



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

[ILO Evaluation Unit]
[Ver 2]

Introduction

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

The evaluation team will consist of an ILO Evaluation Officer from EVAL who will be team leader and three national evaluation consultants. The Regional Monitoring and Evaluation Officer will provide support to the team.

Background and Justification

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

The region has one of the highest unemployment rates in the world, with youth unemployment at almost four times the adult rate¹. In recent decades, Arab countries have also suffered from persistent inequality, poor social protection schemes, weak institutions for social dialogue and a considerable decent work deficit.

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

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

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

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

At the regional level, the Arab Action Agenda for Employment (AEF Action Agenda) has also provided guidance for ILO interventions in the Arab region². The Agenda is the outcome document of the Arab Employment forum held in 2009. It is aligned with the ILO’s Global Jobs Pact, the Declaration on Social Justice for a Fair Globalization and the Arab Decade for Employment (2010-2020).

¹ <http://www.ilo.org/public/english/region/arpro/beirut/about/index.htm>

² *ibid*

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

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

Clients, Scope and Purpose

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

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

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

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

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

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

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

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

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

Criteria and Questions

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

Relevance

- What were the social, political, and economic contexts of the problems that the AEF Action Agenda sought to address? What problems did the DWCPs seek to address?
- Is ILO support relevant to the national sustainability development agenda and decent work priorities, national development needs and challenges, and action plans for the DWCP priorities?
- Are the ILO and its implementation partners supporting the country's employment and sustainable policy development prioritization and decision-making process?

Coherence

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

Efficiency

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

Effectiveness

- How well did the results achieved at the national level support "the overarching framework for ILO interventions in the Arab region,"³ namely the AEF Action Agenda?

³ <http://www.ilo.org/public/english/region/arpro/beirut/about/index.htm>

- How well did the Region's results promote the ILO's Strategic Policy Framework?
- How well did the results contribute to the ILO's cross-cutting themes of gender and non-discrimination?
- Were there any unexpected results?
- What were the key factors of success?

Impact

- How did the ILO's work in the region build the capacity of tripartite constituents to deliver on DWCP outcomes?
- How did the ILO's work in the region influence coordination among the ILO and its strategic partners?
- What are the aggregated results within each strategic outcome and CPO?

Sustainability

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

Evaluation Design

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

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

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

Evaluation Methodology

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

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

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

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

Expected Outputs

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

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

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

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

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

Resources and Management

The evaluation will be carried out by a team with extensive experience in the evaluation of development or social interventions, preferably including practical experience in assessing comprehensive policy/program frameworks or national plans.

The team members should have an advanced degree in social sciences, economics or similar and specific training on evaluation theory and methods. The final selection of the evaluation team will be done by EVAL in conjunction with the Regional Office.

National Consultants	
Responsibility	Profile
<ul style="list-style-type: none"> • Participation in independent evaluation • Support to team leader during the data collection phase • Prepare a Country Programme Review following the approach described in the ILO evaluation policy guidelines 	<ul style="list-style-type: none"> • Relevant background and at least 10 years’ experience in the field of social and economic development • Documented experience in disciplined inquiry—preferably in evaluation. • Fluency in Arabic and English and strong drafting skills • Prior knowledge of ILO and working with the UN an advantage

EVAL will cover the budget for local consultants. (The contract to be for 10-15 days with no international travel.) ROAS’ contribution to this evaluation exercise will consist of underwriting the costs associated logistical support. In order to economize, the Regional Tripartite Workshop may be held in conjunction with the International Labour Conference in Geneva during June.

The Senior Evaluation Officer from ILO HQ will manage the evaluation process. In the region, logistics support will be provided by the Regional Monitoring and Evaluation Officer.

<i>Phases</i>	<i>Tasks</i>	<i>Responsible</i>	<i>Dates</i>	<i>Outputs</i>
Phase One: Preparatory	ToRs drafted and circulated to stakeholders Evaluation team formed Desk review and scoping mission	ILO Senior Evaluation Officer	December 2012 February 2013 February/March 2013	ToRs Inception report
Phase Two: Data collection	Data collection and analysis for country programme reviews	National consultants and ILO Senior Evaluation Officer	March/April 2013	Data
Phase Three: Report writing	Write country programme reviews Desk review and DWCP reviews consolidated into draft report Zero draft circulated among ROAS stakeholders First draft circulated for comments Final draft shared with wider circle of stakeholders Regional tripartite workshop during 102 session of ILC Final report	National consultants and ILO Senior Evaluation Officer ILO Senior Evaluation Officer	April 2013 May 2013 May/June 2013 June 2013 June 2013 1 st week of July 2013	Country DWCP reviews Draft version evaluation report Constituent comments Final version evaluation report

Ramadan begins July 9, 2013

Annex 1. Status of Decent Work Country Programme Development in the Arab States region (as of 31 August 2012)⁴

Country	DWCP Under Preparation	DWCP at Drafting Stage	Final DWCP Document	Country Programme Review	DWCP aligned with UNDAF	Remarks
Jordan	no	no	yes	no	yes	
Lebanon	yes	no	no	no	no	
OPT	no	no	no	no	no	Decent work strategy being finalized

⁴ ILO's Program Dept.