighed more heavily with the project than the potential of its use within something of a pilot “research” phase.

In the evaluation’s view, the “Chamber Literacy” approach was not a sufficiently coherent or focused replacement. Nor did it seem from the evidence available that the preparation of position papers, overly carried out by external specialists, was an adequate fulfilment of the advocacy objectives. The evaluation underlines that this decision, like all in this project, were made in good faith and in the face of a very difficult working environment. Project’s staff’s tenacity and dedication are applauded

The communications strategies prepared for Jordan and Oman value were of high value, and the project stimulated further initiatives particularly in Lebanon and Oman. In the oPt, important dialogue was opened up with the Palestinian Authority. Innovation in SME involvement and gender inclusion were also achievements in the oPt Some EOs used the project to launch new initiatives, such as sectoral skill development in Oman, and socio-economic strategies for business in Lebanon.

6. Lessons learned

6.1 Employers’ Organizations Innovations

Project EOs developed a number of useful innovations, for example:

- Investing in business awareness and training *for the children of family businesses* (Lebanon)
- Designing for a *socially responsible industrial sector* (Lebanon)
- Uniting all businesses including women-managed small enterprises in a *unified national approach* and bringing a united approach over separated boundaries (oPt)
- Studying the mismatch between skills and employment (Oman)

6.2 Demand Driven

This project invites some thinking about what is meant by “demand-driven” and how demand is assessed.

The project design originally included two slightly overlapping tools to assess the needs of business and the way employers’ organizations might meet those needs largely through effective policy advocacy to their governments.

The capacity (later, capacity and stakeholder) assessments arose from a series of interviews by single consultants. The recommendations were largely similar in including the need for vision, strategy, and planning, better member representation and services, and strengthened capacity in data collection, policy development and advocacy.

All these issues were of course useful for the EO’s to revisit, and some were seen as new or at least in sharper focus, but largely it didn’t tell the EO leadership anything that they didn’t know already.

The dilemma for the ILO is that it does not want to appear to be imposing solutions on its constituents but at the same time it does want to move them towards the international practices policies and institutions expected of them as ILO members. The notion of agencies delivering products and services in response to client-initiated demand, arose out of the “Washington Consensus” in the 1990’s which also saw agencies such as the ILO recognizing their market difference and offering specific development products. To avoid the appearance of imposition the commercial model was adopted of doing market research and establishing “demand”. But, it is arguable that tools such as capacity assessments and training needs assessments exist as much to give comfort to the international agency that it is not imposing on them “outsider” values and practices.

Whether the needs of the ILO or of the constituents are paramount in the assessment of demand shows up in two things: 1) the correlation between the assessment exercise and the ILO service (usually training) that is delivered in response, and 2) the strength of the EO usage of the service when delivered.

If after the expenditure of several thousand dollars on a capacity assessment the ILO response is to deliver a training course, such as the Effective Employers Organization, which it had ready for delivery, it looks less like “demand driven” and like a subtler form of imposition, albeit an imposition that the EO would likely welcome, without having to go through the vaguely humiliating process of exposing their weaknesses to public gaze.

Some of the strengths that ILO ACT/EMP can bring to their constituents lie more with a good Employers’ Specialist acting like a management or PR consultant, gaining the trust of an EO’s CEO and Board and with them identifying the more immediate often “smaller” problems, the resolution of which lead to larger gains of greater trust from members, or impact on government.

Piecemeal successes --- what can be termed “small wins” can serve to that boost morale and open the doors to bigger things that are part of the constructive demand-driven relationship between ILO and its constituents. [An example in this project the practice of ILO international standards being seen were seen by HR managers as contributing to greater business productivity.]

Also where a project, such as this one, is developed it should ensure that the problem is seen from the point of view of the constituent not necessarily that of the ILO. The project document had already identified the problem of EOs being “reactive rather than proactive” towards their governments. This can have the flavour of being condescending, and defining proactivity in terms of a modern Western Society not necessarily a modernizing Arab society.

In terms of inherited patterns of status, influence and communication, business leaders may well be proactive. Such “small” things as paying courtesies on important national days, the offering or receiving

of tea and refreshments at the right time and the right way may already be ways in which people present themselves, remind those in authority of their presence and value to other.

It gets down to the subtleties of language, but strengthening existing proactivity may be a more acceptable way to present a programme than overcoming the perceived reactivity. At very least the design and wording of initiatives such as project documents or implementation plans, should be such as can be consciously owned by the constituents not imposed upon them.

6.3. Building governance institutions through respecting local governance culture

ILO's mandate is to introduce universal workplace standards which can ensure productive profitable enterprise and employment growth commensurate with social protection, international standards of labour and expressed through tripartite institutions and processes.

However the “modern” “international” institutions of social dialogue are not introduced in a vacuum.

There are existing patterns of communication, influence, and representation that arise from some centuries of tradition. As long as leaders in business and government feel that these previous ways of doing things are still sufficient for current purposes, modern institutions may be set up, but there is no guarantee that they will be used actively and possibly rather of being treated with only lip service.

Addressing this was the rationale behind the project. The “Arab Spring” was seen as a moment when some in the region were recognizing that its existing ways of doing things were not meeting the needs and expectations, at least of a younger generation. But move too fast on that and you are likely to trigger a fear of change and a return to older securities. While the “Arab Winter” threw the assumptions behind the project into question, it did at least show that a desire for new ways was not sufficiently widespread.

Institutions and ways of doing things are not lightly replaced since they do not exist only in the arena of society, but also in the values, attitudes and instinctive responses of individual. To make changes that are both external in the social arena and internal in the ways people relate to each other is not easy.

Leaders may embrace the formation of new institutions (such as, in this case, trade unions or tripartite committees) but they may not yet be able to bring sufficient decision-makers along with them, either to form these institutions properly in the first place, or to use them effectively once formed. In Jordan, for example, the lack of support in the JCI to have SME representation and where a tripartite committee though formed, and required to meet three times a year, had met, at the time of the evaluation, only once in 2014 and not at all in 2015: shows that the value of new institutions is not sufficiently accepted.

7. Recommendations

High Priority: Maximizing Project Impact and Sustainability (6-12 months)

To: ILO ROAS / EMPLOYERS' ORGANIZATIONS

Maintaining ongoing structured awareness of Employers' Organizations' capacity needs.

Recommendation 1: Revisit project capacity assessments and stakeholder interviews.

Carry this out twice: six months, and then one year, from the end of the original project. See if, in hindsight, the analysis and priorities would now be different. If no progress has been made in defined areas, establish why. Where other stakeholder agencies were consulted in the preparation of the original capacity assessments, check if they have identified improvements or continued capacity deficits.

Objective: To maintain awareness and precision in identifying the EOs' key capacity needs as a live factor in their planning, and to build member confidence in charting successful capacity improvements.
Steps: ROAS should seek a meeting with as many as reasonably possible of those interviewed for the project assessments (and/or their successors in office) to plan follow up to the project's work.

Resources: This and the following recommendation could be actioned at the same time and as part of planned missions to the country in question and incur no extra allocation of resources.

Recommendation 2: Improve the earlier analyses by focussing on the obstacles to enterprise growth within the total business environment

Objective: To restore the original project focus on enabling environment obstacles to business development and so strengthen the EO's outreach to members and advocacy to government.

Steps: Specifically, identify where motivation can best be mobilized by focus on external policy objectives to prioritize EOs' capacity deficits, including the dialogue gaps with needed partners.

Involve in the consultation, representatives of government, workers, civil society, and interests such as: research institutes, business journalists, donors and agencies engaged in comparable projects.

In some cases these consultations could well be forum-style with both structured questions and more open discussions. The ROAS team conducting them would best be tripartite in membership: involving ES, WS and Standards specialist, helping to foster internal ROAS teamwork.

Hold separate consultations with government, unions and employers organization, and a representative meeting of the three partners to receive a debriefing from the ROAS team, and any necessary updating of the Decent Work Country Programme.

Resources: Costs can be covered by better coordination of existing resource for ILO specialist missions and inputs. However some extra resources may be needed or shared with such as Recommendation 3.

To: ILO ROAS / ACT EMP GENEVA / ITC TURIN

Building Management system for EO's data collection, policy formation, and advocacy strategies

Recommendation 3: Revisit, promote and adapt Enabling Environment for Sustainable Enterprises and Employment (EESEE) tool kit.

Objective: To continue building the EO the data management system which allows advocacy policies and strategies to be shaped, supported by local evidence and international benchmarks and monitored in a system that can then be further grown over coming years.

Steps: Make initial presentations to the regional Employers' Organizations that participated in the project. The presentations should clarify, in each case, the tool's usefulness and its adaptation and sequenced introduction. Make use of ILO's international experience gained since the tool was launched.

Importantly, build the system using the parts of the EESEE tool kit that are relevant to the feasible issues the EO is motivated to pursue. The aim is to build a comprehensive system over time not adopt it in one step. The thematic monitoring tool within EESEE should be customised for each EO's use.

Consider employing a specialist tool-kit trainer /facilitator and / or capacitate the ES or a programme officer to supervise and / or deliver the tool-kit. Resourcing should be managed by the ILO agency that has carriage of the EESEE tool (whether ITC or ACT EMP).

Resources: Some resources may be necessary if a specialist is hired, as above. This may depend on whether the original donor for the development of EESEE is interested in continuing support. But these follow-up steps should not be made dependent on external funding.

Economies should be planned by devolving local work. Given that understanding the capacity and advocacy needs of the EO's is a core skill of the ES position, the regional ES should be competent, together with ROAS programme staff, to train and support local EO personnel to use the tool.

Local tertiary institutions (perhaps twinned with competent North or South institutions) could also be trained to carry out aspects of the surveys and data compilation, thus sharing costs.

To: EMPLOYERS' ORGANIZATIONS

Developing lateral as well as linear strategies to advance EO's status with government

Recommendation 4: Plan strategically for "small wins" as well as larger objectives in overcoming business obstacles

Objective: Given that the project has made preliminary capacity inputs to the EOs in the field of advocacy, continue to identify difficulties in the EO's moving from "reactive to proactive" roles with their governments.

Steps: Develop both short and long term strategies with a number of different government departments and other business sector and civil society actors.

Review across all faces of government to identify opportunities for "small wins" (i.e. early feasible victories) to build EO's profile as a credible authority on business needs and policies, exercised in harmony with local traditions of influence and governance.

Use the EESEE thematic monitoring tool to help manage and evaluate these activities.

It is important to focus on successes that may be small in immediate effect but boost the perception of the members that their EO is working well for them

Resources: No additional financial resources should be needed.

B. Medium Priority: Building Basis for Longer-term Institutional Strength (12-18 months)

To: ILO ROAS / EMPLOYERS' ORGANIZATIONS

Promoting regular consultation among EOs to share experience and advise ILO ROAS

Recommendation 5: Build a regional reference group of the region's EO CEOs to identify common Enabling Environment issues and the corresponding support needed for EOs.

Objective: To engage regional EO leaderships in better advising ROAS in how ILO can help them, and also the EO leadership benefiting from exchanging information and skills between themselves.

This would be seen a high status group (subgroups could also meet). The ROAS resources could be seen as supporting the regional EO leadership in the same way that wealthier commercial interest groups can pay an international accounting firm to advise them: a kind of "middle income Price Waterhouse".

Steps: An initial one-off event could lead to an informal pattern of meetings through eventually to a possible “advisory council” of EO CEOs. Explore later meetings to include the regional EO CEOs and Presidents dialoguing with EO leaders from North or South countries with advanced tripartite systems.

Resources may be available, through sponsorships, to permit sessions between EO leaders and an international expert, academic, CEO of a high profile company in a donor country (or business partner’s country), or with cross-cultural expertise in effecting change in local political systems.

To: ILO ROAS

Improving management and promotion of tripartism

Recommendation 6: Develop further the potential for team work between ROAS specialists to build tripartism in each country.

Objective: To build cooperative practice within ROAS between the key specialists to enable them to help the EOs focus on opportunities for government and worker representative input to addressing obstacles confronting the development of an enabling business environment.

Steps: Set up a standing team of RO Director with ES, WS, and NORMES specialist meeting regularly. Produce a proactive strategy, regularly reviewed (and forming a required heading in mission reports). An M&E matrix should be developed for use by this group

Make greater use of the Standards specialist as an interlocutor with the Government. And ensure that the Chamber status of most EOs (relating to Ministries of Commerce rather than Ministries of Labour) does not impede either ILO or EOs in their dialogues with regional Governments.

Encourage EOs to re-assess any view that trade unions are ineffective partners and seek further ILO inputs from other countries’ experience (and from the use of ILO tools such as WISE or FIP, that reinforces the link between worker involvement and business productivity.

Identify specific industries where productivity cooperation will have early tangible effects. Work with the “stronger” tripartite partner in each country to encourage local leadership in creating and using tripartite structures and dialogue (e.g.: ensure government calls tripartite committee meetings).

Resources: No additional resources are needed.

To: EMPLOYERS’ ORGANIZATIONS

On-going board skills development for Employers’ Organization directors

Recommendation 7: EO Board members undertake regular training at least annually.

Objective: This should include induction training and refresher training to strengthen strategic and policy planning, and understand their separate roles from that of EO executives.

Steps: Identify local facilitator to lead discussion around improving boardroom practice, and other experts to give business environment updates. This should be designed to strengthen the contribution of board members, including those who are CEOs in their own companies, clarifying that their role is to develop and review policy for the executives to implement, not to intervene in that implementation. Seek help from ILO to facilitate external expertise and training opportunities.

Resources: Fund as part of the fee structure for members. ILO could fund inputs through sponsorship or peer support from North or South partners trading with the EO’s member businesses.

To: ITC / ILO ROAS / EMPLOYERS' ORGANIZATIONS

Better ILO management of training effectiveness and inclusion

Recommendation 8: Focus on training that leads to accreditation.

Objective: Training properly motivates trainees and gives career rewards to the trainee and productivity rewards to the employer.

Steps: Recognize that ITC training, such as in Occupational Safety and Health, combines motivation to the attendee to engage with the training and a concrete skill directly related to the EO's mandate to promote productivity and business reputation through a safe workplace.

Examine how all ILO training events can be linked to an accreditation pathway in a local, regional or international higher learning institution.

Resources: Some contribution should be expected from trainees at a level that will provide, but not undermine incentive. Internships and sponsorships from development or commercial agencies should be sought and encouraged.

Recommendation 9: Ensure training opportunities are matched to the appropriate people.

Objective: Create a collaborative goal of "growing" key EO individual staff and EO leaders so that their potential is developed across a range of skill sets.

Steps: Work collaboratively with Employers Organizations to ensure that training is delivered to those with the greatest potential and motivation to make use of it. Broaden internships for individuals with high potential.

Create a leadership tier of trainees to encourage leading members of EO boards or senior staff are given training for future roles such as EO President or CEO. Plan and communicate timing of training events to allow EO management to ensure the appropriate trainees will be available to attend. Avoid practices where sharing course attendance around is seen as "everyone having a turn", "reward", or "holiday outside the country".

Resources: Expect some contribution from trainees. Seek internships and sponsorships from development or commercial agencies should be sought and encouraged.

Recommendation 10: Work creatively to ensure observable inclusion practice

Objective: Seek innovative ways of ensuring inclusion goals are articulated and met.

Steps: Review sensitively the impact of cultural issues e.g. including women and junior officers in training but ensure that it is not only senior men who do all the talking. Where appropriate hold gender-segregated break-out sessions to encourage women to be more verbally engaged in training.

Create partnerships with civil society organizations that foster small businesses including women-led businesses and businesses that employ persons with disability.

Include a bias in the longer term planning towards participation in training events of persons with disability, from rural and remote location or from ethnic or religious minorities.

Resources: No additional financial resources should be needed.

ANNEX I: PEOPLE CONSULTED⁸⁷

INTERNATIONAL LABOUR ORGANIZATION

Regional Office for the Arab States ROAS

Director

11. Mr Frank Hagemann, Acting Director, ILO Regional Office for the Arab States

Specialists and Programme Managers

3. Ms Emanuela Pozzan, Senior Specialist, Gender, Evaluation Manager, ILO ROAS.
4. Mr Torsten Scheckel, Senior Specialist, International Labour Standards / Labour Law ILO ROAS.
5. Ms Rabia Jalloul, Senior Programme Manager, Chief Regional Programmes, ILO ROAS.
6. Ms Shaza Al Jundi, Programme Officer, Oman Jordan and Bahrain, ILO ROAS.
8. Ms Shaza Ghazeb al Jondi, UN Coherence and Resource Mobilization Officer, ILO ROAS.
9. Ms Nathalie Bavitch, Regional Monitoring and Evaluation Officer, ILO ROAS.
28. Mr Mustapha Said, Senior Specialist in Workers' Activities, ILO ROAS.

Project Management

1. Ms Lama Oueijan, Senior Specialist Employers Activities, (effective Project manager)
2. Mr Raja Keldani, National Project Coordinator

35. Mr Gary Rynhart, Employers Specialist, Regional Office Asia and the Pacific, formerly Employers Specialist ROAS.

Project consultants and trainers

34. Mr Arnout de Koster, Director of Employers Training at International Training Centre Turin and trainer in several training interventions (interviewed by phone)

12. Ms Tanya Warnakulasuriya, Project Communications Consultant.

15. Mr Antoine Mansour, Project Consultant in Capacity and Environment Assessment.

16. Dr Zafiris Tzannatos, Policy Consultant to ALI.

33. Ms Emily Sims ILO Business Hotline, Trainer in Oman based Symposium and training (interviewed by Skype)

ILO HQ Geneva

30. Mr Henrik Moller, ILO Geneva, Employers' Activities Bureau, Project Backstopping Officer (interviewed by Skype).

Ministry of Labour

Kingdom of Jordan

21. Mr Adnan Al-Dahamsheh, Director Labour Relations, Ministry of Labour; Ms. Emam Rashdan, Head of Labour Disputes Department, and Ms. Suha Labadi (translator).

17. Ms Suha Labadi, Ministry of Labour, Royal Jordanian Government moving to ILO.

Employers Organizations

Kingdom of Jordan

19. Mr Anan Zeitoun, Manager SME Technical Support Unit, Jordan Chamber of Industry.

20. Mr Adnan Abu Al Ragheb, First Vice-Chairman Board of Directors Jordan Chamber of Industry, Dr Maher H. Al Mahrouq General Manager, Mr Ishaq Arabiyat Deputy Director General, Mr Qassem

⁸⁷ Numeration reflects chronological order or interview

Abu Salha Member Board of Directors, and Ms Samir Taha, Assistant Manager International Relations Department.

Republic of Lebanon

14. Dr Fadi Gemayel, Chairman, Association of Lebanese Industrialists (ALI); Mr Saad S. Oueini, General Manager; Mr. Sami M Younes Head of PR / Marketing Department;

24. Mr Mounir Bsar, President of Lebanese Food Industries.

27. Mr Omar M Hallab, Board Member Association of Lebanese Industrialists.

Sultanate of Oman

7. Dr Abdel Adheem Al Bahrani, Director-General, Oman Chamber of Commerce and Industry.

10. Mr Ahmed el Qafla, General Manager, and Mr Bashir el Ameri, Director International Organization Unit, Federation of Yemeni Chambers of Commerce and Industry.

29. Mr Abdulaziz Bin Mubarak Bin Khami Alkiyumi, Businessman member, Oman Chamber of Commerce and Industry, interviewed by Skype.

Republic of Yemen

22. Mr Mohamed Abdallah Ali Moussa, Chairman of Baydaa Region Chamber of Commerce and Industry, former Board Member Federation of Yemen Chambers of Commerce and Industry (interviewed by Skype).

26. Mr Ali Dehaq, Programme Coordinator, Federation of Yemen Chambers of Commerce and Industry (interviewed by Skype).

Occupied Palestinian territories

23. Mr Hussam Hijawi Chairman Nablus Chamber, Palestine (interviewed by Skype).

25. Mr Ala Adili Manager, Bethlehem Chamber of Commerce and Industry (interviewed by Skype).

32. Mr Jamal Jawabreh, Director-General, Federation of Palestinian Chambers of Commerce and Industry, formerly Federation of Palestinian Chambers of Commerce Industry and Agriculture - FPCCIA, (interviewed by Skype).

13. Mr Ahmed el Farra, Consultant to Palestine Federation of Chambers of Industry and Commerce

Trade Unions

Jordan

18 Mr Khaled Hababeh, International Relations Officer, General Federation Jordanian Trade Unions.

Lebanon

31. Mr Castro Abdallah, General Secretary FENIASOL Trade Union Federation.

ANNEX II: DOCUMENTS CONSULTED

Project Documents

Extension Proposal RAB.1250.NOR and revised Logical framework (undated presumed early 2013, un-authored)
Extension Proposal RAB 12.50 NOR (Extension – December 2015) and revised by ILO Project Team with Programming unit input (backstopping officer Rabia Jalloul) in mid-2015.
Mid-term Self Evaluation Mr. Henrik Moller, ILO Desk officer for Arab States activities, ACT EMP Geneva. Dated: Feb 2014

Mission Reports

Jordan July 2013 Lama Oueijan
Jordan Regional Workshop on Advocacy Lobbying and Communication December 2013 Lama Oueijan
Oman Report and Oman Training Collective 3-4 09. 14 Lama Oueijan Raja Keldani
Oman Report on High Level Symposium and Training on the Effective Employers Organizations and Chambers in Arab States Lama Oueijan November 2012
Regional Workshop Effective Employers Organizations ITC Turin November 2014 Lama Oueijan Raja Keldani

Context Documents

Decent Work Country Programmes

Bahrain DWCP 2010-2013
Sultanate of Oman Extension of the Decent Work Country Program 2014-2016
Oman DWCP Extension 2014
Republic of Yemen Decent Work Country Programme (2008-2010)
Jordan Decent Work Country Programme 2012-2015
Palestinian Decent Work Programme 2012-2016

United Nations Development Assistance Frameworks

Iraq UNDAF 2015 – 2019
Jordan UNDAF 2013-2017
Occupied Palestinian Territories UNDAF 2014-2016
Jordan UNDAF Semi Final Draft
Lebanon UNDAF 2020-2014
Yemen Final UNDAF January 2011

Gender

Getting to Equal 2016 Women Business and the Law World Bank Group

Capacity Assessments and Responses

Bahrain Chamber of Commerce and Industry Draft Assessment Report Author Antoine Mansour, ILO Consultant October 2012
Follow Up on Recommendations of the report on capacity assessment of Oman Chamber of Commerce Meeting with Board of Directors Muscat 21 October 2012
Draft Report Organizational Capacity of the Association of Lebanese Industrialists ILO Consultant Antoine Mansour 14.12 2014
External Environment and Stakeholder Analysis Association of Lebanese Industrialists by Antoine Mansour ILO Consultant 21 January 2015
Summary of Discussion Meeting of Industrialists (Lebanon) with ILO 4 December 2014
The Jordan Chamber of Industry (JCI) Assessment Report Mr Antoine Mansour on Behalf of the International Labour Office September 2012
Federation of Palestinian Chambers of Commerce and Industry (FPCCI) Draft Assessment Report by Antoine Mansour ILO Consultant September 2012
Assessment of the Federation of Yemen Chambers of Commerce and Industry (FYCCI) Dr Sharaf M. Alkibsi August 2014

ANNEX III: FULL LIST OF PROJECT ACTIVITIES AND STATUS OF OUTCOMES

1. Intended Activities

The activities foreshadowed in the Project Document⁸⁸ were:

- Assessment undertaken in each country of national chambers and the environment they operate in (June- October 2012)
- Regional High level workshop Role of Chambers in new Arab dispensation Sept 2012)
- Regional Training workshop on The “Effective Employer Organization” (18-20 Sept 2012)
- Survey work commissioned (leading to EESEE and national reports) (June-Dec 2012)
- Presentation of EO Assessment Reports and of EESEE Reports to Chamber Boards of Directors and Senior Staff in all six countries (a training workshop for staff on research methodologies and policy development will follow) (Oct 2012- Feb 2013)
- Regional training on Research skills, Policy development & advocacy (Jan/Feb 2012)
- Engagement with Government/others dialogue: launches of Chamber policies (2013)
- Regional training on social dialogue and negotiation skills for employers⁸⁹
- Regional training on Communication and media skills (Dec2013)
- Regional conference (final regional reports) (Dec 2013)

Total activities planned were:

- 4 Regional training events
- 2 other Regional events
- 6 National training events
- 6 National dialogue workshops
- 6 National EO Assessment Reports
- 6 National EESEE Reports
- 1 Regional EO Assessment Report
- 1 Regional EESEE Report

2 EO Capacity and Employment Environment Assessments

These were carried out in:

- Oman: August 2011
- Jordan: September 2012
- Palestine: September 2012
- Bahrain: October 2012
- Lebanon Capacity Assessment December 2014, Enterprise Environment January 2015
By consultant Mr Antoine Mansour, Lebanon-based former officer in the UNDP /
Economic and Social Commission for Western Asia
- And in Yemen July-August 2014 by Dr Sharaf M. Alkibsi

A Survey and Report on Obstacles to Industrial Growth in Jordan was conducted September 2013. with Dr Ihab Magableh Dean of School of Management German Jordanian University.

⁸⁸ PRODOC pp7-8

⁸⁹ This activity will not be funded by resources from the project but from other core ILO resources

3. Training Events

3.1 High Level Symposium on Employers Organizations and Chambers in the new Arab dispensation 19 November.2012 and Effective Employers Organizations and Chambers Training, held in Oman 20-22 November 2012. (These back-to-back events had the same personnel and were effectively treated as one event)

Participants: 15

Bahrain Chamber of Commerce and Industry (3);

Jordan Chamber of Industry (2);

Federation of Palestinian Chambers of Commerce Industry and Agriculture; (4)

Oman Chamber of Commerce and Industry (7);

Jeddah Chamber of Commerce and Industry, Saudi Arabia (2);

Federation of United Arab Emirates Chambers of Commerce and Industry (1);

Federation of Yemen Chambers of Commerce and Industry (2) and Taiz Chamber of Commerce, Yemen (1).

3.2 Regional Workshop on Advocacy Lobbying and Communications Amman Jordan 3-5 December 2013 presented by Mr Mustafa Al Quassab (Iraq)

Participants 12:

Oman (3); Jordan (2) Yemen (2); Palestine (3).

3.3 EO Regional Meeting and Actions against Child Labour August 26-27 2013⁹⁰

Federation of Palestinian Chambers of Commerce Industry and Agriculture

Participants: Jordan: Jericho (3) Palestine (49): Federation (7) Tulkarem (3) Salfit (3) Gaza (1) Hebron (3) South Hebron (3) North Hebron (4) Qalquilia (4) Bethlehem (4) Nablus (4) Ramallah (4) Tubas (3) Jerusalem (2) Jenin (4).Project funded mission travel. One day spent discussing technical cooperation with FPCCIA within DWCP.

3.4 Effective Employers Organization June 9-11 June 2014 Amman Jordan with ITC.

Participants: intended 26 but 7 participants who had enrolled did not show up (without explanation to the project team).

Jordan (4): Jordan Chamber of Industry (2) Amman Chamber of Industry (1) Zarqa Chamber of Industry (1) (Only 4 of the 11 enrolled turned up.

Palestine(15): Federation of Palestine Chambers of Commerce Industry and Agriculture (2) and Chambers of Commerce Industry and Agriculture (CCIA) of Salfit (1) Jericho and Valley (1) Qualqilla (1), North Hebron (1) Hebron (1) Jenin (1) Nablus (1) Tubas (1) Ramallah (1), Bethlehem (1), Jerusalem (1), South Hebron (1), Tulkarm (1).

3.5 Social Dialogue and Collective Bargaining: Oman Chamber of Commerce and Industry 3-4 September 2014

⁹⁰ This is proposed by the project as one of its activities. The difficulty in evaluating it as part of the project is that it was barely funded by the project and any specific aims are lost within the very general aims of DWP.

The Mission Report notes:

“A presentation was then given by ACT EMP Beirut on the regional project “Developing the capacity of employers’ organizations in the Arab Region”. This was followed by a brief presentation given by Ms. Shaza Jondi on the DWP for Palestine that will soon be launched. Ms. Jondi gave an overview of the three priority areas of the DWP:

1-Promotion of improved labour market governance and labour rights;

2- Enhancement of employment and livelihood opportunities for Palestinian women and men;

3- Facilitating the development of an integrated social security system and the extension of social protection to all those in need in the oPt She highlighted that the DWP will be implemented in close consultation with the tripartite constituents and stressed on capacity building for workers and employers’ organizations as a cross-cutting objective in all three priority areas.

In light of the context of the meeting, Ms. Jondi specifically went into detail on outcome 1.2, namely *Strengthened institutional capacity and mechanisms for social dialogue and policy making, with a particular focus on wages, occupational safety and health, gender equality, and discrimination at work*, under which the regional employers’ project falls”.

Participants 35: OCCI Federation (10), OCCI Branches: (6) Batina (1), Sharkiya (1), Ebra (1), Sour (2), Nizwa (1); Private sector businesses (19 of whom: 9 HR Managers or staff).

3.3.8 Effective Employers' Organizations held at ITC Turin 05-07 November 2014.

Participants: 16

Association of Lebanese Industrialists (6)

Federation of Yemen Chambers of Commerce and Industry (6)

(10 Iraqi participants failed to get their visas organized and did not attend. Later a one-day course not funded by project was held for them in Beirut November 2015; (ITC trainer unable to attend, local consultant brought in at short notice).

3.3.9 Workshop held in Jordan for FPCCIA with Gaza Chambers and Gaza Women Business Association dealing with Social Security and Labour Law Issues for Palestine 13-17 September 2015

Participants: 18: Palestine FPCCIA (15), Jordan JCI (4 attended out of 11 enrolled)

3.3.10 Training Workshop (mainly for HR Managers): "Human Resource Policies, Industrial relations and International Labour standards in Businesses", March 30-31 2015 Muscat Oman This focussed on Social Dialogue and Collective Bargaining.

Dr. Zafiris Tzannatos presented on linking macro-economic development to policies on skills, education, employment, productivity, competition, investment, social protection, migration and "Omanization"⁹¹ and the role of EOs in bridging the economic and social models through inclusive socio-economic dialogue.

Mr Torsten Schackel ROAS Standards expert, presented on the relation of International Labour Standards (ILS) to Businesses.

Ms Emily Sims from ILO HQ/Multi, presented Role of Multi-National Enterprises (MNEs) in developing employment, and ILO Helpdesk Services for Business & ILS.

4 Communications Strategy

- **Two 3-day communications assessments**

Jordan: December 2014 and Oman: April 2015 with follow-up delivery of Communications Strategies reports for both Chambers

These were carried out by Ms Tanya Warnakulasuriya, former UK-based British Broadcasting Corporation expert, now Sri Lanka – based, recent head of media at the Employers Federation of Ceylon and currently with the British Council in Colombo.

5 Missions

A number of missions that comprised -- or included -- project staff visited constituents in all project countries. This gave the opportunity for building on earlier project inputs or preparing the ground for later ones.

Four of these missions could be seen as supportive capacity building activities because they dealt specifically with this project and addressed the capacity building agenda and not just organization and logistics of project events.

⁹¹ "Omanization:" In common with other Gulf States whose economic expansion has relied heavily on immigrant skills and labour, Oman is seeking to increase the skill levels and employment of Omani citizens. See above Section 1.4 National Workforce Self-reliance.

5.1 Palestine Mission 3-4 April 2013

Presentation of Assessment results to FPCCI Board of Directors: Attending were the previous ACT EMP desk officer for the Arab States, the ILO consultant (and focal point during the project's transition), and the ILO consultant who carried out the EESA assessment.

5.2 Jordan Mission 21 October 2013

Presentation of findings of EESA assessment and preliminary survey results on obstacles to enterprise growth in Jordan to JCI Board and senior management: Attending were the ES and the Consultant who carried out the EESA assessment.

The obstacles survey was an important project output. The documentation relating to this survey somewhat confusedly refers to Small Medium Enterprises, Industrial Enterprises, and Sustainable Enterprises when it is described specifically as part of the EESEE⁹².

The discussion was useful as JCI personnel sought amendments to the EESA report (a revised report was later submitted).

The focus was on governance improvements in the JCI to equip with it a stronger advocacy role including a media strategy; the absence of a comprehensive Industrial Policy at the national level made it difficult for JCI to develop a clear strategy. It also dealt with building an SME unit at JCI and further areas such as social protection, and HIV in the workplace.

Differences were expressed on the issue of voting rights for SMEs (opposed by JCI) and on the boundaries between board-member and management responsibilities.

5.3 Oman Mission 9-12 March 2014

ES, PC and ROAS Enterprise Specialist met with two new board members and the Director General to agree on ILO technical cooperation. Recent board elections had led to new OCCI committees being formed including one for SMEs, and for supporting women entrepreneurs including the formation of a "women entrepreneur club".

The mission discussed a related survey of employers' skills a subset of the project's general approach of strengthening Omani enterprises and arising from employers' concern at inadequate skills preparation by the education system. The tourism industry was planned to be a major focus of this skills training. The ILO's Know About Business (KAB) programme was planned to be rolled out in 7 technical colleges and to train Omani KAB trainers.

5.4 Oman Mission 28 March-3 April 2015

To accompany project training seminar (March 30-31) ES, PC, ROAS ILS specialist, HR and Communication consultants. This mission allowed discussion on the project's communications strategy (for which consultations took place at the same time). This responded to OCCI's desire to position itself better as a successful and credible policy advisor to the Government.

Discussion took place with OCCI on building on the training taking place at the same time on International Labour Standards (ILS) and HR, and also on the difficulties on meeting the data requirements of the Skills survey planned the year before still focussed on tourism but not yet actioned. Budget restriction at OCCI had prevented hiring new staff for economic research and media management, or progressing structural improvements in OCCI management systems.

⁹² Most of this documentation was in Arabic

6 Other Outputs

6.1 Oman

The long planned Skills survey was launched Nov. 1, 2015 designed to prepare policy recommendations for the Hotel sector in Oman (Labour force, skills levels, skills demand vs relevant skills supply, Omanization policy impact on hotel industry, employment policy, gender gaps). A focal point was designated by the Chairman of OCCI to coordinate between OCCI members and the ILO Business Helpdesk to help managers of Omani Companies better align business operations with international labour standards and build good industrial relations.

6.2 Jordan

Legal and economic technical advice regarding Social Protection law and the actuarial study outcome presentation for Jordan was provided by ILO Social Protection Consultant throughout 2014. JCI was able to participate effectively in consultations with Social partners on amending social protection law and labour law in Jordan reflecting employers' positions.

6.3 Lebanon

Designing a Framework for a Socially Responsible Industrial Sector in Lebanon was a valuable result of work with ALI though it was not a direct output of the project. The ILO proposed to work with ALI and, taking into account the priorities of the industrial sector, develop a framework for increasing the employment and enhancing the social impact of the sector. The framework will conclude with a set of suggested policy direction in line with the recommendations of the Vision. The ILO also assisted ALI in developing its policy positions on economic stimulus and wage measures, social protection reforms and the informal economy.

6.4 Palestine

The FPCCIA Workshop including Gaza Chambers and Gaza Women Business Association held at the Dead Sea and Amman, Jordan, 12-17 September 2015 was the first event undertaken by ILO ROAS which engaged participants from both the West Bank and Gaza at the same time in the same workshop to discuss national priorities relating to Social Protection needs and Labour Law within the context of the ILO Palestine DWP and Gaza Crisis Relief Programme 2015.

The idea was to start engaging EOs in a One-Palestine Approach on national issues as well as fostering linkages for all chambers in Palestine to share information, engage in transfer of capacity building among high-resourced chambers and lower-resourced chambers under the umbrella of FPCCIA.

The workshops resulted in unifying the positions of employers with respect to the Social Protection Draft Law and submitting the unified position to the National Palestinian Social Protection Tripartite Committee that was discussing the draft.

Other policy interventions included: legal and economic technical advice provided by ILO consultants throughout 2014-2015. These allowed FPCCIA to draft position papers used for effective consultations with Social partners.

Several policy position papers (Export Promotion, Investment Law, Tax Law...) were drafted and were instrumental in several high level bipartite and tripartite meetings in addition to technical papers on Labour Law Social Security law tripartite committee discussions reflecting employers' position on Labour law and Social protection draft law amendments.

7 Gender Inclusion

7.1 The involvement of women in the project's training activities.

Social Dialogue and Collective Bargaining Oman Chamber of Commerce and Industry 3-4 September 2014

Participants (35): 7 out of the 32 registered were women (3 participants did not put names on sheet)

Effective Employers' Organizations ITC Turin 5-7 November 2014.

Participants: Federation of Yemen Chambers of Commerce and Industry (6) and Association of Lebanese Industrialists (6)

4 out of the 12 participants were women

High Level Symposium on Employers Organizations and Chambers in the new Arab dispensation 19 November 2012 and Effective Employers Organizations and Chambers Training, held in Oman 20-22 November 2012: 4 out of the 22 participants were women.

Regional Workshop on Advocacy Lobbying and Communications Amman Jordan 3-5 December 2013: 1 out of 12 participants was a woman (a further woman registered but did not attend).

Effective Employers Organization Amman Jordan June 9-11 2014

15 Participants from Palestine FPCCIA and 3 from Jordan JCI: 2 women out of 18 participants.

Training Workshop for HR Managers on ILS and Industrial relations Muscat Oman. March 30-31 2015: 25-30% of women attending the training (as reported by woman trainer).

7.2 Other initiatives supportive of women's inclusion

Oman: The formation of an OCCCI committees for supporting women entrepreneurs including the formation of a "women entrepreneur club".

Palestine: Inclusion of women entrepreneurs in the "whole of Palestine" approach to planned training.

ANNEX IV: SUMMARY OF INTERVIEW ANSWERS TO INCEPTION REPORT RESULTS-BASED QUESTIONS

[This section records the answers to questions set out in the Inception Report⁹³ and which formed the basis of evaluation interviews.]

1. Observable changes, after project training, in staff and board carrying out their roles

Evidence was limited, partly because in some areas the training was still fairly recent. Momentum depended greatly on the EO leadership, particularly the CEO and Chairman. Technical training such as in OSH, which ran concurrently with the project, and some of the early SME outreach improved as a result of training.

In Palestine some of the capacity was too reliant on an external consultant rather than being developed in staff and board members though it was clear the President of the Federation had made full use of the work of the consultant and the inputs of the training seminars.

However the problem in some areas and, despite the leadership of Chair or CEO, was that there is an insufficiently widespread consensus on the respective roles of staff and board members.

This is particularly true in acceptance by the EOs that there should be a progressively implemented objective for dialogue with trade unions and relevant civil society organizations, a commitment to worker welfare as a necessary condition of business productivity, and a programme of inclusion for SMEs, including family businesses where women take a role that is important, but not always apparent.

The question of the respective roles of staff and board members also surfaces in issues such as board members being thought to “interfere” in the work of the executive staff. The fact that this issue was raised more than once in interviews indicates a need for more training for directors in their role of policy, broad strategy and last-resort supervision.

The fact that it was raised was also a good sign indicating that the training had heightened awareness of the issue. Awareness of communication needs was clear in Oman, Jordan, and Lebanon consolidated by structural changes in communication strategy and use of member service technology.

2. EOs reporting greater effectiveness in their work.

Individual businessmen EO members or Board members interviewed, reported benefits to their work both in managing their business and in contributing to the EO.

Recipients of more technical training (OSH and member service management technology) reported new confidence in their handling issues related to these areas. But these tended to be individuals who were already motivated to self-improvement.

In one case, Palestine, some of the activities were being carried out by a consultant, who also represented the EO to the government. Since this person was not a staff member, there is an issue of the sustainability of the skills investment in the EO at large.

However it was clear that the CEO of the Palestinian Federation had built more influence with the Government even if, at the time of interview, many of the interventions are still in the draft stage rather than that of actual policy.

⁹³ Set out in *End of Project RAB/12/50/NOR Inception Report* 02.10.15 p3. Annex V of this Evaluation report.

Communication with Trade Unions is virtually non-existent. There is clearly a bridge to be built here, but a lack of sufficient motivation to build it. The tripartite committee in Jordan which is supposed to meet three times a year, had met only once in 2014 and, at the time of interviews, had not met in 2015.

This indicates a deeper problem to which the evaluation has drawn attention: that the introduction of “Western style” institutions does not mean that they will be used, partly because traditional and less institutionalized forms of influence and communication may be more familiar.

The Jordanian Trade Unions claimed not to know about the EO capacity building programme nor even the WO programme in which they had participated. This may simply be a problem that the project activities were insufficiently distinguishable from the normal workings of the ILO in that country.

3. New EO understandings of the Enterprise and Employment Environment in their respective countries.

The more comprehensive environment scan (EESEE) in Oman and the business survey section of it in Jordan was discussed only briefly as it had been removed as a focus for the project.

Board members and executives were focussed more on technical inputs to the EOs particularly with OSH, and communications strategies and on specific issues, such as the minimum wage in Jordan contributed more precise focus on the enabling business environment.

Strategic planning took place in Jordan involving JCI and FPCCIA. But overall, neither the project nor the beneficiaries saw this as a project priority, concentrating rather on smaller specific issues: minimum wage, skill development etc.

4. Examples of significant policy proposals that have been advocated for as a result of project inputs.

In Lebanon, a consultant was appointed to develop a social and economic policy for business. This was a farsighted step that the EO could take on its own, and where direct lobbying to its Government was limited by the political situation that had effectively paralysed the government.

In Jordan, significant work has been done on the transition from informal to formal economy and a social protection workshop was held in April 2014.

The Government itself is more focussed on enhancing the investment environment and there is better potential for JCI to support that focus. An article for labour equality has been submitted to amend the labour code, and a video to promote awareness on the gender pay gap was disseminated in three governorates.

In Jordan, also, discussions with Government from 2012 centred on the minimum wage. However, the proposals were based more on a consensus of employers than on a rigorous study and worker input. This issue is being revisited. JCI has established a unit to foster SMEs but does not accept SME representation on its board.

In Palestine, issues papers on labour law, social security and investment law have been prepared by FPCCI and discussed with Government.

The general problem for the region, identified in the capacity assessments, was that EOs are “reactive rather than proactive” in relation to their governments. This reflects a more generalized set of attitudes held by governments on how civil society and business groups are meant to work.

5. Examples of improvements in labour market data collection and interpretation.

It was mentioned that discussions, particularly in Palestine, on new Labour Laws involved some improvement and mobilization of further data but there was insufficient information provided to the Evaluation to answer this question.

It is also presumed, that in Lebanon, the Customer Relations Management (CRM) data base being introduced into ALI will deliver data of members' needs useful to accustom businesses to share information with their Chamber. This will help ALI collate persuasive evidence and mobilize members to advocate for labour law reform.

The work done by ROAS with capacity building for the Trade Unions by compiling data from the WO perspective, may, in the long term, support ALI to build more data to support future tripartite dialogue.

6. Improvements in EO's communication to members, and other partners.

Two EOs, Oman and Jordan, received high quality consultancy assistance to develop a communications strategy. Jordan, as at 12 November 2015, had called for tenders from PR agencies to act for JCI on an annual retainer. A small result of the communications training is that JCI office signage and information, (lack of which was highlighted in the consultant's report) has been identified for early action⁹⁴

In Palestine, it was of historic significance to bring Gaza and West Bank constituents together, and to involve a gender-based SME representative body. This was a forward-looking step in the development of a "Whole of Palestine" Approach.

7. How useful did the EOs find the initial assessments and how accurate at the time and now in hindsight did they judge them.

In the range of interviews that were possible, more mature Chambers indicated they found the assessments useful in some parts and limited in other parts. Less mature chambers found difficulty in turning the assessments into planning tools despite some assistance from the project to do so.

ROAS personnel changes and project delays meant the necessary follow-up was not always possible in a timely manner but generally the project did its best to see that the assessments were acted on.

The assessments were very general in scope and structured to reflect the views of the EO and of the in-country stakeholder agencies interviewed by the consultant. It might have helped if points in the business environment had been identified where there was the greatest chances of improving government policy.

⁹⁴ Email exchanges 28.10.15 – 12.11.15 ROAS ES and JCI Director Center of Technical Support

ANNEX V: RATIONALE FOR REMOVING EESEE COMPONENT

The project's reasons for dropping the EESEE toolkit and the Evaluation's view (*in italics*):

1. A full project team was in place only in June 2013, so not enough time and money for EESEE

It is accepted that the original projections of the project document were over ambitious, but by January 2014, there was more time and money (eighteen more months, later 24 months, and a 50% increase in budget), and by June 2014, two less countries to spend it on.

The project estimated that each EESEE would cost USD 60,000. In fact the main cost in an EESEE was for commissioning a professional research agency to survey local businesses. The cost in Jordan (where this part of the EESEE was carried out) was USD 22,000.

2. To “avoid imposing on constituents who have different priorities instead of responding to their needs”⁹⁵.

The EESEE tool did not “impose” something unrelated to their needs. On the contrary it was designed to discover and analyse each country's needs through a professional survey of local businesses and thematic reference to current international benchmarks. The EESEE survey of (in Jordan) 150 member businesses injected a demand-driven strength to the data and provided better benchmarks for longer term comparison than the one-off capacity assessments provided by the project.

3. It duplicated other international surveys

EESEE makes reference the major international business surveys such as the World Bank, IFC OECD and Economist Intelligence Unit, but importantly integrates them within ILO's international policy on enabling environments for enterprise development which includes the role of workers in economic policymaking, and Decent Work as core to a country's economic productivity⁹⁶. It packages all data relevant to a particular country to be accessible for the EO's local use.

4. Implementing the EESEE report required legislation that the countries in the region would not be prepared or, because of legislative backlogs, be able to pass.

The EESEE methodology did not require any country to pass legislation but aimed to set out an overview of the various steps, including legislation, which would be needed over time to improve each national economy and its international benchmarking. Much of the EO's advocacy work would likely take years to produce the desired policy and legal changes.

5. The assessments showed that the EOs lacked capacity to absorb new capacity⁹⁷.

The project assumed capacity was lacking. The issue here is to understand the stage of the EO's institutional development, analyse the obstacles that the EO has the motivation to address and those that need to be addressed later, and introduce a graduated process of data collection and data management and use.

6. The “chamber literacy” approach was a sufficient substitute for EESEE because it fitted the P&B and DWCP capacity objectives.

This was a specific project with defined components that were clearly relevant to the P&B and DWCP objectives but not adequately replaced by them.

⁹⁵ Note to evaluation by the ES 26th October 2015

⁹⁶ This approach is apparent in other ILO tools such as WISE (Work Improvements in Small Enterprises) and FIP (Factory Improvement Programme).

⁹⁷ Oman OCCI Report August 2011 p. 13 indicates weak Governance Structure with real problem of engagement by elected board Members and management weighed by heavy bureaucracy.

Jordan: JCI Assessment Report September. 2012 p.19 demonstrates the weak governance structure

Palestine FPPCIA Assessment Report October. 2012 p. 10 demonstrated lack of Financial and Human Resources p.11: “The Federation is poorly staffed as compared to the great challenges it has to face to serve and defend the interests of the private sector which operates under extreme difficult conditions. The current staff are ill-equipped to carry out research work for advocacy purposes.”

ANNEX VII: REVISED LOGFRAME WITH EVALUATION COMMENT ON OUTPUT DELIVERY

Were all outputs achieved? Was the delivery rate at 100%?

ANNEX VIII: MID-TERM SELF-ASSESSMENT

Project: Developing the capacity of Employers' Organizations in the Arab Region to contribute to job rich growth through effective policy and social dialogue.

ILO Programme and Budget Outcome 9 "Employers' have strong, independent and representative organizations"

ILO Programme and Budget Outcome 3 indicator 3.1 "Number of member States that, with ILO support, reform their policy or regulatory frameworks to improve the enabling environment for sustainable enterprises"

DWCP Outcomes targeted in project document: RAB801, JOR 801, SAU 801, LBN801 PSE 801, OMN 801, YEM 801 and BAH801

REVISED LOGICAL FRAMEWORK TO JUNE – DECEMBER 2015 (revision approved January 2014)			
Target Group(s): Employers and their organizations			
Project title: Developing the capacity of Employers Organizations in the Arab Region to contribute to job rich growth through effective policy and social dialogue		Project duration: January 2014 – June 2015	
Project structure	P&B 2014-2015 Indicators	1. Means of verification 2. Assumptions	EVALUATION COMMENT
DEVELOPMENT OBJECTIVE/ EXPECTED IMPACT The overarching objective of this project is to strengthen the capacity of employers' organizations to engage in evidence-based policy dialogue and to effectively contribute to policy making processes that will lead to an enabling environment for sustainable enterprise growth and decent and productive work.	Indicator 9.1 Indicator 9.2 Indicator 9.3		If the P&B indicators were to be used as indicators for the project they should be spelled out
Immediate Objective 1: Participating Chambers/EOs have a clear understanding of their basic roles and responsibilities in an emerging and new context and have a clear understanding of their roles and responsibilities in terms of the policy making processes.	(1) Structural changes adopted by participating Chambers. (2) Structural changes widely communicated to all members of chambers	1. Structural changes 2. Satisfactory collaboration with external consultants and employers' organizations	The indicators are merely repeated as means of verification. This does help the project team define success in its work, though in this case it seems to be the project team that set this out.
Output 1.1: Assessment mechanisms are developed and deployed to gauge the operating environment for EOs	(1) Number of assessment carried out per country. (2) Number of recommendations issued from assessment reports. (3) Skills Mismatch survey undertaken.	1. Copies of assessment reports - Survey final Report - 2. Satisfactory collaboration with external consultants and employers' organizations	Output achieved 8 assessments were planned 7 delivered and 5 acted on. Insufficient focus on environment. Wide range of recommendations Skills survey planned in Oman.

Project duration: Initially conceived with a duration of 18 month, starting June 1, 2012 and ending December 31, 2013. A no-cost project extension was approved until 31 December, 2014 followed by a supplementary budget allocation of USD 400. 000 and project duration extension towards end of 2015 (date to be defined)

Budget: USD 750.000 (original project budget allocation)

Donor: Royal Government of Norway – as part of the ILO's Global partnership with Norway under a specific allocation for the MENA region.

Introduction and project background

The project was conceived on the background of ACT/EMP's global work on the enabling environment for sustainable enterprises. Prior to the launch of the technical activities in project RAB.12.50.NOR, ACT/EMP had, in collaboration with the ILO Enterprise Development Department, developed and deployed an Enabling Environment for Sustainable Enterprise methodology and toolkit

<p>Output 1.2: Chambers have the capacity to undertake structural changes to their organizations to enable them respond more effectively to their enterprise members' needs</p>	<p>(1) Number of recommendations issued from assessment reports incorporated by Chambers into their operations.</p> <p>(2) Number of Chambers who incorporated methodologies and tools from the EESEE toolkit into their operations</p> <p>(3) Number of senior staff who have been trained in the running of effective employer organizations</p>	<p>1. Structural changes Training courses run at regional and national level</p> <p>2. Satisfactory collaboration with external consultants and employers' organizations</p>	<p>Insufficient record of % of recommendations incorporated: 25%?</p> <p>Jordan used the business survey. OCCI received full survey. EESEE discontinued.</p> <p>8 training events held 50 staff trained in Effective EO</p>
<p>Immediate Objective 2: Employers' Organizations and Chambers have been equipped with the capacity to engage in effective policy and social dialogue to promote sustainable enterprises for Decent and productive work and have been empowered to develop proactive national policy agendas that seek to create employment through enterprise policies</p>	<p>(1) Number of position papers developed and promoted to policy makers by Chambers and other stakeholders.</p> <p>(2) Policy makers have greater understanding of the policy role of chambers.</p>	<p>1. Increased Policy outputs by EOs</p> <p>2. Satisfactory collaboration with external consultants and employers' organizations</p>	<p>No benchmarks available to judge what 100% looked like.</p> <p>No dissatisfaction expressed on collaboration with consultants, except general dissatisfaction by JCI seemingly with DWCP consultants</p>
<p>Output 2.1 Chambers' capacity has been strengthened to engage in policy discussions based on identified priority issues, with the aim of promoting consensus building and democratic involvement among the main stakeholders in the world of work;</p>	<p>(1) Number of Senior Staff trained on policy development, communications, social dialogue and advocacy.</p> <p>(2) Number of position papers issued by Chambers and EOs with the aim of promoting consensus building and democratic involvement among the main stakeholders in the world of work;</p>	<p>1. National Workshops with policy makers take place</p> <p>- Regional training takes place</p> <p>2. Satisfactory collaboration with external consultants and employers' organizations</p>	<p>The output definition too broad to evaluate.</p> <p>Probably 6 of the training courses fitted this (1) definition so approximately 150 people trained.</p> <p>There were no workshops held with <u>policy-makers</u> Estimate of 10 position papers known to evaluation mainly oPt and Jordan.</p>

(EESE) deriving from and based on the conclusions of the International Labour Conference discussion in 2007 on this theme. EESE is designed to enhance the policy capacity of the employers' organizations (Eos) to advocate for an enabling environment for sustainable enterprise and employment. It also has a range of capacity building components that EOs can utilize in their on-going operations

<p>Output 2.2</p> <p>Chambers have the capacity to undertake structural changes to their organizations to enable them play a more effective national policy role and to dialogue more substantively with partners</p>	<p>(1) Number of papers issued by Chambers and EOs who refer to comprehensive data to use in social and policy dialogue processes;</p> <p>(2) Number of policy positions produced by each participating organization and launched these nationally</p> <p>(3) Number of EO which undertake structural change.</p>	<p>Policy positions launched.</p> <p>National and regional workshops take place.</p> <p>Satisfactory collaboration with external consultants and employers' organizations</p>	<p>Again very broad definitions and insufficient information to quantify.</p> <p>Approximately 5 structural changes advised to evaluation: JCI ALI, OCCI.</p>
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The EESE methodology – in a general sense, and utilized for work with ILO tripartite constituents, form as a basis for providing evidence-based recommendations on how to improve the business-enabling environment. The tool and methodology focus on the political, economic, social and environmental aspects of doing business. The EESE assessment typically involves the following steps:

Step 1: Analysing the existing capacity of governments and social partners (workers' and employers' organizations) to assess the enabling environment, formulate evidence-based reform proposals and carry them out.

Step 2: Analysing the prevailing conditions under which enterprises operate. Primary data is collected through enterprise surveys to understand the main opportunities and challenges businesses face. Primary data is also collected through interviews with key ministries and agencies responsible for business promotion to identify areas where policy reforms should be carried out. Secondary data is collected to look at the economic, political, social and environmental conditions within which enterprises operate in a given country. The economic elements relate to macroeconomic, trade and fiscal policies and the legal and regulatory environment. The social elements are the existence of adequate social protection, education and training opportunities, and social inclusion. The political elements relate to overall political stability, good governance and respect for universal human rights and international labour standards. The environmental elements consider the equitable consumption of natural resources.

Step 3: Preparing a country report based on the information gathered. The report outlines the main policy challenges facing enterprises, diagnoses stakeholders' capacity for reform, and makes policy recommendations.

Step 4: Organizing a high-level national policy dialogue based on the report. The aim of the workshop is to help stakeholders designing policy reforms by presenting various policy options and setting priorities for action along with a timeline.

Step 5: Supporting stakeholders in implementing the priority actions agreed upon.

Based on the Sustainable Enterprise methodology and toolkit (EESE), the project RAB.12.50.NOR was launched to further deepen this work at country level in the Arab region, and expand on the work done previously in the Arab states (through ILO-Sweden Partnership Agreement) with Oman Chamber Of Commerce And Industry (OCCI). It should be noted that there was no prior work done on Sustainable Enterprise methodology and toolkit (EESE) with any of the other Chambers of Commerce foreseen to be encompassed by this project, namely:

<i>Project title: Developing the capacity of Employers Organizations in the Arab Region to contribute to job rich growth through effective policy and social dialogue</i>		Project duration: January 2014 –December 2015	
<i>Project structure</i>	<i>Indicators</i>	1. Means of verification 2. Assumptions	Evaluation Comment
DEVELOPMENT OBJECTIVE/ EXPECTED IMPACT <i>The overarching objective of this project is to strengthen the capacity of employers' organizations to engage in evidence-based policy dialogue and to effectively contribute to policy making processes that will lead to an enabling environment for sustainable enterprise growth and decent and productive work.</i>	<i>Indicator 9.1 Indicator 9.2 Indicator 9.3</i>		No indicators or assumptions identified
Immediate Objective 1: <i>Participating Chambers/EOs have a clear understanding of their basic roles and responsibilities in an emerging and new context and have a clear understanding of their roles and responsibilities in terms of the policy making processes.</i>	(1) Structural changes adopted by participating Chambers. (2) Structural changes widely communicated to all members of chambers	1. Changes to budget allocations, strategic frameworks, work plans, and or staffing structure 2. Satisfactory collaboration with external consultants and employers' organizations	One SME committee created. No evidence of strategic frameworks. EO work plans not available to evaluation. Reasonable collaboration observed.
Output 1.1: <i>Assessment mechanisms are developed and deployed to gauge the operating environment for EOs</i>	<i>(1) Number of assessment carried out per country. - (2) Number of recommendations issued from assessment reports.</i>	1. Copies of assessment reports 2. Satisfactory collaboration with external consultants and employers' organizations	Reports studied. Satisfactory collaboration reported.

- Association of Lebanese Industrialists (ALI)
- Bahrain Chamber of Commerce and Industry (BCCI)
- Jordan Chamber of Industry (JCI)
- Saudi Council of Chambers Of Commerce and Industry (SCCI)
- Federation of Yemen Chambers Of Commerce and Industry (FYCCI)
- Federation of Palestinian Chambers Of Commerce and Industry (FPCCI)

The self-evaluation report is structured according to the established terms of reference, and it seeks to address all core elements and questions asked. The self-evaluation report is structured according to the suggested “output” in the terms of reference, but without an executive summary due to the succinctness of the report. The report is kept succinct following advice from EVAL that recommends a self-evaluation report can be confined to approx. 5 pages bearing in mind the internal use and clients of such a report.

Purpose and scope

<p>Output 1.2: Chambers have the capacity to undertake structural changes to their organizations to enable them respond more effectively to their enterprise members' needs</p>	<p>(1) Number of recommendations issued from assessment reports incorporated by Chambers into their operations.</p> <p>(2) Number of Chambers who incorporated methodologies and tools from the EESEE toolkit into their operations</p> <p>(3) Number of senior staff who have been trained in the running of effective employer organizations</p>	<ul style="list-style-type: none"> - 1. Changes to budget allocations, strategic frameworks, work plans, and or staffing structure - Training courses run at regional level <p>2. Satisfactory collaboration with external consultants and employers organizations</p>	<p>A few recommendations reported but no evidence observed.</p> <p>EESEE toolkit cancelled</p> <p>Some training carried out at ITC.</p> <p>Collaboration satisfactory</p>
<p>Immediate Objective 2: Employers' Organizations and Chambers have been equipped with the capacity to engage in effective policy and social dialogue to promote sustainable enterprises for Decent and productive work and have been empowered to develop proactive national policy agendas that seek to create employment through enterprise policies</p>	<p>(1) Number of position papers developed and promoted to policy makers by Chambers and other stakeholders.</p> <p>(2) Policy makers have greater understanding of the policy role of chambers.</p>	<p>1. Increased Policy outputs by EOs</p> <p>2. Satisfactory collaboration with external consultants an employers' organizations</p>	<p>Increase in papers and varied degree of promotion. Little evidence of policymakers having greater understanding of policy role of EOs.</p> <p>Examples of satisfactory collaboration</p>
<p>Output 2.1 Chambers' capacity has been strengthened to engage in policy discussions based on identified priority issues, with the aim of promoting consensus building and democratic involvement among the main stakeholders in the world of work;</p>	<p>(1) Number of Senior Staff trained on policy development and advocacy skills.</p> <p>(2) Number of position papers issued by Chambers and EOs with the aim of promoting consensus building and democratic involvement among the main stakeholders in the world of work;</p>	<p>1. Workshops with policy makers organized</p> <p>Regional training organized</p> <p>2. Satisfactory collaboration with external consultants and employers' organizations</p>	<p>Certainly some signs of success but seniority of staff and extent of training uncertain.</p> <p>Some limited and some useful examples of regional training. Very limited evidence of "democratic involvement".</p>
<p>Output 2.2 Chambers have the capacity to undertake structural changes to their organizations to enable them play a more effective national policy role and to dialogue more substantively with partners</p>	<p>(1) Number of papers from EOs and comprehensive data to use in social and policy dialogue processes;</p> <p>(2) Number of policy positions produced by each participating organization and launched nationally</p>	<p>1. Policy positions launched</p> <p>2 Collaboration with consultants and employers' organization</p>	<p>Small Range of significant policy positions prepared and some argued o government. Collaboration successful with some danger of overreliance on consultants</p>

The overarching objective of the project is to strengthen the capacity of employers' organizations (Chambers of Commerce) to engage in evidence-based policy dialogue and to effectively contribute to policy making processes that will lead to an enabling environment for sustainable enterprise growth and decent and productive work. More specifically, the project document states that this will encompass two main components, with the first focusing on basic roles and expectations of Chambers in the merging dispensation, and provide the Chambers with a clear understanding of what kind of organizations will be necessary in the emerging situation in the region.

The second component is a policy part, which focuses on sound policy dialogue between Chambers and governments based on firm empirical evidence, to employment and enterprise growth, a series of national Enabling Environment for Sustainable Enterprises and Employment reports (Hereafter "EESEE") will be commissioned. These reports will assess and analyse the key current binding constraints on enterprise and employment growth. These EESEE reports will then form the basis for capacity building efforts which will take place both nationally and regionally with Chambers.

The terms of reference specifically puts 5 questions under purpose/objective of the mid-term evaluation of which 2 concerns the project's coherence with the established objectives. The remaining 3 questions will be addressed under the heading of "review of project progress" and "conclusions, operational recommendations and lessons learnt".

The project is fully in line with the established ILO Programme and Budget Outcome 9, and in a coherent manner aligned with ILO Programme and Budget Outcome 3 as regards Enabling Environment for Sustainable Enterprise (EESE methodology) as outlined in the 5 steps under "introduction and project background". From this perspective, it has contributed to Outcome 9. In a similar manner have results to dates contributed to achieving Outcome 9 strategy/target – and selected targets have been included in reporting for Outcome 9 in the ILO Programme and Implementation report for 2013-14.

Methodology

The self-evaluation was done through a review of all documentation listed under "consulted documents" with a particular attention paid to the project document, approach, setting of objectives and general scope of technical activities substantiated by a review of the Chamber assessment reports and the high level symposium and training workshop in Muscat (November, 2012) capturing the main elements of the technical activities. This supplemented by the extension proposal. There have been no specific consultations with the constituents as this was not deemed necessary.

Review of project progress

According to the project document, the technical activities foreseen were in broad lines as follows with an anticipated timeframe for implementation of 18 months from June 2012 to December 2013:

- Assessment undertaken in each country of national chambers
- Regional High level opening workshop – Role of Chambers in new Arab dispensation
- Regional Training workshop on The "Effective Employer Organization
- Survey work commissioned
- Presentation of EO Assessment Reports and of EESEE Reports
- Regional training on Research skills, Policy development & advocacy
- Engagement with Government and other actors on dialogue
- Regional training on social dialogue and negotiation skills for employers
- Regional training on Communication and media skills
- Regional final conference

However, due to two significant unforeseen circumstance and one aspect of too strong focus on regional events, only elements of the top five outlined points above were implemented during the initial foreseen period of project implementation (June 2012 – December 2013).

The first unforeseen circumstance was the fact that two Chambers, namely in Saudi Arabia and Lebanon did not engage into technical activities beginning with assessment of the Chambers. However, Saudi Arabia did participate in the Regional workshop in Muscat, but not beyond this participation. Subsequently, Bahrain Chamber withdrew due to the political situation in the country and the inability of the ILO to engage in technical activities at country level. The security situation in Yemen made it impossible to go to the country until May 2013, and between May and December 2013 the security situation have de-facto restricted further technical work to be undertaken.

The second unforeseen circumstance was due personnel situation. Detailed factual explanation is given in the extension proposal. In essence, full project staff was not in place before June 2013, leading to a one year gap, which obviously has led to significant delay in project implementation. Prior to submission of the extension proposal, a reflective “cost-benefit” analysis was done of the technical relevance of the regional events versus country level events. This has led to a significant downscaling of number of initially foreseen regional events.

Presentation of findings

- Very significant delay in project implementation due the personnel situation as described above, with full project staff not in place before one year after project launch. *Project management assumption not met.*
- The scope of countries/chambers encompassed is drastically limited. The project was foreseen to cover seven countries, of which two never commenced technical activities, one country withdrew for reasons related to the political situation in the country, one country has a security situation, which largely limited technical work to be done at country level. *Project development assumption only partly met.*
- The project document and the scope of technical activities follow a set line of interventions and sequence (the EESE methodology). While coherence is sound, it can also appear a more selective use of the various elements in the EESE toolkit would have been more appropriate. This would also cater for very different levels of institutional developments of the Chambers encompassed in the project. *Project development assumption only partly met.*
- Based on the past technical work in Oman, legitimate considerations and prospects for possibilities to embark on further deepen the work at country level in the Arab region were in place. *In retrospect, there should have been deeper consultations with Saudi Arabia and Lebanon on their engagement in the project.*
- The project design and its validity appear to have been somewhat overambitious, and with too strong focus on regional events.

The two established risk factors in the project document are, in a general sense, relevant, but inherently very complex further verify. In review of the documentations, there is nothing that indicates anything in relation to the established risk factors in the project document.

Conclusions, operational recommendations and lessons learnt

The extension proposal encompassed well the current contextual situation and implementation thus far. Constant adjustments will invariably be needed throughout 2014 and 2015, corresponding to

complex national situations (political, security, Syrian refugee crisis impact) in the 4 remaining countries.

Some considerations should be given to how the methodology and the EESE toolkit can be utilized in the wider work of ILO in the ARAB states such as within ACI or technical cooperation projects.

List of consulted documents

- Project Document
- Regional Workshop Report Muscat Nov. 2012
- Regional Workshop Report Amman Dec. 2013
- Mission Reports to Jordan and Oman
- Minute sheet of the Approval Corrigendum of Additional MENA Region (Norway PCA) funding
- Extension Proposal March 2013
- Extension Proposal and Budget Revision Jan. 2014
- Progress Report
- Chamber Assessment reports (BCK, OCCI, FPCCI and JCI + regional paper)
- Report from High Level Symposium and training workshop – Muscat Nov 2012 – ITC Turin

ANNEX VIII: TERMS OF REFERENCE



INTERNATIONAL

LABOUR ORGANIZATION

TECHNICAL COOPERATION

Terms of Reference (ToR) for Final Independent Project Evaluation

1. KEY FACTS

TC Symbol:	RAB/12/50/NOR
Project titles:	Developing the capacity of Employers' Organizations in the Arab Region to contribute to job rich growth through effective policy and social dialogue.
Technical field:	EMP
Administrative unit:	Regional Office for the Arab States (ROAS)
Technical Backstopping Unit:	ACTEMP
Collaborating ILO Units:	EMP/ENT; EMP/POL; NORMES: ITC TURIN
Evaluation requirements:	End of project independent evaluation

Donor:	Norway, Royal Ministry of Foreign Affairs
Budget:	1,100,000 USD

2. BACKGROUND INFORMATION

The project “Developing the capacity of Employers’ Organizations in the Arab Region to contribute to job rich growth through effective policy and social dialogue” started in June 2012 and run for a period of three years and a half. The overall approach to the project is based on two main objectives:

- 1) To Provide participating national employers and business organizations (hereafter “Chambers”) with a clear understanding of their basic roles and responsibilities in an emerging and new context; and
- 2) To capacitate these organizations with the ability to develop pro-active national policy agendas, to create employment through enterprise policies, and to equip them with the capacity to engage in effective policy and social dialogue.

A “Chamber Literacy” programme is the main component of the first objective. Within this component the basic roles and expectations of the involved Chambers were identified. Chambers were provided with a clear understanding of what kind of employers and business organizations will be necessary in the emerging economic situation in the region and the needed tools to achieve so. Independent assessments of all participating Chambers were commissioned. These assessments include a review of each Chambers’ current operational capacity vis a vis needs of businesses in an evolving economy and also the external environment these organizations are operating in.

The second component entails work at policy level. It promotes the development of a sound policy dialogue between Chambers and governments. Based on firm empirical evidence on employment and enterprise growth, a series of policy position papers were developed. Overall, the project comprehensively built the capacity of participating Chambers to research and assess the policy environment, develop concrete proposals and formulate and run an advocacy strategy. The project is designed to allow space for each participating organization to shape its activities in line with specific priorities.

Problem Analysis

In a difficult global and regional economic environment, Chambers struggle to represent their members and effectively operate in the business environment. Their internal structures are often not equipped to carry out core functions. Their governance structures can act as an obstacle to more effective engagement by the private sector. Additionally, they can lack the capacity to effectively assess the environment for enterprise growth in terms of providing evidence based proposals to rectify constraints. Their ability to manage a subsequent process of engagement with policy makers and other social partners can be similarly weak. As a consequence dialogue between representative organizations of the private sector and government, and other stakeholders can lack substance, be confrontational and falter in finding constructive solutions.

Target Groups and Partners

The Target Groups⁹⁸ are Staff and Board members of the selected Chambers who participate in all activities and lead the process in their respective chambers. For each Chamber, a “Chamber Coordinator” was appointed to act as the conduit between ROAS staff and the national chamber.

At inception, the initial project partners were:

- 1) Bahrain Chamber Of Commerce And Industry (BCCI)
- 2) Jordan Chamber Of Industry (JCI)
- 3) Oman Chamber Of Commerce And Industry (OCCI)
- 4) Saudi Council Of Chambers Of Commerce And Industry (SCCI)
- 5) Federation Of Yemen Chambers Of Commerce And Industry (FYCCI)
- 6) Federation Of Palestinian Chambers Of Commerce And Industry (FPCCI)

However, the project was redirected to focus on Lebanon (Association of Lebanese Industrialists –ALI -), Jordan (JCI), Oman (OCCI) and OpT (FPCCIA). Activities in Bahrain were stopped due to a political dispute between the Government of Bahrain and the ILO. Activities in Saudi Arabia were also dropped for lack of interest from the Council of Saudi Chambers. In Yemen, activities were halted because of the security situation.

Final beneficiaries⁹⁹ are the business communities in the respective countries and other business organizations (including sectoral and other associations within the membership of target organizations).

Chambers from other countries in the region would be invited at their own costs to all regional training events.

Management Set-Up

The project is managed by ACT EMP ROAS (Senior Employer Specialist in Beirut) and technically supported by ACT EMP Geneva. Collaboration is also with the ILO Training Centre in Turin. Progress is reported to the ACT EMP HQ Director and ILO’s Regional Director based in Beirut.

ILO has recruited a National Officer who has been working on the project since March 2013. In addition, a Programme Administrative and Finance Assistant is assigned on the project since its inception. Both persons are based in ILO’s Regional Office for the Arab States in Beirut, and have received extensive support from the PROGRAM unit. Both projects have employed external consultants to deliver specific activities.

3. PURPOSE AND SCOPE OF THE EVALUATION

Purpose

- A final independent evaluation will be conducted to examine the efficiency, effectiveness, relevance, potential impact and sustainability of the project. The evaluation report shall reflect findings from this evaluation on whether the project has achieved its stated objectives, produced the desired outputs, and the extent to which it realized the proposed outcomes. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned.
- The evaluation will comply with the ILO evaluation policy, which is based on the United Nations Evaluation Norms and Standards and the UNEG ethical guidelines will be followed.

⁹⁸ “Target groups” are the groups/entities who will be directly positively affected by the project at the Project Purpose level.

⁹⁹ “Final beneficiaries” are those who will benefit from the project in the long term at the level of the society or sector at large

Scope

- The evaluation will cover the project in all its outcomes and in its entire duration (June 2012 – December 2015).
- The scope will cover the regional geographical dimensions of the project (Jordan, Lebanon, Oman, oPt, and Yemen). However, field visits will only include Jordan, Lebanon, Oman, and oPt.
- The independent evaluation will take place between September and December 2015, with an evaluation mission to collect information from different stakeholders.
- The evaluation will integrate gender equality as a cross-cutting concern through-out its methodology and all deliverable, including the final report.
- Primary users of the evaluation mainly consist of ILO ROAS, the ILO constituents in targeted countries, and the donor. Secondary users include other project stakeholders and units such as Social Protection, Standards, Enterprise and ACTRAV within the ILO that may indirectly benefit from the knowledge generated by the evaluation.

5. EVALUATION CRITERIA AND QUESTIONS

The evaluation utilises the standard ILO framework and follows its major criteria:

- Relevance and strategic fit – the extent to which the objectives are aligned with sub-regional, national and local priorities and needs, the constituents’ priorities and needs, and the donor’s priorities for the project countries;
- Validity of design – the extent to which the project design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs;
- Efficiency - the productivity of the project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources;
- Effectiveness - the extent to which the project can be said to have contributed to the development objectives and the immediate objectives and more concretely whether the stated outputs have been produced satisfactorily; in addition to building synergies with national initiatives and with other donor-supported projects, project visibility;
- Impact - positive and negative changes and effects caused by the Project at the sub regional and national levels, i.e. the impact with social partners and various implementing partner organisations;
- Effectiveness of management arrangements; and
- Sustainability – the extent to which adequate capacity building of social partners has taken place to ensure mechanisms are in place to sustain activities and whether the existing results are likely to be maintained beyond project completion; the extent to which the knowledge developed throughout the project (research papers, manuals and other tools) can still be utilized after the end of the project to inform policies and practitioners,

Relevance and strategic fit:

- How do project’s objectives link/contribute to ILO CPOs, P&B outcomes 9 and 3, Decent Work Country Programmes for countries where it exists (Jordan, oPt, Oman), broader development frameworks (UNDAF), and donor priorities in targeted countries?
- Were the project interventions consistent with employer organizations needs and concerns?

Validity of design:

- Is the project strategy and structure logically coherent and realistic (what are logical correlations between objective, outcomes, and outputs)?

- Were project assumptions realistic; did the project undergo a risk analysis and design readjustment when necessary?
- Does the project make use of monitoring and evaluation framework? Is data regularly collected for direct assistance initiatives, if any?
- How appropriate and useful have the indicators been in assessing the project's progress? If necessary, how should they be modified to be more useful? Are indicators gender sensitive? Are the means of verification for the indicators appropriate?

Effectiveness:

- Has the project achieved the planned outcomes? (analysis of achievements and challenges **by outcome** is required) What challenges were faced and what intermediate results can be reported?
- Have the services provided by the project (including capacity assessments) met the needs of the constituents and were these services up to the quality standards expected by the beneficiaries? To what extent were they utilized and resulted in improvement?
- To what extent has the project built synergies with other initiatives and what opportunities could have been built upon?
- What unintended outcomes can be identified?
- How did the project contribute to strengthen tripartism and respond to the needs of other constituents in the region?
- Has there been any effort to mainstream gender throughout the project, and to what extent has this been achieved?

Efficiency:

- Were all outputs achieved? Was the delivery rate at 100%? Have any constraints influenced the usage of the allocated budget?
- What were the main implementation difficulties and what was done to address them?
- To what extent has the project been able to build on other ILO or national/regional initiatives and create synergies in cost sharing?

Effectiveness of management arrangements:

- Were management capacities and arrangements adequate and did they facilitate good results and efficient delivery? Did the project have the adequate capacity (human resources) to deliver the planned outcomes? Did the project receive adequate political, technical and administrative support from its regional partners? Do implementing partners provide for effective project implementation?)
- Has the project received adequate technical and administrative support/response from the ILO departments, and country offices where they exist?

Impact orientation:

- How does the achievement of the project objectives contribute towards making a significant input to broader long-term sustainable change? (specific reference should be made to the development objective, P&B outcomes indicators, and CPOs).

Sustainability:

- Are project achieved results likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project?-
- Does the project have an exit strategy?

Lessons learned:

- Which good practices and lessons can be drawn from the project that can be applied to future interventions ?

6. METHODOLOGY

An independent evaluator will be hired by the ILO to conduct the evaluation.

The evaluation will be conducted through:

1- Desk Review:

The evaluator will review project background materials before conducting any interviews or trips to the countries.

2-Briefing: The evaluator will have initial consultations with the Regional Evaluation Officer and the evaluation manager at ROAS, the ILO backstopping specialist and support staff in ROAS and Geneva (via skype), and the donor. The objective of the consultations is to reach a common understanding regarding the status of the project, the priority assessment questions, available data sources and data collection instruments and an outline of the final assessment report. The following topics will be covered: status of logistical arrangements, project background and materials, key evaluation questions and priorities, outline of the inception and final report.

3-Individual Interviews and/or Group Interviews:

Following the initial briefing, the desk review and the inception report, the evaluator will have a mission to Lebanon, Jordan, Oman, Opt, and have meetings with constituents/stakeholders together with interpreters supporting the process if needed.

Individual or group interviews will be conducted with the following:

- a) Project Staff / consultants that have been active/hired on the project
- b) ILO ROAS DWT Senior Specialists
- c) ILO Headquarters technical departments via skype;
- d) Direct and indirect beneficiaries;
- e) Other international agencies working in the relevant fields.

4-Debriefing: Upon completion of the missions, the evaluator will provide a debriefing to the Project team, ILO DWT and HQ on the evaluation findings, conclusions and recommendations. The evaluator will also debrief stakeholders to validate results.

7. MAIN DELIVERABLES

The main outputs of the evaluation consist of the following:

- Deliverable 1. Inception report
- Deliverable 2. Draft evaluation report
- Deliverable 3. Stakeholder debrief and PowerPoint Presentation (PPT)
- Deliverable 4. Final evaluation report with executive summary (report will be considered final after an additional review by EVAL. Comments will have to be integrated).
- Translation of the final report to Arabic (Project team)

INCEPTION REPORT:

The evaluator will draft an Inception Report, which should describe, provide reflection and fine-tuning of the following issues:

- 1 Introduction
- 1.1 Project Background
- 1.2 Purpose, Scope And Beneficiaries Of The Evaluation

- 1.3 Outputs Required From The Evaluation
- 2 Situation Analysis
- 2.1 Status Of Implementation
- 2.2 The Intervention Logic
- 3 Methodology
- 3.1 General Approach
- 3.2 Work Plan
- 3.3 The Evaluation Criteria And Questions (Updated)
- Annex A Documents Review
- Annex B Schedule Of Visits And Meetings Planned
- Annex C Outline Of Final Evaluation Report

The inception report should be short, but comprehensive, not exceeding 5 pages.

FINAL REPORT:

The final version of the report will follow the below format and be in a range of 30 pages in length max, excluding the annexes:

1. Title page
2. Table of Contents, including List of Appendices, Tables
3. List of Acronyms or Abbreviations
4. Executive Summary
5. Project background (historical background, context, intervention logic, implementation)
6. Evaluation background and Methodology (purpose, scope, work plan, limitations)
7. Activities and outputs (Status of outcomes)
8. Answers to evaluation questions for each criteria
9. Conclusions
 - a. Overall assessment (based on answers to evaluation questions)
 - b. Lessons learned
 - c. Recommendations (focusing on i) maximizing impact and ensuring sustainability and ii) further interventions)
10. Annexes (see guidelines)

The quality of the report will be assessed against the EVAL Checklists 4, 5 & 6.

The deliverables will be submitted in the English language, and structured according to the templates provided by the ILO.

8. MANAGEMENT ARRANGEMENTS AND WORKPLAN

REQUIREMENTS

The evaluator will have experience in the evaluation of development interventions, expertise in private sector development, an understanding of the ILO's tripartite culture, and knowledge of the region. He/she will be guided by high professional standards and principles of integrity in accordance with the guiding principles of the international evaluation professionals associations. The evaluator should have an advanced degree in economics / business administration, proven expertise on evaluation methods, and knowledge about labour market, and the ILO approach. Full command of English will be required. Command of Arabic would be an advantage.

The final selection of the evaluator will be approved by the Regional Evaluation Focal Point in the ILO ROAS based on a short list of candidates prepared in consultations with the ILO technical specialists, EVAL, ILO HQ technical departments, etc.

ROLES AND RESPONSIBILITIES

The External Evaluator is responsible for conducting the evaluation according to the terms of reference (ToR). He/she will:

- Review the ToR and provide input, propose any refinements to assessment questions, as necessary.
- Review project background materials (e.g., project document, progress reports).
- Prepare an inception report
- Develop and implement the assessment methodology (i.e. conduct interviews, review documents) to answer the assessment questions.
- Conduct preparatory consultations with the ILO REO and DWT prior to the assessment mission.
- Conduct field research, interviews, as appropriate and collect information according to the suggested format.
- Present preliminary findings to the constituents.
- Prepare an initial draft of the assessment report with input from ILO specialists and constituents/stakeholders.
- Conduct briefing on findings, conclusions and recommendation of the assessment to ILO ROAS.
- Prepare the final report based on the ILO donor, and constituents feedback obtained on the draft report.

The ILO Evaluation Manager is responsible for:

- Drafting the ToR;
- Finalizing the ToR with input from colleagues;
- Preparing a short list of candidates for submission to the Regional Evaluation Officer, ILO/ROAS and EVAL for final selection;
- Hiring the consultant;
- Providing the consultant with the project background materials;
- Participating in preparatory consultations (briefing) prior to the assessment mission;
- Assisting in the implementation of the assessment methodology, as appropriate (i.e., participate in meetings, review documents);
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluators (for the inception report and the final report);
- Reviewing the final draft of the report;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The ILO REO¹⁰⁰:

- Provides support to the planning of the evaluation;
- Approves selection of evaluation consultant and final versions of TOR;
- Reviews the evaluation draft and final report and submits to EVAL;
- Disseminates as appropriate.

The Project Team Leaders in consultation with the Project technical back stopper are responsible for:

- Reviewing the draft TOR and providing input, as necessary;
- Providing project background materials, including studies, analytical papers, reports, tools, publications produced, and any relevant background notes;
- Providing a list of stakeholders;
- Reviewing and providing comments on the inception report;
- Participating in preparatory briefing prior to the assessment missions;
- Scheduling all meetings and interviews for the missions;

¹⁰⁰ **ILO REO will manage the evaluation.**

- Ensuring necessary logistical arrangements for the missions and stakeholder workshop (hotel reservations, travel, interpretation);
- Reviewing and providing comments on the initial draft report;
- Participating in debriefing on findings, conclusions, and recommendations;
- Providing translation for any needed documents: TOR, PPP, final report.
- Making sure appropriate follow-up action is taken.

TIMEFRAME

The following is a tentative schedule of tasks and anticipated duration of each for the Evaluator:

- Preparation (desk research, study of project documents) - 3 days
- Preparation of interview guides, refinement of evaluation questions, inception report - 2 days
- Interviews with constituents/stakeholders, project partners in countries – 10 days
- Stakeholder debrief, PPP, and minute– 2 days
- Report writing – 5 days
- Report finalization –3 days

(A total of 25 workdays plus travel (travel cost and UN DSA) for the work of the External Evaluator).

Task	Responsible person	Time
Preparation of the TOR	Team/ REO/DWT	Aug -Sept
Sharing the TOR with all concerned for comments/inputs	REO /Evaluation manager	Sept
Finalization of the TOR	REO / Evaluation manager	Sept
Selection of consultant and finalization	REO /Evaluation manager	Sept
Draft mission itinerary for the evaluator + list of key stakeholders to be interviewed + Documentation	Project Team	Sept
Excoll contract based on the TOR prepared/signed	REO	Sept
Brief evaluator on ILO evaluation policy	REO/Evaluation manager	Sept
Desk Review and Inception Report	Evaluator	Sept
Evaluation Mission	Evaluator	Oct
Debrief for ROAS	Evaluator	Oct
Submitting draft evaluation report	Evaluator	Oct
Circulate draft for comments	REO/Evaluation manager	Nov
Consolidated comments on the draft report, send to the evaluator	Evaluation manager	Nov
Draft 2	Evaluator	Nov
Debrief stakeholders	Evaluator	3 rd /4 th week Nov
Finalization of the report	Evaluator	Dec week 1
Review of the final report	REO/Ev manager	Dec
Submission of the final report to RO, EVAL	REO	Dec
Approval of the final report	EVAL	Dec

9. LEGAL AND ETHICAL MATTERS

- This independent evaluation will comply with ILO evaluation guidelines and UN Norms and Standards.
- These ToRs will be accompanied by the code of conduct for carrying out the evaluation “Code of conduct for evaluation in the ILO” (See attached documents).
- UNEG ethical guidelines will be followed through-out the independent evaluation.
- The consultant will not have any links to project management or any other conflict of interest that would interfere with the independence of the evaluation.

ANNEX IX: INCEPTION REPORT

INTERNATIONAL LABOUR ORGANIZATION TECHNICAL COOPERATION

END OF PROJECT INDEPENDENT EVALUATION

Developing the capacity of Employers’ Organizations in the Arab Region to contribute to job-rich growth through effective policy and social dialogue

RAB/12/50/NOR

Regional Office for the Arab States (ROAS)

INCEPTION REPORT

Table of Contents

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Evaluation Consultant

Mr Tim Dyce

Friday 2nd October 2015

1. Preliminary Findings of the Desk Review

1.1 Preliminary documentation provided to the Evaluation was well organized and despatched in a timely manner. It comprised:

- The Project Document itself with the background, rationale and donor authorizations for extensions, and modifications of activities, that were made necessary by events both internal and external to the project management.
- The in-country assessments
- The relevant Decent Work Country Programmes and United Nations Development Assistance Frameworks.
- The mid-term self-evaluation by the ILO Regional office. This was undated but presumed to be written sometime in late 2014.
- The reports of training events and ILO project personnel missions to some of the participating countries.

1.2 Brief summation of the Project

This project arose out of earlier collaboration between donors (notably Sweden and Norway) to develop tools for ILO to meet its international, regional and Decent Work Country Programme objectives: national employer organizations capacitated to identify local constraints on the development of enterprises and jobs and to advocate to / dialogue with governments to overcome these constraints.

These tools were translated into Arabic and became a focus for the ILO Regional Office of the Arab States supported by the ILO HQ Employers Bureau. A specific project was developed with the Assistance of the Government of Norway. It was part of various consultations with regional member states in 2011 and 2012.

A structure was agreed of two senior staff and one Board member forming a project team in each Chamber and one of these was appointed as Chamber coordinator. The ILO appointed a project manager and provided backstopping support from the Employers and Gender

specialists at the Beirut office. The original countries to participate in the project included Bahrain, Jordan, Oman, Saudi Arabia, Yemen and Palestine. The time span of the project was to be from June 2012 to December 2013.

The strategy was to assist the Chambers to respond to immediate needs but in a way that built capacity for medium term needs.

Consultants were employed to carry out initial Chamber capacity assessments. Training was planned and delivered nationally, regionally and at the International Training Centre in Turin.

However, despite the Prodoc ranking the likelihood that “unforeseen political unrest does not hamper the implementation of programmatic activities” as L (Light), unrest in Bahrain, and Yemen, and withdrawal of Saudi chambers reduced the project scope.

Also, despite the Prodoc’s management assumption that all project team would be “in place supporting the implementation with backstopping from ACTEMP and ITC”, the newly appointed employers’ specialist was unable to relocate from Jordan to Beirut, and, while given six month’s permission to operate from outside the Beirut office, he resigned in December 2012. A new officer was recruited, starting work in June 2013.

These circumstances were accepted by the donor in November 2013 as basis for extending the project to a new finishing date of June 2015, followed by a further extension to December 2015.

2. Evaluation Focus and Questions

2.1 The focus of the evaluation is to assess how successfully the project has advanced the project’s two main objectives:

- To help national employers and business associations (“the chambers”) understand their roles and responsibilities in the face of current changes in their respective countries, and
- To carry out the organizational improvements and personnel training so they can advocate with their governments and other partners for concrete proposals to overcome their country’s constraints on enterprise and employment growth.

2.2 To that end, the following questions should be addressed to all project beneficiaries:

- What changes are observable in the definition and conduct of their roles on the part of the target groups: staff and board members of participating chambers?
- Do the target groups self-report -- and do colleagues, and others receiving their services, report -- greater effectiveness and efficiency in their work?
- What specific new understandings have the project beneficiaries gained of the Enterprise and Employment Environment in their respective countries?
- What examples can be described where significant policy proposals have been agreed upon and advocated for as a result of the project inputs?

- What examples can be described of partial or complete failures to reach agreement and / or advocate successfully, and what lessons have been learned?
- What evidence exists for improvements in labour market data collection and interpretation, and in Chambers communication to their members, and other partners?
- What lessons, if any, have been learned from the difference in success of the project interventions by individual countries responding to their specific environments?
- What chances exist for replicability of these gains to other countries in the region?
- What lessons have been learned about making changes in the organizational culture of the beneficiaries for example in relation to common patterns of representation by SMEs, and the direct or indirect influence of Government on policy development and advocacy capacity of the beneficiaries?
- How successfully were the broadly conceived ILO tools used in the project (such as Chamber Literacy Programme and national Enabling Environment for Sustainable Enterprises and Employment reports) adapted to the particular situations of the countries and region?
- How useful did the Chambers find the initial assessments and how accurate at the time and now in hindsight did they judge them?

2.3 In addition, because the project has undergone quite dramatic adjustments during its brief life, it will be useful to explore without unnecessary detail causes / results of the challenges and the project's responses to them. What lessons can be learned from:

- The withdrawal of Saudi, Yemeni, and Bahraini participation and the peripheral involvement of Iraq?
- The efficiency and effectiveness of the integration / linkage between the project outcomes and activities with those of the DWCP and UNDAF where these exist?
- The flexibility of the project, and the ILO itself, to respond to the crisis situations that prevailed in several of the target countries and the region as a whole?

3. Evaluation Data Collection, Methodology and Formatting

Evidence will be gathered and cross checked to the extent possible across verbal, written, participant and observer sources.

3.1 Desk Review

This has been carried out on the documentation provided. More documentation may be provided or requested during the evaluation mission.

3.2 Individual Interviews

A rough outline of the persons to be interviewed has already been agreed to, and it is expected that a detailed timetable will be provided to the evaluator at the beginning of the mission. The evaluator requested some free spaces in the timetable to allow for further interviews that may emerge as desirable.

Interviews will be calibrated to subject and issues but generally an open discussion where the interviewee can describe their expectations and experience of the of the project followed by more specific questions (as in 2.2 above) to allow for comparison across interviews

Persons to be interviewed include:

Direct and Indirect Beneficiaries:

- The two senior staff members and board member that constitute each Chamber “Team” one of whom will have been acting as “Chamber coordinator”
- Chamber President and / or CEO and / or relevant Board committee Chairman if not included in the Chamber “Team”.
- Particular non Board member-company of the Chamber whose experience is of particular relevance to the project

Partners / stakeholders / observers

- Relevant Government interlocutors with the Chambers
- Other business or industry federations and Trade Unions
- Representatives / experts of SMEs, NGOs, women’s groups, persons with disability
- Business Journalists

ILO and Project

- Project Management and ILO Backstopping staff regionally and in ACTEMP
- Consultants employed on the project where their verbal input is seen as important in addition to existing written input.

Given that the Saudi, Yemeni and Bahrein chambers were intended beneficiaries of the project, at least the courtesy of an enquiry by letter and offered telephone discussion should be extended to them. This would check an accurate record for the reasons for their discontinuance and any comments they may like to make.

3.3 Group Interviews

Focus Groups or other forms of Group interviews have not been planned except in the context of allowing greater confidentiality of feedback if the interviews are individual, and also of saving expenses of an interpreter.

However the evaluator would like to leave open the possibility of one or two group discussions, if logistically possible, as this may provide useful insight into the range of expertise and viewpoint within the Chambers or among partner groups. This would still allow for individuals to have separate one-to-one discussion.

3.4 Formatting

The Evaluation Report will be formatted in accordance with the requirements of ILO Evaluation Checklist 5 *Preparing the evaluation report* including identifying lessons learned, and identifying emerging good practices in the relevant templates

4. Challenges to the Evaluation

4.1 Timing

The schedule for the desk review, evaluation mission, and writing of first and second drafts of the report, allowing for feedback to the evaluator, has been carefully prepared by ILO leading to a final involvement of the evaluator in the stakeholder meeting loosely scheduled for the second week of December 2015. Any timing difficulties seem to have been anticipated

The evaluation takes place at a time of considerable stress in the countries to be visited due to major crises in their neighbour countries. Governments such as that of the UK warn its nationals to avoid certain areas of Lebanon and Jordan, and check information about any emerging risks. The ILO and UN system will also monitor these risks in case of any adverse effect on the evaluation.

4.2 Interviews

Face to face interviews are preferable to skype or other distance communication. However ILO concluded that the activity in Palestine was not as extensive as in other locations and did not warrant the difficulties of returning to Beirut from Israel. It is to be explored if the evaluator can meet the Palestinian beneficiaries in Jordan.

Although Oman has been the location of some useful project activities it was decided that the extra time taken to go and return would be better spent in Lebanon and Jordan.

4.3 Language

English will be used for most interviews. An Arabic interpreter will be available on a limited basis and would be valuable in group discussions.

Appendix 1: Data Collection and Activity Timeline

As at 2nd October 2015

Week	Tasks	Status
Week Sept 21	Consultant briefing and meeting with REO and EM, donor, Backstopping specialist Project team: schedule of appointments, interpreters, travel, transportation, etc. arrange meetings	completed
Sept 28- Oct 5	Desk review	completed
Oct 2	Inception report Submitted	completed
Oct 9 - 25	Field visits Lebanon Jordan, Distance interviews Oman and Occupied Palestinian Territories	
Oct 26	Debrief to Project staff, Management, REO +EM	
Oct 28- Nov 8 Nov 9	Writing Report Draft 1 Submitted	
Nov 11	Initial comments EM + REO Analysis and write up of PPt for debrief	
Nov 11-20	Circulation of draft and reception of comments	
Nov 20- Dec 4	Writing Report Draft 2 Draft sent to ILO EVAL Presentation prepared for debrief	
2nd week December	Constituents debrief – Stakeholders workshop Minute of debrief EVAL review and Report finalization	

Appendix 2: List of Documents Reviewed

Project Documents

Extension Proposal RAB.1250.NOR and revised Logical framework (undated presumed early 2013, un-authored)

Extension Proposal RAB 12.50 NOR (Extension – December 2015) and revised Logical Framework (undated presumed mid 2014 un-authored)

Mid Term Self Evaluation (undated, un-authored)

Mission Reports

Jordan July 2013 Lama Oueijan

Jordan Regional Workshop on Advocacy Lobbying and Communication December 2013
Lama Oueijan

Oman Report and Oman Training Collective 3-4 09. 14 Lama Oueijan Raja Keldani

Oman Report on High Level Symposium and Training on the Effective Employers
Organizations and Chambers in Arab States Lama Oueijan November 2012

Regional Workshop Effective Employers Organizations ITC Turin November 2014 Lama
Oueijan Raja Keldani

Context Documents

Decent Work Country Programmes

Bahrain DWCP 2010-2013

Sultanate of Oman Extension of the Decent Work Country Program 2014-2016

Oman DWCP Extension 2014

Republic of Yemen Decent Work Country Programme (2008-2010)

Jordan Decent Work Country Programme 2012-2015

Palestinian Decent Work Programme 2012-2016

United Nations Development Assistance Frameworks

Iraq UNDAF 2015 – 2019

Jordan UNDAF 2013-2017

Occupied Palestinian Territories UNDAF 2014-2016

Jordan UNDAF Semi Final Draft

Lebanon UNDAF 2020-2014

Yemen Final UNDAF January 2011

Gender

Getting to Equal 2016 Women Business and the Law World Bank Group

Capacity Assessments and Responses

Bahrain Chamber of Commerce and Industry Draft Assessment Report (un-authored) October
2012

Follow Up on Recommendations of the report on capacity assessment of Oman Chamber of Commerce Meeting with Board of Directors Muscat 21 October 2012

Draft Report Organizational Capacity of the Association of Lebanese Industrialists ILO Consultant Antoine Mansour 14.12 2014

External Environment and Stakeholder Analysis Association of Lebanese Industrialists by ILO Consultant Antoine Mansour 21 January 2015

Summary of Discussion Meeting of Industrialists¹⁰¹ with ILO 4 December 2014

The Jordan Chamber of Industry (JCI) Assessment Report Mr Antoine Mansour on Behalf of the International Labour Office September 2012

Federation of Palestinian Chambers of Commerce and Industry (FPCCI) Draft Assessment Report (un-authored) September 2012

Assessment of the Federation of Yemen Chambers of Commerce and Industry (FYCCI) Dr Sharaf M. Alkibsi August 2014

¹⁰¹ Lebanon