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Evaluation manager:	Hiba Al Rifai (ROAS)
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ACRONYMS

3SSN	Three-tier Social Safety Net
ACTEMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
C4W	Cash-for-Work
CWA	Cooperative Work Agency
DWCP	Decent Work Country Programme
DWP	Decent Work Programme
ERP	Emergency Response Plan
ESAU	Employers' Services and Advocacy Unit
EVAL	Evaluation Office
FPRW	Fundamental Principles and Rights at Work
GB	Governing Body (of the ILO)
HDP	Humanitarian–Development–Peace Nexus
ILO	International Labour Organization
MIS	Management Information System
MoSD	Ministry of Social Development
MSMEs	Micro, Small and Medium-sized Enterprises
NEETs	Not in Education, Employment, or Training
NES	National Employment Strategy
NTLPC	National Tripartite Labour Policies Committee
ODA	Official Development Assistance
OSH	Occupational Safety and Health
PCBS	Palestinian Central Bureau of Statistics
PEF	Palestinian Employment Fund
PEGASE	Palestinian-European Mechanism for Socio-Economic Aid
PFCCIA	Palestinian Federation of Chambers of Commerce, Industry and Agriculture
PGFTU	Palestinian General Federation of Trade Unions
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget Technical Cooperation
ROAS	ILO Regional Office for Arab States
SPCVA	Social Protection and Cash Voucher Assistance
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UNCT	United Nations Country Team
UNSDCF	United Nations Sustainable Development Cooperation Framework
WPAU	Workers' Protection and Advocacy Unit

EXECUTIVE SUMMARY

In 2023, the International Labour Organization (ILO) launched the Decent Work Programme (DWP) 2023–2025 for the State of Palestine, structured around three strategic pillars—**Prosperity** (employment), **People** (social protection), and **Peace** (labour rights and social dialogue). The DWP was aligned with the National Employment Strategy (NES) 2021–2025 and the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2023–2025. It aimed to address long-standing labour market challenges through integrated, rights-based approaches and institution-building efforts.

However, the outbreak of war in Gaza in October 2023 triggered a humanitarian crisis of unprecedented scale, severely disrupting the Palestinian labour market and institutional capacities. In response, the ILO launched the Emergency Response Plan (ERP), structured around **Relief**, **Review**, and **Recovery** pillars. The ERP was designed to adapt Decent Work objectives to the evolving humanitarian context while mobilizing donor resources and supporting national systems.

To assess the performance and strategic coherence of these interventions, the ILO commissioned an independent **clustered evaluation** covering the DWP, ERP, and a set of strategically aligned projects funded through the Regular Budget Supplementary Account (RBSA) and the Government of Kuwait.

Background

Decent Work Country Programmes (DWCPs) are the ILO's primary programming instrument at the national level. They are developed in consultation with tripartite constituents—governments, employers, and workers—and aim to align ILO support with national development priorities and the broader UN system. The Palestinian DWP 2023–2025 is the third iteration of this framework and was designed to address structural labour market challenges, including high unemployment, informality, limited social protection, and weak labour institutions.

The DWP is implemented through a combination of core ILO programming and donor-funded projects. While core programming provides institutional continuity, donor-funded projects—particularly those supported by RBSA and Kuwait—represent the bulk of operational delivery. The ERP, launched in November 2023 following a decision by the ILO Governing Body, was a strategic adaptation to the crisis, aiming to preserve institutional gains while responding to urgent needs.

The evaluation also considers the evolving political context, including the recognition of Palestine as a non-member observer State at the ILO in June 2025, and the adoption of the National Development Pact for the Future of Palestine, which reinforces the state-building agenda.

Methodology

The evaluation was conducted between June and September 2025 by an international consultant with support from a national consultant, under the oversight of the ILO Regional Office for Arab States (ROAS) and the Evaluation Office (EVAL). It severed a dual purpose - **accountability** and **institutional learning -**, and applied a **mixed-methods approach**, including:

- **Document review** of over 75 strategic and operational documents.
- **Project portfolio analysis** using a standardized template to assess results, sustainability, and alignment.
- **44 key informant interviews** with ILO staff, tripartite constituents, donors, and UN agencies, ensuring gender parity.
- **4 focus group discussions** with 30 direct beneficiaries and implementing partners.

The evaluation covered the period from January 2023 to September 2025 and included activities in both Gaza and the West Bank. It was guided by the OECD/DAC evaluation criteria—relevance, coherence, effectiveness, efficiency, sustainability, and impact—along with a forward-looking dimension focused on future design considerations.

The evaluation **faced limitations** due to the fragmented structure of ILO operations in Palestine and the absence of centralized monitoring and financial data. A portfolio-level approach was adopted to ensure coherence across programmes and projects, but constraints in cost-effectiveness analysis and data comparability remained. Structured data collection helped identify implementation patterns, though the late inclusion of cost-effectiveness limited analytical depth.

Relevance and Coherence

The DWP and ERP were highly **relevant to national strategies and constituent priorities**. The DWP was aligned with the National Employment Strategy (NES) and the UNSDCF and was recognized by government institutions and social partners as a strategic framework for institutional reform in employment and social protection. The ERP, while donor-oriented in its framing, effectively leveraged existing partnerships and thematic priorities to respond to urgent needs, particularly through emergency employment schemes implemented with national institutions like the PEF.

The **added value** of the DWP lay primarily in its symbolic and strategic function, serving as a reference for policy dialogue and coordination. In contrast, the ERP demonstrated more features of a programming tool: it offered a pipeline of concrete interventions, attracted financial commitments, and was accompanied by regular reporting and monitoring mechanisms that enhanced transparency and donor engagement.

The DWP was **coherent** with the broader UNCT framework, with indicators mapped to UNSDCF outcomes. Moreover, the ILO's normative mandate and technical leadership in employment and social protection are widely recognized within the UN family and beyond. However, the crowded UN landscape in Palestine—with over 20 agencies operating in

overlapping areas—creates challenges for ILO positioning as an implementing agency and for resource mobilization purposes. Moreover, some instances of mandate encroachment were collected during the evaluation, and donors noted confusion about the division of labour within the UN system.

The ERP demonstrated **adaptability** to crisis conditions and maintained thematic continuity with the DWP. It was activated rapidly using flexible funding and existing partnerships, and its design reflected the DWP's strategic pillars. However, perceptions of its integration varied: while some ILO staff saw it as a continuation of the DWP, others viewed it as a parallel framework that risked sidelining long-term reform efforts. While the ERP aligned well with the Humanitarian–Development–Peace (HDP) Nexus—particularly through its use of national systems and employment recovery component—its integration into UN humanitarian coordination mechanisms remained limited.

Projects implemented under different funding modalities were broadly **aligned with DWP** thematic areas. However, project design processes varied in quality, and many lacked clear documentation of how they were identified or aligned with national strategies. Indeed, projects launched during the emergency were not systematically aligned with the ERP. Flexible funding modalities—especially Kuwait and RBSA—enabled strategic adaptation and institutional reform

Evaluability was weak at the programme level. While individual projects had indicators and monitoring mechanisms, the DWP lacked a finalized results matrix and centralized monitoring system. The ERP, by contrast, included regular reporting and became a de facto programme-level tool. The absence of a dedicated M&E function and reliance on project-based reporting limited the ability to assess cumulative results and communicate impact to donors and partners.

Effectiveness and Impact

The DWP and ERP achieved tangible **results in employment, social protection, and labour governance**, despite the challenging context. Under the DWP, cooperative development and formalization efforts advanced through strategic partnerships and technical assistance. The ERP created over 1,200 short-term jobs through emergency employment schemes implemented with the Palestinian Employment Fund (PEF) and supported business continuity and labour market analytics. However, operational bottlenecks—particularly in Gaza—limited outreach and delivery, with delays in wage disbursement, short contract durations, and coordination challenges affecting implementation.

Strategic projects funded through RBSA and Kuwait played a central role in enabling both institutional reform and emergency response. RBSA projects supported tripartite dialogue, formalization, and crisis-responsive employment, while Kuwait funding provided core support to the ILO Office and enabled the launch of the ERP. These flexible modalities allowed the ILO to maintain thematic continuity and adapt to evolving needs, reinforcing its effectiveness across both programmes. However, evaluability of Kuwait-funded projects was limited due to weak documentation and a lack of results frameworks.

Cross-cutting issues were integrated with varying depth. Gender equality was addressed through cooperative development, legal reform, and targeted employment schemes, though not always systematically. Disability inclusion was advanced through lifecycle-based social protection reforms, while environmental sustainability remained marginal. Labour standards, particularly occupational safety and health (OSH), were embedded in emergency employment schemes, and social dialogue was maintained through constituent engagement, even if not formally institutionalized under the ERP.

The ILO's effectiveness was strongly supported by **structured partnerships**, particularly with tripartite constituents. Collaboration with the PEF enabled rapid deployment of emergency employment schemes, while partnerships with the Ministry of Social Development (MoSD) and the Palestinian Central Bureau of Statistics (PCBS) advanced social protection reform and labour market analytics. While rigid donor modalities of project finance sometimes limited alignment with priorities, they also facilitated strategic partnerships as in the case of the EU-funded project on social protection and the HDP nexus.

Evaluation stakeholders confirmed the high potential impact of the ILO on **upstream policy reform** and institutional strengthening. Contributions to the Cooperative Sector Strategy, labour law reform, and lifecycle-based social protection were widely recognized. The ERP's review pillar produced credible labour market intelligence that informed recovery planning and international advocacy. The long-term impact of downstream interventions of the ERP, and particularly that of the emergency employment scheme, requires further evaluation, ideally through comparative assessments of outcomes for workers and households.

Efficiency and Sustainability

Despite operating under complex and volatile conditions, the ILO demonstrated strong adaptability and **timely deployment** of the ERP. The ERP was launched rapidly following the Gaza crisis, enabled by flexible funding from Kuwait and RBSA, and implemented through established partnerships with national institutions such as the PEF. However, **internal management** limitations—such as the absence of a dedicated M&E officer, siloed project structures, and under-resourced programme-level functions—hindered overall efficiency. While tripartite constituents praised the ILO's responsiveness, they also noted missed opportunities for earlier involvement in design and resource mobilization.

Resource mobilization was largely reactive and donor-driven, with limited strategic planning linked to the DWP. While the ERP succeeded in attracting pooled donor contributions and served as a platform for coordinated delivery, the DWP lacked a dedicated budget and financial targets. Human resources were also constrained, with high reliance on project funding and limitations related to the conflict. These constraints affected the ILO's ability to follow up and report at programme level and communicate programme results effectively to donors and partners.

The DWP and ERP contributed to **institutional strengthening** in key areas such as social protection, labour statistics, and emergency employment. Reforms in lifecycle-based allowances and shock-responsive systems were embedded in national frameworks and widely recognized as sustainable. Collaboration with the Palestinian Central Bureau of

Statistics (PCBS) enhanced labour market analytics, and OSH standards were integrated into emergency employment schemes. However, sustainability was uneven across sectors and constrained by fiscal fragility, limited follow-up, and the absence of predictable core funding.

Ownership of the DWP and ERP was broadly recognized among tripartite constituents and government institutions. The Ministry of Social Development and the PEF emphasized national leadership in social protection and employment delivery, respectively. However, structured participation in programme governance was inconsistent, particularly under the ERP. While social partners were engaged in implementation, they expressed interest in deeper involvement in programme design and strategic planning. Divergent views among government institutions beyond the labour and social protection sectors also highlighted the need for more inclusive and coordinated stakeholder engagement.

Conclusions

The DWP 2023–2025 has served as a strategic framework for institution-building and policy reform in the State of Palestine. Its **relevance** stems from its alignment with the NES and the UNSDCF, and its foundations in key institutional partnerships aimed at advancing reforms in employment, social protection, and social dialogue. The DWP has provided a platform for tripartite engagement and technical cooperation, reinforcing national ownership and policy legitimacy. However, its implementation has been conditioned by a project-based delivery model reliant on donor-funded interventions, and its reform agenda has been significantly hampered by the crisis triggered in October 2023. Yet, the evolving context has also brought renewed momentum to the two-state solution and the institution-building agenda of the State of Palestine, which was recently upgraded to a non-member observer State at the ILO.

In general, ILO maintained strong **coherence** with national and UN frameworks. The ILO's normative mandate in employment and social protection was affirmed by national institutions and social partners. ILO was recognized as a leader in the labour sector and a key technical advisor on social protection reform. Nonetheless, the ILO's integration into existing humanitarian architecture remained limited, and the prominence of the ERP created tensions with the DWP's role as the main programming tool for ILO operations at the country level. Initial ERP efforts to engage in emergency cash assistance were not sufficiently coordinated with relevant national institutions and UN actors and were eventually set aside.

While the ERP competed with the DWP to some extent, it also shed light on how future DWCPs can enhance the role of the ILO in humanitarian contexts. The ILO can contribute both normatively and operationally to cash-for-work within a broader UN humanitarian response. The ILO can also enhance national systems and capacities by adapting tripartite collaboration in the crisis and supporting government institutions and national partners as delivery channels for crisis response and recovery. This approach is consistent with the HDP Nexus.

Effectiveness was demonstrated through the rapid deployment of emergency employment schemes, the mainstreaming of labour rights in crisis response, and the advancement of

social protection reform. The ERP created over 1,200 short-term jobs and supported institutional coordination, while the DWP contributed to legal reform and cooperative development. However, implementation bottlenecks—particularly in Gaza— have been reported as limiting outreach and delivery.

On this note, several **lessons learned and good practices** emerge from the ILO's experience during the crisis triggered on 7 October 2023. These relate to the importance of flexible funding modalities—such as RBSA and Kuwait contributions—which enabled rapid adaptation and strategic continuity. The evaluation also highlights the need to integrate resource mobilization into programme design, so that the DWP can function as a coherent and operational framework rather than a symbolic reference. Without this integration, implementation risks becoming fragmented and constrained by donor-driven projects that may not align with national priorities or ILO's strategic vision. Future DWCPs should therefore be designed with clear financial targets, a project pipeline aligned to programme outcomes, and mechanisms for strategic fundraising that reinforce programme coherence and impact.

In addition, the clustered projects funded through RBSA and Kuwait played a strategic role in enabling both institutional reform and emergency response. RBSA funding facilitated tripartite dialogue, formalization efforts, and employment initiatives tailored to crisis conditions. Kuwait's contributions, meanwhile, served as foundational support for the ILO Office and were instrumental in launching the ERP. Together, these flexible funding streams enabled the ILO to sustain thematic focus and respond effectively to evolving priorities across both programmes.

Efficiency improved through the use of flexible funding modalities and national systems, notably the Palestinian Employment Fund. The ERP's pooled fund and Kuwait contributions enabled strategic adaptation and rapid mobilization. However, internal management constraints, siloed operations, and the absence of dedicated M&E staff hindered efficient programme management. Resource mobilization remained reactive, and the lack of a fundraising strategy aligned with the DWP limited strategic planning and donor engagement.

In terms of **impact,** the ILO's potential was visible to stakeholders in upstream policy reform and institutional strengthening. Contributions to the Cooperative Sector Strategy, labour law reform, and life-cycle-based social protection were widely recognized. The ERP's review pillar produced credible labour market intelligence that informed recovery planning and international advocacy. Yet, the long-term impact of emergency employment and capacity-building requires a different evaluation work.

Sustainability is supported by the institutional embedding of reforms and the use of national systems for delivery. The ILO's technical support to the MoSD, PCBS, and cooperative unions has laid the groundwork for future resilience. However, sustainability is threatened by the cost of occupation on the Palestinian people and the difficult financial prospects facing the Palestinian Authority.

Recommendations

Recommendation 1: Strengthen Results-Based Management (RBM) at programme level

While the previous DWP provided a narrative framing ILO's vision and facilitated tripartite agreement, the next DWCP should be operationalized as a programme tool oriented to specific, measurable, and traceable results.

Recommendation 2: Broaden ILO visibility and development partners' engagement

To reinforce ILO's comparative advantage and improve coherence within the UN system, the DWCP should expand engagement beyond tripartite constituents to include donors, UN agencies, and civil society actors. As suggested by some evaluation informants, this could be done through the institutionalization of ILO regular meetings with international partners and key stakeholders (see also Recommendation 7).

Recommendation 3: Integrate emergency response within DWCP

The next DWCP must address the continuation of recovery plans in a critical context, while making explicit the nexus of recovery efforts with longer-term goals that contribute to the set-up and enhancement of labour institutions of the State of Palestine. Beyond Palestine, ILO programming could provide guidance on how to include long-term scenarios in DWCPs based on peace assumptions and emergency scenarios that pave the way for crisis adaptation and responsiveness.

Recommendation 4: Prepare for advocacy and programme design on a shift from poverty-targeted humanitarian aid to universal, lifecycle-based social protection systems

As highlighted in the evaluation findings, the humanitarian crisis in Gaza has reached such scale that **virtually the entire population is now considered vulnerable**, rendering traditional poverty-targeting mechanisms ineffective. This presents a **strategic opportunity** for the ILO and its partners to advocate for a **universal, rights-based social protection system**, aligned with ILO standards and Recommendation No. 202. The ERP's shock-responsive protocols and the MoSD's lifecycle-based allowances provide a strong foundation for this transition.

Recommendation 5: Conduct strategic analysis of EU financing for economic recovery and position ILO as a technical leader

The evaluation identifies the EU and its member states—including development banks and financial institutions—as the **primary source of future ODA for economic recovery** in Palestine. This includes both **grant-based support** (e.g., through the EU Reform Matrix and PEGASE) and **loan-based instruments**. Given the PA's reform agenda touching on labour and social protection, the ILO should prepare to play a **leading technical role in programme design and policy dialogue**.

Recommendation 6: Institutionalize tripartite dialogue in crisis and recovery contexts and connect Palestinian social partners to global networks

The ERP demonstrated the value of tripartite engagement in emergency response, but the evaluation notes that **structured dialogue mechanisms were not sustained**. The DWCP

should set **explicit goals for tripartite dialogue in times of crisis**, including institutional arrangements for recovery planning. The recent recognition of Palestine as a non-member observer State at the ILO opens new avenues for integrating Palestinian social partners into global networks, enhancing legitimacy and learning.

Recommendation 7: Upgrade research and advocacy as a strategic DWCP component under the UNSCD 'Partnerships' priority

The evaluation highlights high appreciation for the ILO's analyses, which have informed donor planning and international advocacy. It is recommended that communication on ILO research outputs be enhanced, including by presenting and discussing knowledge products in institutionalized development partner meetings. 'Research and advocacy' could be a new area of the DWCP framed under the 'Partnerships' strategic priority of the UNSDCF.[1]

[1] The **UN Sustainable Development Cooperation Framework (UNSDCF) 2023–2025 for Palestine** includes a dedicated Strategic Priority on "Partnerships", which is highly relevant for framing ILO's research and advocacy work. This priority aims to strengthen inclusive, transparent, and accountable institutions; enhance data systems and evidence-based policymaking; and promote multi-stakeholder partnerships. It explicitly mentions the importance of knowledge generation and dissemination, evidence-based policy advocacy and enhanced coordination of development actors.

1. INTRODUCTION

In October 2023, the war in Gaza triggered an unprecedented humanitarian crisis in Palestine. Earlier that year, the International Labour Organization (ILO) had launched the Decent Work Programme (DWP) 2023–2025, with a strong institution-building focus structured around three strategic pillars: **Prosperity** (employment), **People** (social protection), and **Peace** (labour rights and social dialogue). The DWP was aligned with the National Employment Strategy (NES) 2021–2025 and the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2023-2027 and aimed to address long-standing labour market challenges through integrated, rights-based approaches.

As the crisis severely disrupted the Palestinian labour market and institutional capacities, the ILO responded by launching the Emergency Response Plan (ERP), structured around three different pillars—**Relief**, **Review**, and **Recovery**. The ERP was designed to mobilize donor resources and provide emergency support while adapting Decent Work objectives to the evolving humanitarian context.

Strategic funding from the Regular Budget Supplementary Account (RBSA) and the Government of Kuwait was instrumental in advancing programme outcomes under both the DWP and ERP. For this reason, ILO has commissioned this **clustered evaluation**, grouping the DWP, ERP, and strategically aligned RBSA- and Kuwait-funded projects.

Under the oversight of the ILO Regional Office for Arab States (ROAS), the evaluation was conducted between June and September 2025 by an independent external evaluator (Aitor Pérez, ECOPER) with support from a national consultant for data collection and quality control (Amer Madi). It included a thorough **document review**, a **field mission to Jerusalem and Ramallah in July 2025**, and additional **interviews conducted online**. The exceptional support provided by ILO staff in Jerusalem ensured broad and timely access to evaluation sources and documentation, as well as the valuable inputs of **HE Dr Enas Attari, Minister of Labour**, and **HE Dr. Samah Hamad Minister of Social Development**.[2]

This report follows the structure recommended in **ILO EVAL Checklist 4.2.** First, an overview of the project background and evaluation scope is presented, followed by the evaluation criteria and guiding questions. The methodology section outlines the mixed-methods approach used for data collection and analysis. The main body of the report presents findings across evaluation criteria and questions, followed by a section of future design considerations, which was a special request of the evaluation ToR. The report ends with lessons learned and good practices, conclusions and forward-looking recommendations in line with general evaluation practice. Supporting annexes include the Terms of Reference, list of interviewees, evaluation matrix, and bibliography.

[2] The evaluation team wishes to express its gratitude to Dan Cork, Rasha El Shurafa, Farah Qadi, Dalal Abu Saleh, and Raed Abasi for their generous support and facilitation throughout the evaluation process.

2. BACKGROUND AND CONTEXT

What are Decent Work Country Programmes (DWCPs)?

Decent Work Country Programmes (DWCPs) are the ILO's primary programming instrument at the national level. They are jointly developed with tripartite constituents—governments, employers' organizations, and workers' organizations—and serve to align ILO support with national development priorities and the broader UN Sustainable Development Cooperation Framework (UNSDCF). DWCPs aim to promote decent work through integrated strategies that address the four pillars of DW: **employment creation, fundamental principles and rights at work (FPRW), social protection (SP), and social dialogue and tripartism**. They are results-based, participatory, and designed to foster national ownership and policy coherence.

At the global level, DWCPs are embedded within the ILO's Results-Based Management (RBM) system, which is structured around the Organization's Strategic Plan and biennial Programme and Budget. The Strategic Plan sets the medium-term vision and priorities of the ILO, while the Programme and Budget operationalizes this vision through defined policy outcomes, enabling outcomes, and measurable results at both global and country levels. DWCPs are the primary tool for translating these global priorities into country-level action, ensuring that ILO support is aligned with national development goals and the UN Sustainable Development Cooperation Framework (UNSDCF). They serve as the main vehicle for delivering on the ILO's mandate of promoting social justice through decent work, and for tracking progress through a coherent framework of outcomes, indicators, and resource allocations.

The 2023–2025 Palestinian DWP[3]

The Palestinian DWP 2023–2025 is the third iteration of the programme in the Occupied Palestinian Territory (OPT). Building on previous DWPs, it was developed to address long-standing structural challenges in the Palestinian labour market, including high unemployment, widespread informality, limited social protection coverage, and weak labour market institutions.

[3] The term "DWP" is used in this report to refer to the current Decent Work Programme (2023–2025), which intentionally omits the term "Country" to reflect the specific context of the Occupied Palestinian Territory. The term "DWCP" is used to refer to the standard ILO programming tool and the future programme for the State of Palestine considering its upgraded status.

The programme is aligned with the National Employment Strategy (NES)[4] 2021–2025 and is structured around three strategic pillars that connect to three priorities of the 2023-205 UNSCDF[5]. The **Prosperity** pillar focuses on promoting inclusive and resilient employment opportunities, with particular attention to youth and women, while also supporting micro, small and medium-sized enterprises (MSMEs) and cooperatives. The **People** pillar aims to expand and strengthen social protection systems, encompassing both contributory and non-contributory schemes, and to improve coordination between humanitarian and development actors. The **Peace** pillar is dedicated to enhancing labour governance, fostering social dialogue, and advancing labour rights, workers' protection and legal reform in line with international labour standards. Cross-cutting themes include gender equality, inclusivity, environmental sustainability, and alignment with the Humanitarian-Development-Peace (HDP) Nexus.

ILO Programme and Projects

The DWP is implemented through a combination of core ILO programming and donor-funded projects. While core programming provides the institutional backbone for ILO operations in the country, donor-funded projects represent the more substantial share in terms of budget and operational scope. **Core ILO programming** includes the staffing and operational structure of the ILO Jerusalem Office, as well as activities financed through the Regular Budget Technical Cooperation (RBTC) and the RBSA. RBTC covers essential technical support and coordination functions, while RBSA provides flexible, non-earmarked funding that can be strategically allocated to priority areas identified action programmes identified globally by ILO Member States.

Donor-funded projects, on the other hand, are typically financed through partnerships at the HQ level, national and regional development cooperation agreements. These projects often focus on specific thematic areas such as youth employment, social protection, or enterprise development, and are implemented in partnership with bilateral and multilateral donors, including the EU, Kuwait, Italy, and Spain. While some of these projects and activities are strategically identified as a direct result of the DWP, all ILO interventions in the country are expected to be framed under the DWP, which is in turn aligned to the 2021–2025 NES and the 2023–2025 UNSDCF.

October 2023 and the Emergency Response Plan (ERP)

The outbreak of war in Gaza in **October 2023** triggered a humanitarian crisis of unprecedented scale. The conflict led to massive displacement, destruction of infrastructure, and economic collapse—particularly in Gaza, where unemployment reached 80% and GDP contracted by 86%. The West Bank also experienced severe disruptions due to intensified occupation measures, including restrictions on the movement of people and goods, which impacted on job losses, and fiscal constraints.

[4] National Employment Strategy – Palestine (2021-2025) Ministry of Labor.
[5] United Nations Sustainable Development Cooperation Framework 2023 - 2025 | United Nations in Palestine.

In response to the crisis that erupted in October 2023, the ILO launched the ERP in November 2023 in accordance to an ILO Governing Body (GB) decision.[6] The ERP is also organized around three pillars. The **Relief** pillar provides immediate support to displaced workers from Gaza and affected employers. The **Review** pillar focuses on labour market assessments and data collection to inform recovery planning. The **Recovery** pillar aims to support employment promotion, social protection and business recovery.

Current context, challenges, and opportunities

The current context in Palestine is characterized by a deepening humanitarian situation and ongoing political challenges. Efforts to resolve the conflict continue to face significant obstacles. At the same time, there has been growing diplomatic recognition of the State of Palestine and renewed global discussions around a two-state solution, which provides momentum to the institution-building agenda of the ILO.[7]

This momentum is reflected in the adoption of the **National Development Pact for the Future of Palestine** (June 2025), which outlines a bold, rights-based vision for a self-reliant Palestinian state anchored in inclusive development, institutional resilience, and social justice. The Pact articulates a comprehensive investment strategy across infrastructure, employment, social protection, and governance, reinforcing the foundations of a future welfare state and functioning labour market, and the integration of the Palestinian economy within the region and global economy with respect to trade and investment flows

In this evolving landscape, the ILO has taken a significant step by upgrading Palestine from "national liberation movement" to "non-member observer State" at the International Labour Conference on 19 June 2025.[8] This recognition not only affirms the State of Palestine's growing international legitimacy but reinforces the ILO's long-standing state-building approach. It presents an opportunity to further invest in durable and structural solutions to socio-economic challenges, grounded in national labour institutions and norms.

[6] Decision concerning the status of Palestine in the ILO and its participation rights in ILO meetings | International Labour Organization

[7] During the writing of this report, and within the time of the 80th UNGA, France, Luxembourg, Malta, Monaco, Andorra, Belgium, the United Kingdom, Australia, Canada, Portugal, and Mexico recognized the State of Palestine. This brought the total number of recognitions to 157 out of 193 UN member states, representing approximately 81% of UN member States.

[8] This follows UN General Assembly Resolution A/RES/ES-10/23 – Admission of new Members to the United Nations (State of Palestine), adopted on 10 May 2024, which determines that the State of Palestine is qualified for UN membership under Article 4 of the UN Charter and recommends that the Security Council reconsider its admission. It also outlines enhanced rights and privileges for Palestine as a non-member observer State starting from the 79th session of the General Assembly.

3. EVALUATION BACKGROUND

This evaluation was commissioned by the International Labour Organization (ILO) and conducted between June and September 2025. It was designed to serve two primary purposes: **accountability** and **institutional learning**. On the one hand, it assesses the extent to which the Decent Work Programme (DWP) 2023–2025 and the Emergency Response Plan (ERP) delivered on their stated commitments. On the other hand, it generates actionable insights to inform the design of the next DWCP for the State of Palestine, including lessons learned, good practices, and strategic recommendations.

The scope of the evaluation includes the DWP and ERP as programmatic frameworks, as well as a set of clustered strategic projects funded through RBSA and Kuwait:

- Strengthened Tripartite Institutions and Social Dialogue Processes for Improved Socioeconomic Response to the Impact of the COVID-19 Pandemic (PSE/20/01/RBS – 107938)
- Facilitating Economic Recovery and Labour Rights in the OPT (PSE/24/01/RBS – 109566)
- Strengthening Capacity of Employers and Workers Organisations for Crisis Response (PSE/24/02/RBS – 109812)
- Support to the Development of Employment Policies in the OPT (PSE/17/51/KWT – 106278)
- Labour Market Governance, Social Dialogue and Labour Administration in OPT (PSE/22/02/KWT – 108806)
- Establishing an Independent Social Security Institution for Private Sector Workers and their Families (PSE/23/01/KWT – 109347)

These interventions were selected based on their strategic alignment with the DWP and ERP and their contribution to core thematic areas: employment, social protection, and labour governance. The evaluation also considers the broader implementation context, including the humanitarian crisis triggered by the October 2023 war in Gaza and the evolving political status of Palestine as a non-member observer State at the ILO.

The evaluation covers the period from January 2023 to September 2025 and activities in Gaza and the West Bank. It includes both field-based and remote data collection. It was conducted by an international consultant (Aitor Pérez, ECOPER) and a national consultant (Amer Madi), under the oversight of the ILO Regional Office for Arab States (ROAS) and the ILO Evaluation Office (EVAL). Stakeholder participation was central to the process, with contributions from tripartite constituents, implementing partners, donors, and UN agencies. The evaluation team acknowledges the valuable support provided by ILO staff in Jerusalem and the broad access to documentation and informants that enabled timely and comprehensive analysis.

4. CRITERIA AND QUESTIONS

The evaluation is structured around the six standard OECD/DAC evaluation criteria—**relevance**, **coherence**, **effectiveness**, **efficiency**, **sustainability**, and **impact**—as well as a seventh dimension focused on **future design considerations**. These criteria are applied to both the DWP and ERP, with attention to their strategic alignment, operational performance, and contribution to national development goals.

Each criterion is addressed through a set of evaluation questions, which were refined during the inception phase to ensure clarity, focus, and feasibility. The final framework includes **20 ex post evaluation questions** and **8 forward-looking questions**, grouped as follows:

- **Relevance (R)**: Alignment with national strategies, responsiveness to constituent needs, adaptability to crisis, and evaluability.
- **Coherence (C)**: Integration within the UN system, alignment between DWP and ERP, and consistency across funding modalities.
- **Effectiveness (E)**: Achievement of outputs and outcomes, integration of cross-cutting issues, policy influence, and partnership performance.
- **Efficiency (F)**: Management, coordination, timeliness, and resource mobilization.
- **Sustainability (S)**: Capacity-building and ownership by national institutions and constituents.
- **Impact (I)**: Long-term social, economic, and institutional changes.

Cross-cutting themes such as **gender equality**, **social dialogue**, **international labour standards**, and **environmental sustainability** are integrated throughout the evaluation questions and analysis. The evaluation also considers the medium- and long-term effects of capacity development initiatives, in line with ILO guidance on results-based management stakeholder engagement.

Table 1. Evaluation questions

Code	Short Name	Full Question
R1	Priorities	What is the added value of the DWP and the ERP, in terms of alignment to national strategies and responsiveness to the priorities of tripartite constituents, key development partners, and the needs of vulnerable groups?
R2	Adaptability	How have the DWP and ERP adapted to evolving socioeconomic challenges and emergency situations such as the 2023 conflict? What design mechanisms enabled this adaptability?
R3	Design	Are the various ILO activities implemented during the evaluation period consistently identified and designed to respond to ILO priorities and the needs of constituents, as articulated in the DWP and ERP?
R4	Evaluability	To what extent did the DWP and ERP incorporate a results-based approach (with indicators, targets, and monitoring and evaluation systems), and how do their respective RBM frameworks compare?
C1	UN Coherence	To what extent is the DWP coherent with the broader UNCT framework and the development cooperation sector in Palestine, and how does the DWP enhance ILO's comparative advantage and external coherence?
C2	ERP Integration	How well is the ERP integrated within the DWP framework and aligned with its strategic priorities, particularly in relation to the Humanitarian-Development-Peace (HDP) Nexus, and how do they contribute to social cohesion and broader systemic change?
C3	Project Alignment	To what extent are projects implemented under different funding modalities (e.g., RBSA, Kuwait-funded, DC-funded) coherent and aligned with the strategic priorities of the DWP?
E1	Programme Achievements	To what extent have the expected outputs and outcomes of the DWP and ERP been achieved? What are the main reasons for achievement and non-achievement, including bottlenecks at political, technical, and operational levels?
E2	Project Achievements	What specific achievements can be attributed to strategic projects funded under the RBSA and through the partnership with Kuwait, and how have these contributed to the outcomes of the DWP and ERP?
E3	Cross-cutting Issues	To what extent have cross-cutting issues—such as international labour standards, social dialogue, gender and inclusivity, and environmental sustainability—been effectively integrated into the implementation of the DWP and ERP, and to what extent have they contributed to tangible results?
E4	Policy Reform	How has the ILO maintained the implementation of key policy reform priorities outlined in the DWP during the crisis response, taking into account the perspectives of tripartite constituents?
E5	Partnerships	How effective have the partnerships been in supporting the implementation of the DWP and ERP among tripartite constituents, the ILO, and other partners?
E6	Modalities	What approaches, funding modalities, and delivery mechanisms have been more effective in addressing both immediate and long-term labour market challenges in the OPT?
F1	Management	How well are the DWP and ERP implemented, managed, coordinated, monitored, and reported on? Have ILO interventions proven to be cost-effective in this context and from a comparative perspective?
F2	Collaboration	To what extent has the ILO demonstrated the capacity to guide the implementation of the DWP and ERP through collaboration and effective partnerships, and what arrangements have proven most efficient?
F3	Timeliness	Have the results been achieved in a timely manner?
F4	Resources	Were resources (human resources, expertise, funds, etc.) adequately mobilized across priorities and used strategically to achieve the broader outcomes of the DWP and ERP? How do resource mobilization strategies compare between the DWP and ERP?
S1	Capacities Built	Has the DWP, together with the ERP, strengthened the capacity of constituents and national institutions and created an enabling environment (policies, laws, skills, attitudes, emergency responsiveness, etc.) in a sustainable manner?
S2	Ownership	What is the level of ownership from tripartite constituents and other stakeholders in the design, implementation, and monitoring of the DWP and ERP?
I1	Impact	What are the long-term intended and unintended social, economic, and/or political changes to which the DWP and ERP have significantly contributed or have the potential to contribute?

In addition to the evaluative questions, a series of questions on Future design (D) were added to the evaluation matrix. These facilitated the identification of lessons learned, adaptive mechanisms, strategic priorities, and enabling conditions for the next DWCP.

Table 2. Forward-looking questions integrated in the evaluation methodology

Code	Short Name	Full Question
D1	Lessons learned	What key lessons learned, and good practices have emerged from the implementation of the DWP and ERP that can inform future programming?
D2	Successful examples	What examples demonstrate successful course correction or innovation to adapt to contextual changes and unforeseen challenges?
D3	Adaptative management	What mechanisms can be strengthened or introduced to ensure continuous learning and adaptive management in future programme cycles?
D4	Crisis anticipation	How can the next DWP better anticipate and respond to future crises and emerging needs of tripartite constituents while maintaining a focus on long-term decent work and enhancing the HDP nexus?
D5	UN reform and strategic shifts	What priority areas and strategic shifts should be considered in the development of the next DWCP, including opportunities for scaling up programming and leveraging UN Reform processes?
D6	Delivery approaches	What delivery approaches, or institutional arrangements need to be built into the next DWP to enhance its relevance, effectiveness and sustainability?
D7	Enabling conditions	What are the most important enabling conditions for ILO work successful implementation that should be sought in the next DWCP?
D8	Institutional and funding environment	How might the ILO in Palestine best seize upon opportunities and address challenges in the institutional and funding environment?

5. METHODOLOGY

This evaluation applied a mixed-methods approach to ensure triangulation and analytical depth. The methodology was designed to respond to the evaluation questions outlined in the inception report, aligned with ILO standards and discussed with the evaluation manager and ILO staff in Jerusalem. ILO constituents were informed in advance of the evaluation goals, scope and questions.

Document review

The document review was conducted in two phases. First, a strategic review covered approximately **25 strategic documents** including contextual information and strategics frameworks of the State of Palestine, ILO and the UN (see Annex III). These sources provided the normative and institutional context for assessing programme alignment and strategic coherence.

A second review covered approximately **50 operational documents**, including project documents and concept notes, progress and final reports, evaluations, and monitoring data from RBSA-funded, Kuwait-funded, and other donor-supported interventions.

Project portfolio analysis

To complement the document review, a structured project portfolio analysis was conducted. A **standardized template was circulated** among ILO project coordinators to capture project-level results across goal, outcome, and output indicators. The template also collected qualitative insights on sustainability, lessons learned, and institutional partnerships. This exercise enabled aggregation of results and identification of patterns across clustered interventions.

The project portfolio analysis also provided **consolidated data** on partnerships, tripartite engagement, thematic alignment, and budget allocations. In addition, official development assistance (ODA) statistics were used to conduct a comparative analysis of ILO operations in Palestine, using 2023 as the reference year.[9] This helped assess ILO's positioning within the broader development cooperation landscape.

Interviews

A total of **44 key informant interviews** were conducted, achieving an equal gender distribution (50% male and 50% female). Participants were selected through a purposive sampling strategy to ensure a comprehensive overview of the all the DWP and ERP thematic areas and multiple institutional perspectives, including ILO staff from country, regional and global offices, tripartite constituents, implementing partners, donors, and UN agencies. This approach added significant value by enabling the triangulation of data across different stakeholder types. The deliberate effort to achieve gender parity in these interviews was a core component of the evaluation's gender mainstreaming strategy, ensuring that both

[9] Creditor Reporting System | OECD

male and female perspectives at the policy and implementation levels were equally represented. All interviews followed semi-structured protocols aligned with the evaluation matrix. (See Annex IV.)

Focus group discussions

Furthermore, four Focus Group Discussions (FGDs) were conducted with a total of **30 downstream actors and direct beneficiaries**, including representatives from employers' organizations, trade unions, agricultural NGOs, and ERP employment hosting institutions. The purpose of the FGDs was to gather firsthand accounts of the programme's potential impact and operational realities. While the evaluation team actively sought gender-balanced participation, the final composition (73% male and 27% female) reflects the prevailing gender distribution in the specific sectors and roles from which participants were drawn. The evaluation team ensured that the facilitation methods created a conducive environment for all participants to voice their opinions freely. (See Annex IV.)

Limitations and mitigation

The evaluation covered a **set of interlinked but distinct programmatic units**: the DWP 2023–2025, the ERP, and a group of strategic projects funded through RBSA and Kuwait.

To address this complexity, the evaluation focused on the overall ILO work in Palestine during 2023–2025, while providing accountability at both programme level (EQ E1) and project level (EQ E2). The relationship between programme performance and flexible project funding is analyzed throughout the report, including in sections on effectiveness, efficiency, and sustainability.

Additionally, the evaluation encountered a **lack of centralized monitoring data and reporting** mechanisms at the programme level. Given the project-based structure of ILO operations in Palestine, the evaluation team conducted a structured portfolio analysis. This included the circulation of a standardized template to project managers to collect data on achievements, outputs, and implementation modalities. This enabled aggregation of results and identification of patterns across clustered interventions.

The evaluation lacked access to programme-level financial statements and benchmarks to assess cost-effectiveness across interventions. This constrained the ability to **compare resource use and delivery outcomes**. The evaluation relied on feedback from project staff and implementing partners, supported by a review of project progress reports and evaluations. These sources were used to compare collaboration arrangements and delivery modalities within ILO interventions but did not assess cost-effectiveness *strictu sensu*. It should be noted that a question on cost-effectiveness was added to the efficiency section (EQ F1) at a late stage of the evaluation design without a dedicated research strategy to obtain comparable data on costs and outputs.

6. FINDINGS

This section presents the findings of the evaluation, organized according to the standard OECD/DAC evaluation criteria: relevance, coherence, effectiveness, efficiency, sustainability, and impact. Each criterion is addressed through a set of evaluation questions, as defined in the inception report. To avoid redundancy and improve analytical clarity, some questions have been merged due to thematic overlap:

- R2 and C2 on ILO adaptability to crisis and ERP integration in broader ILO and UN work in Palestine.
- R3 and C3 on project design and project alignment with programmes.
- E5 and E6 on partnerships and implementation modalities.
- E4 and I1 on policy reform and impact
- F1 and F2 assess management and collaboration.
- F3 and F4 assess timeliness and resources.

Conversely, question E1 on achievements has been broken down into two subcomponents to enhance analytical depth:

- E1.1 provides a descriptive overview of programme achievements.
- E1.2 analyzes the factors enabling and limiting achievements.

6.1. Relevance (R) and coherence (C)

6.1.1. Priorities (R1)

What is the added value of the DWP and the ERP, in terms of alignment to national strategies and responsiveness to the priorities of tripartite constituents, key development partners, and the needs of vulnerable groups?

The DWP and ERP have demonstrated strong alignment with national strategies and responsiveness to constituent priorities, particularly in employment, governance and social protection. Their added value lies in reinforcing state-building efforts through tripartite dialogue, technical assistance, and system-based delivery.

Alignment with national strategies and state-building goals

The DWP was widely recognized by government institutions, social partners, and development agencies as a strategic framework aligned with the NES and the UNSCDF.[10] It supported institutional reform in employment and social protection and reinforced the ILO's normative mandate.[11] Government officials emphasized its contribution to national

[10] The National Employment Strategy 2021–2025 emphasizes reducing unemployment, strengthening labour market governance, and expanding youth and women's employment, while the UNSDCF 2023–2025 sets four strategic priorities—Prosperity, People, Peace, and Partnership—that directly map onto the DWP pillars.

[11] The National Employment Strategy 2021–2025 and the Social Development Sector Strategy (2024–2029) both emphasize governance reforms and expansion of social protection, providing the policy space in which the DWP reinforced ILO's normative role.

capacity building, while social partners affirmed its relevance in promoting labour rights and inclusive policy dialogue.

The ERP was developed by the ILO to capture the full scope of its work in the aftermath of the Gaza crisis, serving multiple purposes including resource mobilization. It was presented at a donor conference and successfully used to pool funds for the adaptation and expansion of ILO activities during the emergency. While donor-oriented in its framing, the ERP effectively leveraged existing DWP partnerships and thematic priorities to respond to urgent needs. Its activation was made possible by strong institutional relationships, particularly with tripartite constituents, which were implementing partners of the ERP. Within the ERP, the emergency employment scheme stands out for use of national systems and the engagement of local and national authorities to improve service delivery and offer short-term employment to unemployed and displaced workers in a context of humanitarian emergency.

Responsiveness to evolving needs and vulnerable groups

The ERP demonstrated responsiveness to the evolving needs of tripartite constituents, particularly in the immediate aftermath of the Gaza crisis. Employers received support for business continuity, including the release of shipping containers and wage subsidies. Trade unions were engaged in the design and delivery of emergency assistance to stranded workers from Gaza, including stipends and in-kind support.

Within recovery, emergency employment schemes were designed and implemented through the PEF. These schemes targeted sectors identified in consultation with constituents, and included criteria for worker selection, wage setting, and implementation modalities.

The ERP and DWP also addressed the needs of vulnerable groups, though with varying depth and consistency. The ERP's emergency employment schemes reached displaced workers and those affected by movement restrictions in response to social partners demands. In the longer term, the DWP has supported a social protection reform sensitive to different vulnerabilities along the life cycle and has already introduced entitlements for older persons and persons with disabilities.[12] As for the DWP employment pillar, disability inclusion has not yet received enough attention, unlike gender equality, which was systematically sought in employment interventions.

The added value of the DWP and ERP as programming tools

The added value of the DWP lies primarily in its symbolic and strategic function. It provides a shared narrative for the ILO's institution-building efforts in Palestine and serves as a reference point for collaboration with the government and social partners. Tripartite constituents recognized the DWP as a framework that affirmed their roles and priorities, reinforcing national ownership and policy legitimacy. However, the DWP did not fully function as a programming tool—either because it was not conceived with a detailed

[12] The MoSD introduced life-cycle allowances in 2024 with Cabinet endorsement, supported by ILO- and EU-funded Nexus projects, pointing to a shift from the long-standing poverty-targeting approach.

operational structure, or because its implementation was disrupted by the outbreak of the Gaza crisis.

In contrast, the ERP demonstrates more features of a programming tool. Its components were more specific than the DWP, offering a pipeline of concrete interventions; it came along with financial prospects, which were not fully realized but were effective for resource mobilization; and it has been followed up with regular reporting and monitoring to donors and stakeholders.

6.1.2. UN Coherence (C1)

To what extent is the DWP coherent with the broader UNCT framework and the development cooperation sector in Palestine, and how does the DWP enhance ILO's comparative advantage and external coherence?

The DWP was built on previous ILO experience in Palestine and national strategies to which the ILO contributed, while explicitly articulated around the UNSDCF Prosperity, People and Peace components. Technical expertise and normative authority further position the ILO within the broader UN family, while its insertion in the humanitarian architecture remains challenging.

An extended UN family with blurred boundaries

The ILO's technical and normative added value in labour-related issues is widely recognized by partners, particularly for its position within tripartite dialogue and the enhancement of tripartite constituents' capacities. Coherence is further enhanced through a DWP that was formulated in consultation with the UN Country Team (UNCT), with indicators mapped to the outcomes of the UNSDCF, reflecting strong alignment with the broader UN development framework.

However, the UNSDCF encompasses the work of over 20 UN agencies operating in Palestine, many of which have overlapping mandates and compete for visibility and donor resources. ILO staff reported several instances where other UN entities encroached on the ILO's exclusive mandates or overlooked its longstanding expertise in the country. Donors also noted that this institutional crowding creates confusion regarding the division of labour within the UN system. The ILO's visibility and resource mobilization potential are particularly challenged in areas where larger agencies dominate the operational landscape—such as social protection and agricultural development, the latter being a sector where the ILO engages through cooperative development.

Social protection: a contested but strategic space

Social protection involves multiple actors with substantial budgets and delivery capacity, including UNICEF, WFP, and UNRWA. This makes it a particularly challenging area for UN coherence and for advancing a reform agenda in line with social security standards, as sought by ILO. Despite this, the MoSD and informed observers consistently praised the ILO's unique normative and technical role in reforming existing programmes, modernizing institutional frameworks, and laying the groundwork for a future rights-based, life-cycle social protection system.

The EU-funded Nexus projects have helped consolidate this role, forging a strategic alliance between the ILO and UNICEF. While UNICEF leads on digital cash delivery and humanitarian implementation, it shares the ILO's vision for universal entitlements and systemic reform. This partnership has enabled coordinated policy dialogue with government counterparts and positioned both agencies as co-leaders in the transition from emergency aid to nationally owned social protection (see achievements in Section 6.2.3).

Employment: clear leadership, evolving priorities

The ILO plays a central role in employment coordination in Palestine, serving as the technical lead of the Labour Working Group and the main UN counterpart of the MoL. This coordinating role is reinforced by the ILO's engagement in employment governance, labour market analytics, and institutional partnerships, which provide a framework for aligning with national strategies and UN system priorities. The ILO's technical leadership is widely acknowledged in policy dialogue and strategic planning, though its influence within the Working Group is shaped by the evolving interests and priorities of the development cooperation community.

Employment has long been a central pillar for all donors in Palestine, whether explicitly or implicitly, encompassing support to TVET, livelihood development, and entrepreneurship. In recent years, donor attention has shifted toward employment creation, although the Gaza crisis redirected much of this focus toward humanitarian response. Within this context, the ILO's emergency employment work—particularly through its partnership with the PEF—has consolidated its role as a key actor in employment programming, even if under-acknowledged among humanitarian actors (see 6.1.3). Looking ahead, employment is expected to regain prominence, with increased funding anticipated from EU donors[13] through grants and loans, and budget support to the PA, an opportunity for the ILO to enhance its role in employment programming.

Other sectors: unclear positioning and diluted mandate

In sectors such as agriculture and cooperative development, the ILO's perceived added value lies primarily at the policy level. Its technical tools and policy influence—particularly in labour governance—are appreciated more than its direct contributions to production or marketing. The project document review shows that not all projects include a policy component, and some implementing partners noted that the ILO did not consistently engage in national and local consultation for sector-specific downstream work, as it typically does in labour policy. This suggests a need for clearer strategic positioning and more consistent stakeholder engagement in non-traditional sectors.

6.1.3. Adaptability (R2) and ERP Integration (C2)

How have the DWP and ERP adapted to evolving socioeconomic challenges and emergency situations such as the 2023 conflict? How well is the ERP integrated within the DWP framework and aligned with its

[13] See, for instance, European Commission announcement of multiannual programme for Palestinian recovery and resilience and previous Team Europe Initiative on Green Growth

strategic priorities, particularly in relation to the Humanitarian–Development–Peace Nexus?

The ERP was activated as a necessary and timely adaptation to the crisis in Gaza and the West Bank, and its design was broadly aligned with the strategic priorities of the DWP. While the ERP preserved thematic continuity and leveraged existing partnerships, perceptions of its role diverged among stakeholders.

Adaptation to crisis conditions

The ILO pivoted from long-term labour market development to emergency response by repurposing flexible funding (notably RBSA and Kuwait), setting up a multidonor fund and activating partnerships with the PEF and social partners. This allowed for the rapid deployment of assistance to workers and businesses directly hampered by the crisis, the monitoring of labour market development through primary and secondary data collection and analysis and the deployment of emergency employment schemes support. The ERP also built on existing thematic tools, such as the shock-responsive social protection protocol co-developed with the MoSD, UNICEF, and Oxfam.

Divergent views on ERP integration in DWP

However, the urgency of the crisis and donor-driven timelines limited initial consultation with constituents. ILO staff expressed mixed views on the relationship between the ERP and the DWP. Regional and headquarters staff described the ERP as a continuation or "DWP 2.0," built on existing structures and aligned with strategic pillars. In contrast, some staff in Palestine and external partners viewed the ERP as a parallel or even conflicting programming instrument. They noted that the prominence of the ERP risked sidelining tripartite structures and diluting the DWP's long-term reform agenda.

This said, tripartite constituents acknowledged consultations and room for participation in the design and implementation of the various ERP components. Moreover, external observers point to the emergency employment scheme through the PEF as a unique case of international support to emergency response in Gaza through the PA.

Substantively, the ERP remained within the orbit of the DWP. In employment, it adapted the DWP's promotion logic to crisis conditions. In social protection, the ERP initially aimed to support emergency cash transfers aligned with the ILO's previous technical advice to the MoSD on transitioning from poverty-targeted assistance to lifecycle-based entitlements. This would have built on the DWP's reform agenda and provided proof of concept for leveraging national systems during crises.

However, the implementation of this innovative component was ultimately hindered by several converging factors. The first challenge stemmed from the significant sensitivities around the political situation, which created practical and political obstacles to channeling funds through national systems for programming in the Gaza Strip. Furthermore, there was a lack of precedent and established mechanisms among key humanitarian donors and agencies for using Palestinian Authority systems for cash aid delivery in Gaza, leading to a preference for established UN and NGO channels. This challenge was compounded by

lower-than-expected resource mobilization for the ERP as a whole, and a clear request from the Ministry of Labour to concentrate available resources on employment recovery.

Amid these constraints, a consensus emerged among stakeholders to prioritize the limited available funds for direct employment recovery schemes, which were seen as representing the ILO's core mandate and expertise. Consequently, this experience shed light on the perceived niche in ILO cash aid delivery, as related to employment schemes, but left unanswered questions about how to push in practice for a social protection reform that has been agreed to in theory.

Finally, the ERP also built directly on DWP foundations in analytical and normative work. First, embedding OSH and labour rights in cash-for-work coordination, and secondly, further collaborating with the PCBS on post-crisis labour surveys.

Integration with the broader humanitarian response and HDP Nexus

The ILO's engagement in a humanitarian response through employment schemes was a notable adaptation to crisis conditions, but it also raised questions about its positioning within the existing humanitarian architecture. While the ERP's use of national systems and emphasis on institutional resilience aligned well with the Humanitarian–Development–Peace Nexus, its integration into humanitarian coordination mechanisms was limited, and the ERP's employment schemes were not embedded in the cluster system.

Some humanitarian actors criticized the ILO's role, noting that it is not a humanitarian agency and that its interventions operated in parallel to larger poverty-targeted cash aid schemes delivered by the UN and non-state actors. However, qualified UN informants viewed the ILO's recovery-oriented intervention as fully consistent with the HDP Nexus and a necessary anticipation of the recovery efforts that soon dominated the development cooperation landscape. International observers also pointed out that the ERP's unique cash-for-work model was later adopted by other donors prioritizing recovery, such as Enabel and the Islamic Development Bank, thus offering one model of a larger scale of ILO efforts as recommended by the ILO Governing Body. On this note, the ERP has included an assessment and capacity-building work to enhance the PEF, PGFTU and PFCCIA in recovery efforts, envisaging the PEF as the leading and coordinating national agency in this domain.

In addition to its operational role, the ILO has contributed to the HDP Nexus through normative work and technical guidance. Its labour market assessments, wage-setting tools, and policy briefs have informed both national planning and donor strategies. The Office is currently developing guidelines for C4W to be adopted by the Cash Working Group led by OCHA, as well as a wage valuation tool to guide the setting of wage levels in emergency employment schemes. These efforts aim to embed decent work principles into standards and agreements for humanitarian coordination.

The ILO's limited integration into humanitarian coordination platforms in Palestine reflects broader institutional challenges in aligning its normative mandate with emergency response mechanisms. While the DWP's review pillar—focused on labour market analytics and evidence-based recovery planning—has been widely recognized for its relevance and coherence, the Organization's humanitarian insertion remains difficult. In this context, **ILO**

Recommendation No. 205 on Employment and Decent Work for Peace and Resilience[14] provides strategic guidance for crisis response, affirming the role of employment and social protection in recovery and resilience-building. It reinforces the legitimacy of the ILO's analytical and institutional support during emergencies. However, the Recommendation does not clarify how the ILO should engage in direct cash aid delivery, particularly under relief or recovery modalities, leaving operational choices—such as the scope of cash-for-work or emergency stipends—open to interpretation and negotiation with humanitarian actors and national institutions.

6.1.4. Project design (R3) and alignment (C3)

To what extent are projects implemented under different funding modalities coherent and aligned with the strategic priorities of the DWP? Are the various ILO activities consistently identified and designed to respond to ILO priorities and the needs of constituents?

While broadly aligned with DWP thematic areas, design processes varied in quality, and donor-driven structuring sometimes limited strategic alignment. Projects funded under flexible modalities—particularly ERP, Kuwait and RBSA—were coherent with DWP priorities and allowed the ILO to respond to emerging needs while maintaining thematic continuity.

A diverse but coherent project portfolio

The project document review shows that the ILO portfolio in Palestine includes 16 projects, of which 5 were launched before the Decent Work Programme (DWP), 3 during its initial phase, and 8 under the emergency including the ERP. Out of these, 14 projects are explicitly aligned with one or more DWP outcomes, indicating strong strategic coherence. However, only one project shows explicit adaptation to ERP priorities, suggesting that emergency programming has not been systematically integrated into the broader programme framework.

Documentary evidence shows that employment is the dominant theme, addressed by 11 projects (69 %). Within employment, subtopics include general employment governance (25 %), youth employment (19 %), MSME support (13 %), and cooperative development (13 %). Social dialogue is the second most common theme, present in 6 projects (38 %), focusing on tripartite cooperation, labour law reform, and institutional dialogue mechanisms. Social protection is addressed in 4 projects (25 %), primarily through system reform and cash transfer mechanisms within the HDP Nexus.

Analysis of the project portfolio reveals that identification processes are often unclear or undocumented. Specifically, 62.5% of projects do not specify how they were conceived. Only 25% were developed through consultations with constituents or aligned with national strategies such as the National Employment Strategy (NES), and 12.5% were triggered by

[14] ILO. *Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)*. Adopted by the International Labour Conference at its 106th Session. This Recommendation provides normative guidance for ILO's engagement in crisis contexts, emphasizing employment, social protection, and resilience, but does not specify modalities for cash aid delivery.

crises like COVID-19 or the Gaza war. No projects explicitly reference donor-led identification or follow-up phases, although some imply continuity with previous initiatives.

Alignment across funding modalities

In terms of flexibility, Kuwait funding acts as core funding for the Jerusalem Office to strategically advance programmes; ERP and RBSA are multi-donor funds that give ILO offices a high degree of strategic freedom, for instance, when it comes to reallocate funding; and the rest are project finance, subject to strict donor rules and agreements.

RBSA and Kuwait-funded projects enabled the ILO to deliver results in both institutional reform and emergency employment. These modalities allowed for internal reallocation and strategic adaptation, as seen in the repurposing of RBSA projects during the Gaza crisis. Kuwait funding supported core initiatives such as the reactivation of the Palestinian Social Security Corporation and the development of a National Action Plan for Employment. In contrast, rigid donor frameworks—such as those tied to specific deliverables, short implementation timelines, or strict regional agendas—were seen as less adaptable and often misaligned with DWP priorities. Regional projects on formalization and youth NEETs, while relevant, did not always reflect the most pressing needs and priorities of Palestinian constituents.

Design quality was strongest in projects grounded in long-standing collaboration, such as cooperative reform with the CWA and social protection with the MoSD. These initiatives benefited from prior institutional relationships and thematic continuity. However, other projects—particularly those developed under time pressure or donor influence—lacked structured consultation and strategic prioritization.

6.1.5. Evaluability (R4)

To what extent did the DWP and ERP incorporate a results-based approach (with indicators, targets, and monitoring and evaluation systems), and how do their respective RBM frameworks compare?

Evaluability was weak at the programme level. While individual interventions included indicators and monitoring mechanisms, the overall frameworks lacked coherence, visibility, and integration.

Project-level monitoring and evaluation

Some DWP components funded through specific projects—such as the EU-supported Nexus programme—were embedded in results-based management frameworks with clear indicators and reporting structures. Several projects under the DWP and ERP have been evaluated, including projects funded by the EU, Japan and Italy.[15] These evaluations provided useful insights into project performance, relevance, and sustainability, and followed ILO's evaluation standards.

[15] "Social dialogue for formalization and employability in the Southern Neighbourhood Region (SOLIFEM); Support Programme for Palestine (CSP-OPT); Strengthening nexus coherence and responsiveness in the Palestinian social protection sector.

Interviews and documentary review also confirmed that ERP interventions included basic metrics for beneficiaries, wages paid, and institutional impact, supported by ILO consultants. This concerned mainly the emergency employment component, although ERP monitoring reports progressively covered more ILO projects and became a de facto programme-level tool to communicate and report on ILO work in Palestine.

However, these examples remain mostly project-specific and are not aggregated at the programme level. The DWP was not finalized according to ILO sources: although signed by constituents, it was not published nor completed with a results matrix and reporting system. Consequently, the DWP lacked a centralized monitoring system and did not assign overarching M&E responsibilities or define mechanisms for integrating project-level findings. In contrast, the ILO Jerusalem Office does contribute to aggregated reporting on the UNSDCF and the ILO Programme and Budget.

Evaluability, visibility of results and resource mobilization

Reliance on donor-funded projects for human resource coverage and organizational siloes further limit M&E at programme level. The DWP does not count on a dedicated budget at the time of its design and relies on future partnerships and resource mobilization by various layers of the ILO—global, regional, and national. This may explain why the programme was not fully operationalized, but it does not preclude the ILO Jerusalem Office from setting financial targets by thematic area, maintaining a project pipeline, and conducting strategic analysis of funding opportunities. These elements could help balance donor alignment with strategic priorities.

Moreover, development partners and researchers also called for greater visibility of results, suggesting possibilities for expanded partnerships based on more regular communication and networking activities. A centralized results framework and aggregated reporting could help communicate delivery against stated results and ILO mandated areas and demonstrate cumulative impact and strategic coherence. Suggestions for improvement include investing in M&E capacity, aligning reporting systems across platforms, and organizing workshops for learning, networking and partnership exploration. In other words, by improving evaluability, ILO results at country and programme level can be better showcased, and donors funding could be more strategic and less project driven, which would in turn overcome a project-based labour and monitoring structure.

On this note, a recent review commissioned by ILO EVAL at headquarters level, indicate that evaluability challenges in the Palestine DWP closely mirror systemic issues identified in the global synthesis review of DWCPs. This review underscores the absence of finalized results matrices, SMART indicators, and baseline data significantly hampers evaluability of DWCPs worldwide. Similarly, resource mobilization and DWCP communication is generally underdeveloped.[16]

[16] ILO (2025). What works and does not and why in Decent Work Country Programmes 2020–2024? A synthesis review of DWCPs Country Programme Reviews and High-level Evaluations. Draft Report v.1, 12 June 2025. Prepared by Mel Cousins for the ILO Evaluation Office (EVAL).

6.2. Effectiveness (E) and Impact (I)

6.2.1. Programme achievements (E1)

To what extent have the expected outputs and outcomes of the DWP and ERP been achieved?

Despite difficulties in assessing ILO performance in Palestine at the programme level due to evaluability limitations discussed above, evidence from the project portfolio shows interlinked progress of the DWP and ERP in the areas of employment and social protection. While the crisis has stalled institutional developments in social dialogue, it has also highlighted the unique and valuable role of the ILO in providing timely and credible labour market analysis.

Caveat on programme-level performance and dual frameworks

A key limitation in assessing overall achievements under the DWP 2023–2025 is the lack of aggregated data at the programme level as described in the previous section. This limitation is compounded by the coexistence of two umbrella frameworks. Yet individual project reports and evaluations provide useful insights into outputs and outcomes, and these have been consolidated through a project portfolio analysis, including the circulation of project result templates among ILO project coordinators.

Employment achievements under the prosperity and recovery components

Projects under the **DWP Prosperity component** delivered tangible results in cooperative development, and enterprise support. The cooperative sector benefited from multi-level interventions that strengthened institutional frameworks, including the update and endorsement of the Cooperative Sector Strategy (2023–2029) and the development of a Cooperative Audit Manual, while piloting new cooperative models, or engaging in value chain development and marketing.

In parallel, the formalization agenda was advanced through the SOLIFEM project, which used social dialogue to address informality in sectors such as garment and childcare, combining diagnostics, training, and awareness campaigns.

In the framework of the ERP, under the **Relief** pillar, some activities were implemented to limit employment destruction. These included logistical support to businesses, such as the facilitation of the release of over 130 shipping containers held in Israeli ports, and wage subsidies for workforce reactivation, worker retention, or job placement in MSMEs, benefitting over 450 workers for 6–8 months.

The most significant employment intervention under the ERP was delivered through its **Recovery** pillar, which focused on employment promotion and institutional resilience. Under this pillar, the ILO deployed a **large-scale emergency employment scheme** in partnership with the PEF. This intervention reached beneficiaries in Gaza and the West Bank, creating 1,245 short-term jobs, equivalent to 112,050 workdays. The scheme was designed to respond to urgent labour market needs while reinforcing national systems and

capacities. Under the ERP, ILO also led the development of SOPs for Cash-for-Work and established five Planning and Community Partnership Councils (PCPCs) in Gaza to link short-term employment with longer-term social assistance.

While upstream stakeholders widely recognize the ILO's effectiveness in rapidly setting up an emergency employment scheme through national institutions and local actors, downstream partners and implementation actors have raised concerns about operational bottlenecks limiting effectiveness in delivery. Informants reported uneven geographic outreach, delays in wage payments and in procuring personal protective equipment and materials necessary for work, affecting both safety and productivity. These delays were related to slow procedures and weak coordination within implementing partners, particularly in Gaza.[17]

Additionally, several informants referred to the short duration of emergency employment contracts. These were typically limited to three months, which was considered insufficient for meaningful impact or continuity.

Social protection and Relief

Social protection work under the DWP contributed to a shift from poverty-based to life-cycle-based allowances, with Cabinet endorsement and a high stakeholders' recognition of the ILO technical expertise and systemic approach in this area. Allowances for the elder and persons with disabilities were introduced, and efforts are ongoing to introduce a child allowance. Institutional coordination was strengthened through the creation of the SPCVA Thematic Working Group and the 3SSN Task Force, which aligned humanitarian and development actors. The ILO promoted, co-chaired and actively facilitated these coordination mechanisms, and it was praised by the MoSD and some development partners for its technical and convening role in aligning humanitarian and development actors. These efforts were supported by the Nexus programme with EU funding and participation of UNICEF, which led the development of a shock-responsive social protection protocol based on seminal assessments of national and local level systems.

Following the outbreak of the Gaza crisis, through partnerships with PGFTU and PFCCIA, the **ERP Relief** component distributed 75,000 hot meals and 18,000 clothing kits to vulnerable workers. The ILO also engaged in emergency cash assistance coordination, building on its previous work in social protection. Yet initial plans to engage in the implementation of emergency cash modalities aligned with the ILO and MoSD vision of social protection were discarded (see section 6.1.3 on Adaptability and ERP integration).

[17] Nonetheless, the intervention is ongoing and its final impact on workers, households, and service delivery must be assessed at a later stage—ideally through a comparative perspective that considers the performance of other cash aid schemes and accounts for the difficult circumstances of humanitarian response in Gaza. This assessment should be conducted once implementation is complete and should aim to isolate the effects of the emergency employment scheme from broader humanitarian constraints, while comparing its outcomes with other emergency cash-based interventions.

Social dialogue and long-term institution building

Under the last two DWPs,[18] the ILO has supported the development of a more structured and inclusive framework for tripartite **social dialogue** in Palestine.[19] Achievements include the advancement of labour law reform through constituent consultations and the establishment of 35 sectoral committees to promote workers' rights in fragile sectors. Through the SOLIFEM project, the PGFTU was mobilized to raise awareness on formalization and labour rights, in alignment with Training of Trainers activities targeting chambers of commerce and MSMEs.

However, the October 2023 crisis has stalled progress on key policy debates, including the labour law[20] and a future Palestinian social security system. Indeed, the ERP did not include a component dedicated to adapting social dialogue to the crisis, nor was an ERP tripartite steering committee established as initially planned. However, the ILO contributed to mainstreaming tripartite engagement in emergency response design and implementation, in line with the Humanitarian–Development–Peace Nexus approach.[21] It also contributed to strengthen social partners' capacities in times of crisis through institutional assessments conducted for both PGFTU and FPCCIA and the establishment of two support units, WPAU and ESAU.

Unique and valuable research and advocacy inputs to international cooperation and diplomacy

The **ERP's review component** provided timely and widely acknowledged labour market intelligence. Labour market impact assessments were conducted in Gaza and the West Bank, and rapid analyses of employment losses and income shocks were completed. These findings informed the design and targeting of ERP interventions and supported broader recovery planning. The ILO and PCBS published the Workers and Employers Survey and five labour market bulletins, and the ILO Director General released two of his annual reports on the situation of workers in the Occupied Arab Territories to the ILC in 2024 and 2025, maintaining continuity in labour market monitoring despite the crisis. This work has been highly valued by analysts in Palestinian institutions, development agencies, and diplomatic delegations, both for aid planning and advocacy purposes.

[18] 20218-2022 DWP and 2023-2025 DWP.
[19] Under the 2018–2022 Decent Work Programme, the ILO supported social dialogue processes that led to draft reforms of the Labour Law, including provisions on gender equality, occupational safety and health (OSH), and anti-discrimination. It supported the first National Social Dialogue Conference, promoted unionization and collective bargaining—particularly among women workers in private education—and facilitated dialogue on the Palestinian Social Security Corporation (PSSC), despite the suspension of the Social Security Law.
[20] Draft pending Cabinet review.
[21] This contribution is further discussed under EQ E3 on cross-cutting issues.

Table 3. Main ILO achievements in Palestine from 2023 to 2025

		Stated goals	Key achievements
DWP	Prosperity[ii]	Enhance employment and livelihood opportunities for Palestinian women and men through job creation, enterprise development, skills training, and cooperative strengthening, with a focus on youth, women, and vulnerable groups.	Cooperative Sector Strategy (2023–2029) updated and endorsed through participatory process Cooperative Audit Manual developed and training delivered using ILO tools Strategic planning introduced across cooperative unions; CDI and CDF workplans prepared Honey and dairy value chains developed with productivity, diversification and resilience measures New cooperative types piloted, including women and youth-focused models including in childcare Digital marketing and branding improved for 10 cooperatives Diagnostic study on informality completed in garment and childcare sectors
	People[iii]	Support the development and implementation of a comprehensive social security system and extend social protection to all, including contributory and non-contributory schemes, aligned with international standards.	Life-cycle-based allowances for older persons and persons with disabilities endorsed by Cabinet Child benefit pilot in the design stage Shock-responsive social protection protocol developed and informed by national assessments Capacity-building delivered to local councils and ministry staff on rights-based social protection and emergency response Youth NEETs statistical profile and Policy and Service Mapping Review completed to support the development of a roadmap for promoting employment of youth NEETs
	Peace[iv]	Strengthen labour governance and the realization of fundamental rights at work through legal reform, improved labour inspection, and institutionalized social dialogue mechanisms.	Continued discussion around Labour Law reform advanced (draft pending Cabinet review) 35 sectoral committees established to promote workers' rights in fragile sectors Awareness campaigns and training delivered on formalization and labour rights through PGTFU Training of Trainers and enterprise-level training delivered to 11 chambers and 50 MSMEs Support to PGFTU and sectoral unions including through the launching of awareness campaigns on entitlements and grievance mechanisms

[i] The information in this table is based on a structured portfolio analysis of 16 ILO projects implemented in Palestine between 2022 and 2025. Data was compiled from completed project templates, annual and final reports, and rapid assessments conducted by ILO staff. Projects were grouped by thematic area and programme component, and achievements were extracted by reviewing reported outputs and outcomes.

[ii] This pillar includes projects focused on cooperative development: Access to Markets for Cooperatives (Spain), Cooperative Support Project (Italy), Inclusive Market Systems for Cooperatives (JSB–Japan), and some aspects of the Social Dialogue for Formalization and Employability in the Southern Neighbourhood Region (SOLIFEM).

[iii] This pillar includes projects aimed at strengthening social protection governance, expanding life-cycle-based allowances, and supporting contributory reform. This includes the EU Social Protection Governance – Nexus I and EU Social Protection Governance – Nexus II projects, as well as the Kuwait-funded intervention on the Reactivation of an Independent Social Security Corporation.

[iv] This pillar includes projects that advanced labour law reform, tripartite dialogue, and formalization of informal enterprises in dialogue with unions and chambers: Labour Market Governance and Social Dialogue (LMG 108806), Employment Policy Support (EMP Policies 106278), SOLIFEM.

		Stated goals	Key achievements
ERP[v]	Relief	Provide immediate support to displaced workers and affected employers through income assistance, basic needs provision, and logistical support for business continuity.	2,755 stranded Gaza workers in West Bank received monthly stipends 75,000 hot meals and 18,000 clothing kits distributed to vulnerable workers 130+ shipping containers released from Israeli ports and returned to businesses
	Review	Generate timely data and analysis on the labour market impact of the crisis to inform evidence-based recovery planning and policy responses.	Labour market impact assessments conducted in Gaza and West Bank Rapid analysis of employment losses and income shocks completed Data used to inform ERP design and targeting of emergency interventions 5 bulletins and Workers and Employers Survey published, 2 DG reports on the "Situation of the workers of the Occupied Arab States" were published despite the crisis
	Recovery	Restore jobs and businesses through employment promotion, social protection expansion, and business recovery, with a focus on resilience, decent work, and system strengthening.	1,245 short-term jobs created (112,050 workdays) in emergency employment schemes. Emergency employment linked to long-term recovery via Gaza Recovery Framework Support to employment and MSMEs through wages subsidies for over 450 workers National SOPs for Cash-for-Work developed and adopted by humanitarian actors Institutional assessments of PEF, PGFTU, FPCCIA and five Gaza chambers Five Planning and Community Partnership Councils (PCPCs) established in Gaza Cooperatives supported with recovery plans for employment and food production Institutional coordination improved through SPCVA TWG and 3SSN Task Force

[v] The ERP is a multi-donor programme launched in response to the October 2023 crisis. It is funded through pooled contributions from Indonesia, the Netherlands, and Belgium, with seminal funding from Kuwait reallocated in the context of the crisis

6.2.2. Drivers of programme performance (E1)

What are the main reasons for achievement and non-achievement, including bottlenecks at political, technical, and operational levels?

Alignment with national strategies, flexible funding (ERP, RBSA, and Kuwait), and strong partnerships with tripartite constituents and national institutions facilitated delivery and adaptation. The Gaza crisis, political resistance to reforms, and institutional fragmentation hindered implementation.

Enabling factors

Several interrelated factors contributed to the achievements of the DWP and ERP. First, alignment with national strategies—such as the National Employment Strategy and the Cooperative Sector Strategy—provided institutional anchoring and policy legitimacy. This was broadly acknowledged by government representatives and social partners, who saw ILO's work as reinforcing national priorities. It is also consistent with the design of the projects reviewed, many of which explicitly referenced national frameworks and sectoral strategies.

Second, flexible funding modalities—particularly RBSA, Kuwait, and the ERP pooled fund—enabled the ILO to adapt quickly to emerging needs. This was repeatedly emphasized by ILO staff in interviews and is evident in the reallocation of Kuwait funding to support emergency employment and business continuity, as well as in the merging and redesign of RBSA-funded projects to align with ERP priorities. These adjustments allowed the ILO to maintain thematic continuity while responding to crisis conditions.

Third, ILO's technical leadership and normative authority also emerged as key drivers. The production of labour market bulletins, SOPs for Cash-for-Work, and OSH integration in emergency schemes positioned the ILO as a trusted source of evidence and standards, according to interviews with development partners, UN actors, and national institutions. Moreover, ILO's expertise and policy advice were valued by high-level government officials, particularly in social protection and employment governance. Knowledge products produced during the crisis—such as rapid assessments and situation reports—were praised by all informants for their credibility, timeliness, and utility in guiding decision-making and advocacy.

Limiting factors

At least three constraints hindered programme performance. The October 2023 Gaza crisis disrupted nearly all development operations. It reversed many past achievements and introduced a wide array of new needs and priorities, requiring project redesigns and suspensions. Although the ILO adapted its operations, implementation bottlenecks—such as delays in wage disbursement, limited outreach capacity, and weak coordination—were reported by municipal authorities and implementing partners, particularly in Gaza.

Secondly, political resistance slowed progress on key reforms. The suspension of the contributory social security scheme, following societal backlash, curtailed planned activities and undermined

momentum in social protection reform. Institutional fragmentation between the West Bank and Gaza further complicated institution-building efforts and policy coherence.

Thirdly, the ILO's efforts to engage more directly in the implementation of social protection during the humanitarian response encountered two key challenges. As discussed in section **6.1.3**, the ERP faced limitations in integrating with the broader UN humanitarian architecture, which paid limited attention to employment-related interventions and experienced coordination setbacks, such as the initial collapse of the SPCVA Thematic Working Group. Additionally, the limits to resource mobilization, preferences of key national stakeholders and trends in humanitarian cash assistance hindered further engagement of ILO in the expansion of cash aid modalities beyond employment schemes.

Finally, ILO's commitment to strengthening national institutions is both a strategic asset and a practical challenge, as projects are co-designed and implemented with national actors facing capacity gaps. Moreover, according to national informants and development partners, fiscal constraints faced by the Palestinian Authority—and the looming threat of fiscal collapse—hamper human resource performance and undermine the sustainability and scalability of interventions. These constraints limit the ILO's ability to build institutional capacities and produce a policy-wide effect. Several stakeholders note that while technical designs were sound, the lack of predictable funding and absorptive capacity limit their effectiveness.

6.2.3. Project achievements[22] (E2)

What specific achievements can be attributed to strategic projects funded under the RBSA and through the partnership with Kuwait, and how have these contributed to the outcomes of the DWP and ERP?

Strategic projects funded through the Regular Budget Supplementary Account (RBSA) and the Kuwait partnership have played a central role in shaping the ILO's work in Palestine. These projects delivered concrete results and provided the ILO with the capacity to adapt its programming to changing circumstances and target institutional reform goals.

Projects funded with the ILO Regular Budget Supplementary Account (RBSA)[23]

At the time the Gaza crisis broke out, the ILO had three active projects funded through the RBSA. The first focused on strengthening tripartite institutions and social dialogue in response to the COVID-19 pandemic. It ran from December 2020 to June 2023 and supported the organization of the National Social Dialogue Conference, the launch of the National Employment Strategy, and consensus-building around labour law reform. The second project, launched in January 2022, aimed to enhance the resilience of micro, small and medium-sized enterprises in Gaza and improve access to decent jobs. The third, initiated in February 2023, sought to strengthen formalization

[22] This section refers only to projects clustered with the DWP and ERP for this evaluation.

[23] The Regular Budget Supplementary Account (RBSA) is the ILO's core voluntary funding mechanism. It provides flexible, unearmarked contributions that allow the ILO to allocate resources in line with country programme priorities and respond to emerging needs. RBSA funders are Belgium, Denmark, France, Germany, Italy, Luxembourg, the Netherlands, Norway, Spain and Sweden.

pathways for these enterprises through productivity enhancement and improved representation in social dialogue.

Following the outbreak of the crisis in October 2023, the two Gaza-focused projects were suspended. Their funds were reallocated to a new emergency employment initiative titled "Path to Economic Resilience: Facilitating Decent Jobs in the Gaza Strip," which began in March 2024. This project created 150 short-term jobs in health and municipal services and supported early recovery planning. Later in 2024, a second new project was approved: "Facilitating Economic Recovery and Labour Rights in the Occupied Palestinian Territory." This initiative focused on strengthening the institutional capacities of employers' and workers' organizations to engage in crisis response and policy advocacy. Results included the establishment of the WPAU and ESAU units within social partners' structures. These units were designed to enhance service delivery, advocacy, and crisis response.

Kuwait funding

According to interviews with ILO, Kuwait funding has served as core support for the ILO's work in Palestine. Its strategic value was clearly demonstrated when it was used as seminal funding to launch the Emergency Response Plan. This initial contribution enabled the ILO to mobilize quickly and coordinate with national institutions such as the Palestinian Employment Fund and the Ministry of Labour.

Beyond its role in the emergency response, Kuwait funding has supported several strategic initiatives related to the Palestinian Social Security Corporation, the National Employment Strategy and its implementation capacity building. Yet the fact that Kuwait funding is so embedded in broader ILO programmes hinders its evaluability as a project.[24]

[24] The project document review points to limited visibility and documentation of Kuwait-funded projects. Kuwait-funded initiatives lack clear reporting and indicators or results frameworks. This is especially true for the Social Security Corporation project, which is noted as having unclear implementation status.

Table 4. Clustered project achievements

Funding	Project name	Stated goals[i]	Actual achievements[ii]
Kuwait	Support to the Development of **Employment Policies** in the OPT (PSE/17/51/KWT – 106278)	• Develop a National Action Plan for Employment. • Strengthen PFESP's capacity for employment services. • Enhance labour market data and policy analysis via PCBS and MAS.	• The project was adapted and integrated into the ERP and complemented the ERP Relief component by engaging PGFTU to deliver 75,000 hot meals and 18,000 clothing kits to vulnerable workers. It also supported FPCCIA in securing the release of over 130 shipping containers that had been held in Israeli ports, returning goods to businesses and preventing further economic losses.
	Establishing an Independent **Social Security** Institution for Private Sector Workers and their Families (PSE/23/01/KWT – 109347)	• Finalize and adopt revised Social Security Law • Reactivate the Palestinian Social Security Corporation (PSSC). • Provide technical, legal, and actuarial support. • Build public awareness and stakeholder capacity.	• Building on earlier legislative work on contributory social protection, the project initially envisaged technical guidance, governance frameworks, readiness assessments, and public awareness campaigns; these efforts were curtailed once the reform was halted after a societal backlash.
	Labour Market Governance, Social Dialogue and Labour Administration in OPT (PSE/22/02/KWT – 108806)	• Reform Labour Law and Trade Union Law • Strengthen tripartite social dialogue and labour administration. • Improve OSH and labour inspection systems. • Promote gender equality and reduce wage gaps.	• The Labour Market Governance and Social Dialogue project and the Employment Policy Support project focused on strengthening tripartite dialogue, labour market information systems, and policy processes. Under these projects, institutional assessments were conducted for PGFTU and FPCCIA, resulting in capacity-building measures tailored to each organization's role. The ILO and PCBS collaborated to produce labour market bulletins and rapid crisis assessments, generating evidence for policy discussions and integration into the Gaza Recovery Framework.
RBSA	Strengthened **Tripartite Institutions and Social Dialogue** Processes for Improved Socioeconomic Response to the Impact of the COVID-19 Pandemic *(PSE/20/01/RBS – 107938)*	• Reactivate and institutionalize the National Tripartite Labour Policies Committee (NTLPC). • Facilitate tripartite and bipartite social dialogue. • Improve labour protection, workplace compliance, and collective bargaining. • Promote gender-responsive labour relations and OSH. • Conduct national campaigns on labour rights and COVID-19 risk mitigation.	• This project predated the current DWP. It supported the National Social Dialogue Conference in 2021. • It contributed to the launch of the National Employment Strategy and facilitated tripartite consensus-building around labour law reform.
	Facilitating **Economic Recovery and Labour Rights** in the OPT *(PSE/24/01/RBS – 109566)*	• Strengthen institutional capacities of PGFTU and FPCCIA for advocacy, service provision, and crisis response. • Develop information systems including grievance mechanisms. • Build capacity on labour policy analysis, social dialogue, and legal aid.	• Established ESAU in PFCCIA and WPAU in PGFTU.

Funding	Project name	Stated goals[I]	Actual achievements[ii]
	Strengthening **Capacity of Employers and Workers Organisations** for Crisis Response *(PSE/24/02/RBS – 109812)*	• Enhance social partners' ability to implement conflict-sensitive, gender-responsive programmes • Promote social cohesion, resilience, and recovery. • Develop alternative labour dispute mechanisms. • Produce advocacy materials and roadmaps for crisis response • Strengthen capacities in negotiation, research, and policy influence.	• This project created 150 short-term jobs in health and municipal services and supported early recovery planning, which later continued with ERP pooled funds.

[I] Stated goals are drawn from the following concept notes provided by ILO: OPT employment project – Kuwait funds CN final.docx; Concept note-Social Security Kuwait September2023.docx; KUWAIT-Concept note - 06OCT.docx; Approved Proposal PSE152.pdf – Strengthened Tripartite Institutions and Social Dialogue Processes for Improved Socioeconomic Response to the Impact of the COVID-19 Pandemic (PSE/20/01/RBS – 107938); PSE126_ RBSA proposal approved.pdf – Facilitating Economic Recovery and Labour Rights in the OPT (PSE/24/01/RBS – 109566); PSE 126, PSE 801, PSE 802 - Final RBSA proposal (4).pdf – Strengthening Capacity of Employers and Workers Organisations for Crisis Response (PSE/24/02/RBS – 109812).

[ii] Actual achievements are based on a portfolio analysis combining project document review, interviews with ILO staff, and the circulation of a questionnaire to collect data on achievements.

6.2.4. Cross-cutting issues (E3)

To what extent have cross-cutting issues—such as international labour standards, social dialogue, gender and inclusivity, environmental sustainability, and disability inclusion—been effectively integrated into the implementation of the DWP and ERP, and to what extent have they contributed to tangible results?

Cross-cutting issues were integrated into both the DWP and the Emergency Response Plan, though with varying depth and consistency. UN-wide priorities such as gender, and disability were addressed through targeted reforms and inclusion strategies, while ILO-specific mandates—particularly labour standards and social dialogue—were sustained through normative guidance and constituent engagement.

UN cross-cutting priorities: gender, environment, and disability

Gender equality was most systematically addressed through cooperative development and legal reform. The ILO supported the institutionalization of women's representation in trade unions, including the creation and capacity building of complaint units within PGFTU's Women's Department, as well as the use of quotas. In employment programming, some emergency schemes targeted women-headed households, and sex-disaggregated data was collected across projects. However, gender-sensitive design features were not consistently applied, and rapid delivery often sidelined deeper inclusion strategies according to interviews with ILO and social partners.

Environmental sustainability was marginal across both programmes. Agricultural recovery initiatives in Gaza indirectly touched on environmental concerns—such as rehabilitating cooperatives and improving food production resilience—but there was no systematic application of environmental frameworks or monitoring tools. Implementing partners in the cooperative sector noted this gap and called for stronger integration of environmental resilience in future programming.

Disability inclusion was more prominent in the social protection reform track. The shift from poverty-based to life-cycle-based allowances, co-led with the Ministry of Social Development, resulted in new entitlements for older persons and persons with severe disabilities. This reform was widely recognized by government and development partners as a nationally owned pivot toward rights-based protection and a direct response to vulnerability in crisis conditions.

ILO cross-cutting priorities: labour standards and social dialogue

Labour **standards**, particularly occupational safety and health, were actively carried into emergency employment schemes. The ILO developed standard operating procedures for public employment, embedded OSH requirements into contracting practices, and provided technical guidance to ensure worker safety. These measures were cited by unions and local authorities as essential safeguards that preserved dignity and decent work during crisis response. The Standards Specialist and PGFTU confirmed that these normative inputs helped maintain ILO's identity and comparative advantage, even under emergency conditions.

Although not explicitly included in the ERP as a stand-alone pillar, tripartite **social dialogue** remained as a distinctive aspect of ILO work during the emergency. Interviews with trade unions and employers confirm that the ILO maintained close consultation with tripartite constituents throughout the emergency. Unions were engaged in the design and rollout of employment schemes, and employers received targeted support for business continuity and policy advocacy.

6.2.5. Partnerships (E6) and Funding modalities (E5)

How have partnerships and tripartite dialogue contributed to the effectiveness of the DWP and the ERP—and vice versa? What approaches, funding modalities, and delivery mechanisms have been more effective in addressing both immediate and long-term labour market challenges in the OPT?

Tripartite partnerships supported by flexible funding, where the ILO plays a technical and normative role in institution building, have proven effective and are widely recognized by evaluation informants. At the same time, the ILO has expanded its financial and strategic reach through other partnerships—particularly with the EU and UNICEF—that are not only effective but also promising for future recovery and HDP-nexus work.

The ILO has kept a varied portfolio in terms of partners and funding modalities

The project portfolio shows a balanced mix of flexible and rigid funding. Eight projects (53.3%) relied on more rigid donor frameworks including the EU, Japan, Spain, Sida, and AICS. Seven projects (46.7%) were supported through long-standing flexible arrangements such as Kuwait and RBSA. An ERP pooled fund, negotiated at a donor conference, added contributions from Belgium, Indonesia, and the Netherlands to strategic flexible funding. This diversity allowed the ILO to maintain strategic coherence while responding to emerging needs.

The ILO performs well through policy-focused tripartite partnerships

The ILO's effectiveness was strongest where it worked through structured partnerships with tripartite constituents. Its collaboration with the Palestinian Employment Fund enabled the rapid deployment of emergency employment schemes through RBSA contribution, later scaled up with support from ERP donors. Projects such as RBSA–Dialogue and SOLIFEM exemplify how structured dialogue can lead to consensus on labour law and wage reform. The ILO's technical assistance to the Ministry of Social Development also helped advance life-cycle-based allowances and shock-responsive protocols. Moreover, ILO effectiveness through tripartite partnerships is further enhanced with ILO capacity-building projects like those funded by the RBSA (see previous references to the establishment of the WPAU within PGFTU and the ESAU within FPCCIA).

Flexible modalities reinforce strategic performance

Given the lack of a dedicated activity budget within the DWP and its reliance on donor funding, flexible funding modalities are essential for the ILO's strategic performance in Palestine—though they are not always available. Some donor arrangements, which emphasize tangible deliverables and strict reporting requirements, are described by ILO informants as rigid and less conducive to strategic programming. For instance, agricultural and cooperative development projects in

Palestine often operate under rigid funding modalities, with tight timeframes and predefined deliverables that prioritize rapid implementation. While some include a policy component—such as the update of the Cooperative Sector Strategy (2023–2029) and the development of the Cooperative Audit Manual—others remain focused on short-term outputs without clear links to broader institutional reform. This limits the potential to fully leverage the ILO's comparative advantages in labour governance and rights-based development.

Regional projects are also rigid from the perspective of DWP priorities. These projects typically address relevant themes such as youth employment, formalization, and gender equality, and are technically aligned with ILO priorities. However, their design and funding parameters are externally set, which restricts the ability to tailor interventions to the specific needs and opportunities identified through tripartite dialogue in Palestine.

In contrast, Kuwait funding was fully flexible, served as core support to the ILO Jerusalem Office, and was used as seminal funding to launch the ERP. It also supported strategic initiatives such as the reactivation of the Palestinian Social Security Corporation and the development of the National Employment Strategy. Similarly, RBSA projects, while responding to priorities identified at the international level and having more requirements in terms of design and reporting, contributed to both institutional reform and crisis adaptation. Moreover, two RBSA-funded projects were successfully redesigned and merged into a new initiative to respond to the Gaza crisis, demonstrating adaptability and strategic alignment with the ERP.[25]

Other partnerships have proven effective and promising

Despite being funded by the EU, with rigid design and reporting requirements, the supported Nexus projects stand out as strategically transformative. They advanced life-cycle-based social protection reforms, institutionalized coordination platforms, and embedded shock-responsive protocols into national systems. The EU Reform Matrix, agreed upon with the Palestinian Authority in 2024, further aligns ILO work with broader state-building goals. The partnership with UNICEF has also deepened, with both agencies advocating for a transition to universal, allowance-based social protection systems. UNICEF views the ILO as a strategic ally in preparing national infrastructure and co-leading future pilots, provided they are timely, coordinated, and scalable. While the ILO's emergency employment scheme was not integrated into humanitarian coordination platforms, UNICEF acknowledged its value as a recovery-oriented intervention and emphasized the need for better alignment in future phases.

[25] The RBSA projects "Enhanced Resilience of MSMEs and Improved Access to Decent Jobs in Gaza" and "Strengthening formalisation pathways for MSMEs in Gaza through improved access to productivity enhancement services, and stronger MSME organization and voice in social dialogue" were suspended after the October 7th crisis, and their funding reallocated to "Path to Economic Resilience: Facilitating Decent Jobs in the Gaza Strip; March 2024-January 2025".

6.2.6. Policy achievements (E4) and indications of impact (I1)

To what extent has the ILO maintained implementation of key DWP policy-reform priorities during crisis response, and what long-term changes have the DWP and ERP contributed to or have the potential to contribute?

Perceived impact of the ILO's work in Palestine lies in institution building and sustaining its policy reform agenda even during the crisis. The impact on end beneficiaries has not been assessed, and, in the case of the ERP employment component, calls for different evaluation efforts at a later stage. Meanwhile, the ILO's analytical work under the ERP's review pillar has had a clear influence on development planning and international advocacy, which was not integrated in the DWP design.

Building the State of Palestine

Interviews with ILO staff, national institutions, and development partners consistently highlighted the Organization's long-term contribution to institutional development and policy reform in Palestine. The DWP supports the establishment and strengthening of institutions that form a part of the broader state-building agenda of the PA. These include PEF, a future social security entity, social dialogue conferences, a Labour Law, etc.

Despite long term commitment, institution-building is severely hampered by the enduring conditions of occupation and the destruction caused by the war in Gaza. Several reforms supported by the ILO are currently on hold, including the Labour Law reform, the reactivation of the PSSC, and the rollout of lifecycle-based child allowances. These delays reflect both political sensitivities and operational constraints, including fiscal fragility of the PA, institutional fragmentation between the West Bank and Gaza, and limited absorptive capacity by national institutions and staff.

Nevertheless, the ERP maintained a state-building approach across all pillars. In employment, it worked through the PEF and local authorities to deliver emergency jobs. In social protection, it built on lifecycle-based reforms and shock-responsive protocols. In social dialogue, it supported the institutional strengthening of social partners and embedded OSH standards in emergency schemes. In labour market analytics, it reinforced national statistical systems through collaboration with PCBS.

Impact on end beneficiaries

While institutional and policy-level impacts are well documented, this evaluation has limited capacity to assess the impact of ILO interventions on end-beneficiaries. Although most ILO work is upstream work, the impact question is particularly interesting in the case of the ERP once the time and conditions allows for an in-depth assessment.

The ERP emergency employment scheme created over 1,200 short-term jobs and was widely recognized for its rapid deployment and use of national systems. At the same time, several efficiency issues were reported during evaluation interviews, including delays in wage disbursement, short contract durations, and coordination challenges (See section 6.2.1). These issues were attributed primarily to the internal functioning of the PEF and the constraints of

operating in a humanitarian emergency. Given these limitations, the evaluation recommends that the impact of the ERP employment component be further assessed at the end of the programme, ideally through a comparative impact assessment. This would allow for a more robust understanding of its effects on workers, households, and service delivery, and help benchmark ILO interventions against other emergency responses, including cash and in-kind aid.[26]

Positive influence of the ILO's analytical work

The ILO's labour market assessments and situation reports under the ERP's review pillar have had a twofold impact. Technically, they informed donor planning and programme design, particularly in employment and social protection. Politically, they supported international advocacy efforts by diplomatic missions in Jerusalem, providing credible evidence on the situation of workers in the Occupied Palestinian Territory. These contributions have demonstrated the ILO's role as a knowledge leader and policy advisor for most interviews, although some of them indicate that the ILO could gain more visibility in this front.

6.3. Efficiency (F)

6.3.1. Management (F1) and Coordination (F2)

To what extent have the DWP and ERP been implemented, managed, coordinated, monitored, and reported on, and how effective have collaboration and partnership arrangements been in supporting delivery?[27]

Despite complex conditions and some internal management limitations, the ILO managed to adapt its programme and rapidly deploy an emergency response supported by flexible funding and implementation agreements with long-term strategic partners. At the same time, national partners' capacities and difficult circumstances conditioned effective delivery.

Implementation under crisis conditions

The DWP and ERP were implemented under complex conditions, including the outbreak of war in Gaza, institutional fragmentation, and fiscal fragility. These challenges disrupted the broader reform process to which ILO projects contribute. Several initiatives were suspended or repurposed, and key reforms—such as the reactivation of the Palestinian Social Security Corporation and the labour law revision—were put on hold. Despite these disruptions, the ILO managed to pivot strategically, deploying the ERP as a crisis-responsive framework while maintaining thematic continuity with the DWP (See section .6.1.3)

[26] A comparative evaluation of instruments—including cash-for-work, multi-purpose cash aid, and sectoral responses—would provide valuable insights for future programming and help assess the real impact on beneficiaries.

[27] The evaluation has not responded to the question *"Have ILO interventions proven to be cost-effective in this context and from a comparative perspective?"* due to the lack of granular information on ILO costs and the absence of benchmarks for comparison. In contrast, the evaluation has assessed the relative efficiency of different collaboration and delivery arrangements, drawing on stakeholder feedback and implementation evidence.

Internal management limitations

Internally, the ILO faced management constraints linked to its project-based organizational structure (see 6.3.2). While the Jerusalem Office maintained strong technical leadership, several support functions that are key for overall programme were under-resourced (See section 6.1.5).

Programme management limitations are not perceived externally, and ILO is described as efficient by most tripartite constituents. Government institutions and social partners consistently praised the Organization's technical support and responsiveness, particularly during the emergency. Their only remarks concerned specific situations where they would have preferred earlier involvement—such as in resource mobilization, consultant selection, and the design of employment schemes. These comments were not systematic and did not undermine the overall perception of the ILO's effectiveness.

Deployment of the ERP

Despite its project-focused organization, the ILO successfully deployed the ERP, an emergency response at the programme level, which included an ambitious and innovative emergency employment component. Three elements were key to the rapid deployment of the ERP. First, the strategic adaptation from the DWP to the ERP at management level allowed the Organization to pivot quickly while maintaining thematic continuity (see Section 6.1.3). Second, flexible funding modalities—particularly RBSA and Kuwait contributions, and the ERP itself as a pool-funded intervention enabled the ILO to manage resources with a programme perspective (see Section 6.2.2). Third, collaboration modalities with national institutions and social partners provided the operational backbone for implementation, as further discussed below.

Collaboration and Delivery Modalities

The ILO has set up three types of collaboration and delivery agreements during the period under evaluation, which are influenced by strategic relations and funding modalities (See 6.2.5). First, the ILO subscribes implementation agreements with tripartite constituents which enable progress on policy work and institutional strengthening. These partnerships with tripartite constituents reinforce the coherence between programme design and delivery and tap into the ILO's comparative advantage in normative guidance and upstream policy dialogue.

Secondly, the ILO also maintains long-term collaboration with Palestinian institutions outside the labour sector. It has partnered with PCBS, particularly through labour market analytics and crisis assessments, and the agriculture sector, through cooperative-development projects. While the partnership on labour market analysis was consistently cited as efficient and strategic, evaluation of collaboration in the agriculture sector revealed mixed findings. While some stakeholders viewed the partnership as aligned with national strategies and supportive of sectoral reform, others raised concerns about limited consultation, donor-driven priorities, and insufficient coordination with relevant institutions.

Thirdly, during the ERP, the ILO deployed aid delivery channels through tripartite constituents, notably the PEF. This approach enhanced national systems and institutional ownership but also

presented implementation challenges. Stakeholders, including municipalities, reported operational bottlenecks, including short contract durations, delays in wage disbursement, and limited outreach capacity. These issues were particularly pronounced in Gaza and West Bank municipalities, affecting the credibility and efficiency of the intervention.

On this note, it must be acknowledged that the ERP included institutional assessments of PGFTU, PFCCIA, and the PEF. These assessments informed the design of support units and capacity-building measures, reinforcing the ILO's commitment to strengthening national delivery mechanisms and improving future programme performance.

6.3.2. Timing (F3) and Resources (F4)

Have the results been achieved in a timely manner, and were resources (human, financial, technical) adequately mobilized and used strategically to achieve the broader outcomes of the DWP and ERP?

While the crisis has put on hold the PA's reform agenda and the ILO's contribution to long-term institution building, the ERP was a timely and strategic adaptation of ILO programming at the country level. Beyond the ERP, the ILO's human and financial resources in Palestine remain primarily structured around individual projects rather than a coherent DWP

Timing

The timing of ILO interventions was shaped by the outbreak of the Gaza crisis, which disrupted ongoing projects and required immediate adaptation. The ERP was deployed rapidly, benefiting from the strategic flexibility of RBSA and Kuwait funding, which allowed the reallocation of resources and repurposing of existing projects. This flexibility enabled the ILO to maintain thematic continuity while responding to emergency needs. As noted in Section 6.3.1, the employment component of the ERP was deployed swiftly, though implementation challenges—particularly in wage disbursement and procurement—affected its efficiency.

Human and financial resources

ILO resources in Palestine are predominantly allocated to donor-funded projects. While this has enabled thematic expansion and responsiveness, it has also resulted in under-resourcing of programme-wide functions such as communication and monitoring and evaluation. Recently, following the appointment of a new ILO Representaive in Jerussalem, there has been an organigram review to clarify roles, and several internal communication routines seek enhanced coherence and cross-fertilization across projects.

The Organization's resource mobilization has been largely reactive, shaped by donor priorities and external funding cycles. Nonetheless, the ERP demonstrated qualitative success in mobilizing resources. Although it did not meet its initial quantitative expectations, it provided intervention capacity at the programme level and attracted contributions from donors interested in employment and institution-building.

ILO resource mobilization has been primarily reactive and donor-driven. The absence of a fundraising strategy linked to the DWP was seen as a missed opportunity to secure resources aligned with national priorities. Several donors with a presence in Palestine have expressed interest in engaging more strategically with the ILO, particularly in areas aligned with their priorities such as employment, social protection, and institutional reform. However, they also noted a lack of visibility regarding the ILO's performance and financial planning. Following the example of the ERP, resource mobilization for the next DWCP could benefit from the definition of clear financial targets and improved communication on available funding streams, including regional and global instruments.

6.4. Sustainability (S)

6.4.1. Capacities Built (S1)

Has the DWP, together with the ERP, strengthened the capacity of constituents and national institutions and created an enabling environment (policies, laws, skills, attitudes, emergency responsiveness, etc.) in a sustainable manner?

The DWP and ERP contributed to institutional strengthening in key areas such as social protection, labour statistics, and emergency employment. These efforts were widely recognized by national stakeholders and development partners as relevant and strategic, with several reforms embedded in national systems and likely to endure beyond the current crisis. However, sustainability was uneven across sectors and constrained by limited follow-up, fiscal fragility of the PA, and the absence of predictable core funding.

Social protection reform and institutional preparedness

The most sustained achievements were observed in the area of social protection. Government representatives credited the ILO with advancing life-cycle-based allowances, strengthening coordination between humanitarian and development actors, and building institutional capacity for shock-responsive systems. These reforms were supported through the Nexus projects, Transform training, IT consultancy for registry analysis, and the co-chairing of the Social Protection Thematic Working Group. They are widely seen as institutionalized contributions with long-term potential.

Labour evidence and technical systems

Collaboration with the Palestinian Central Bureau of Statistics (PCBS) was praised for enhancing national statistical capacity and consolidating labour evidence as a policy tool. Labour market data produced during the ERP was used to inform programme design and policy dialogue. While some analysts noted a discontinuation of bulletins during the war,[28] the ILO's role in evidence-based policymaking was considered a distinctive and lasting contribution.

Standards, OSH, and emergency employment

[28] At the time of writing this report, a new bulletin was awaiting clearance for publication.

Occupational safety and health (OSH) standards were integrated into ERP employment schemes, ensuring that short-term jobs complied with minimum safeguards. Municipal implementers and ILO technical staff confirmed that these measures helped preserve decent work principles under emergency conditions. The use of the PEF as a delivery channel reinforced the principle of working through national systems, despite efficiency issues raised (See section 6.3).

Sectoral and institutional continuity

In cooperative reform, the CWA described the process as nationally owned and co-led, with relevance to national strategies. PGFTU acknowledged the ILO's role in maintaining worker protection and establishing grievance mechanisms and training programmes that could serve as sustainable anchors. PFCCIA highlighted ERP support in releasing containers, maintaining salary continuity, and strengthening MIS and research functions as market-relevant contributions that should be institutionalized for recovery.

Risks to sustainability

Despite these achievements, sustainability remains at risk. Donors and policy analysts noted that fiscal constraints and the absence of predictable funding threaten the continuity of institutional gains. While the ILO's technical inputs were valued, stakeholders emphasized the need for sustained investment, stronger follow-up, and broader engagement with national and regional actors to preserve and scale results.

6.4.2. Ownership (S2)

What is the level of ownership from tripartite constituents and other stakeholders in the design, implementation, and monitoring of the DWP and ERP?

Ownership of the DWP and ERP was broadly recognized across tripartite constituents and government institutions, particularly in social protection reform and ERP delivery. However, the depth and consistency of participation varied across sectors and phases of implementation. While ILO's technical leadership was appreciated, several stakeholders called for stronger co-creation and more inclusive governance.

Tripartite engagement and structured participation

Project documentation shows that 62.5% of projects involved at least one core tripartite actor (MoL, PGFTU, or PFCCIA), and 31.25% demonstrated full tripartite collaboration. This reflects a reasonable level of institutional involvement, though structured participation in programme design and governance was uneven—especially under the ERP. ILO staff acknowledged that while constituent support was strong, opportunities for co-design could be further strengthened.

PGFTU highlighted initiatives such as grievance units, OSH and child labour measures, and worker-safety considerations in emergency employment as evidence of meaningful engagement. However, they expressed interest in being involved earlier and more deeply in programme design. PFCCIA considered ERP interventions a high point of ownership, citing direct support to Gaza firms and

institutional strengthening, but noted that employer engagement in broader DWP reforms was less consistent.

Government leadership and divergent perspectives

Government institutions consistently described ILO-supported reforms as nationally driven. In the areas of social protection and labour, ILO's leadership, supportive role and coordination efforts were highlighted. As for collaboration with the PEF, it was highlighted that its tripartite board reinforces coherence and policy ownership of ILO-supported work. However, beyond these government areas, perspectives were not uniform. In cooperative development work, some informants indicated that strategic consultations with key actors of the agriculture sector during project design would have enhanced coherence and ownership.

Broader stakeholder engagement

Ownership of the DWP and ERP was broadly recognized across tripartite constituents and government institutions. These actors were actively engaged in programme design and implementation, particularly in employment and social protection reforms.

Some NGOs involved in social protection also credited the ILO for convening the Social Protection Working Group, which they viewed as a space for collective ownership—though they noted that it relied heavily on ILO's technical leadership. Donors, meanwhile, pointed to limited ILO visibility in certain policy debates, which they felt reduced opportunities for donor engagement and strategic partnerships.

During the evaluation, the Palestinian Federation of Industries (PFI) expressed its interest in being included in ILO tripartite consultations. According to the ILO, the identification of workers' and employers' representatives is an institutionalized process that involves collaboration between ILO ACTRAV/ACTEMP specialists and national governments. Therefore, changes in the representation of social partners for consultation processes and tripartite partnerships would require prior dialogue and agreement with the PA.

5. FUTURE DESIGN SUGGESTIONS

This section outlines future design considerations for the next Decent Work Country Programme (DWCP) in the State of Palestine. It integrates findings from two complementary series of interviews, one focused on strategy and the other on operations. Together, these two series offer a multistakeholder perspective to support adaptive programming, strategic alignment, and enhanced responsiveness to the evolving labour market and humanitarian context in Palestine.

Suggestions are summarized and listed according to the forward-looking questions included in evaluation questionnaires.

1. Lessons learned and good practices

- DWCPs in fragile contexts must embed emergency response mechanisms to avoid parallel frameworks and ensure strategic coherence.
- The ERP's use of national systems (e.g., PEF) and rapid labour market analytics were widely recognized as good practices, despite operational frictions.
- Social protection reform—particularly lifecycle-based allowances and shock-responsive systems—was a standout example of durable, system-facing work.
- OSH integration in emergency employment and cash-for-work schemes were praised for preserving human rights and decent work principles.
- Targeted enterprise support and aid to workers were seen as practical and replicable.

2. Adaptive measures and innovation

- The ERP's activation demonstrated agile programming under crisis, enabled by flexible funding (Kuwait, RBSA) and repurposing of existing projects.
- The shock-responsive social protection protocol and rapid labour market bulletins were cited as key innovations.
- Cooperative reform facilitation in Gaza, despite split government views, showed adaptability in sectoral engagement.
- Crisis-time support to employers illustrated responsive innovation.

3. Mechanisms for continuous learning

- Institutionalize regular labour market bulletins and surveys to sustain evidence-based policy dialogue.
- Strengthen upstream co-design with tripartite constituents to improve relevance and iteration.
- Facilitate inter-ministerial coordination to reduce policy fragmentation, especially in sectors like cooperatives.
- Clarify roles and avoid duplication in UN coordination platforms to enhance learning and accountability.

- Appoint a dedicated monitoring and evaluation officer within the ILO Jerusalem Office to ensure consistent tracking of DWCP outcomes, support adaptive management, and improve learning across projects and pillars.

4. Crisis anticipation and shock responsiveness

- Future DWCPs should include contingency plans, risk registers, and crisis-sensitive programming.
- Social protection should remain the stabilizer in crisis contexts, linking emergency aid to national systems.
- OSH and worker-safe modalities must be retained as core features of emergency employment.
- Employer-side instruments (e.g., wage subsidies, retention schemes) should be further formalized for rapid deployment.

5. Strategic priorities and programming shifts

- Scale up social protection and labour evidence as core pillars of the next DWCP.
- Explore social protection pilots in partnership with UNICEF
- Enhance preparatory technical work for transitioning from poverty-targeted humanitarian cash aid to systemic social protection aligned with ILO standards.
- Reinforce worker protection and inclusion, with stronger gender and disability mainstreaming.
- Clarify leadership in cooperative reform to unlock sectoral transformation.
- Position ILO as a strategic actor in state-building through advocacy, policy dialogue, and normative leadership.

6. Delivery approaches and institutional arrangements

- Capacity-oriented partnerships can be expanded from tripartite constituents to other local actors such as research and civil society actors.
- Create a structured space for donors and development partners to engage with ILO knowledge products, including regular dissemination of labour market analytics, programme results, and policy briefs.
- Strengthen government coordination platforms with clear mandates and inclusive participation.
- Use national systems with operational safeguards.

7. Enabling conditions for successful implementation

- Ensure balanced and predictable tripartite governance structures.
- Maintain dedicated technical capacity in social protection, OSH, and labour standards.
- Resolve overlapping mandates among government counterparts and UNCT to sustain reforms.
- Secure flexible funding modalities that allow for fast pivots while reinforcing national systems.

8. Navigating the institutional and funding environment

- Include indications for strategic project design as part of the DWCP.

- Elaborate concept notes for a project pipeline aligned with DWCP priorities, facilitating donor engagement and strategic coherence.
- Enhance coordination with the Ministry of Planning and other central institutions to improve strategic alignment.
- Leverage instruments like the EU Reform Matrix and PEGASE mechanism to align donor support with DWCP priorities.
- Engage Arab states more actively to expand funding for employment and social protection programming.
- Clarify the ILO's comparative advantage within the UN humanitarian response.
- Conduct a financial and donor mapping exercise as part of the DWCP formulation process.
- Follow up on the EU Reform Matrix and budgetary support to the PA.

6. CONCLUSIONS

The DWP 2023–2025 has served as a strategic framework for institution-building and policy reform in the State of Palestine. Its **relevance** stems from its alignment with the NES and the UNSDCF, and its foundations in key institutional partnerships aimed at advancing reforms in employment, social protection, and social dialogue. The DWP has provided a platform for tripartite engagement and technical cooperation, reinforcing national ownership and policy legitimacy. However, its implementation has been conditioned by a project-based delivery model reliant on donor-funded interventions, and its reform agenda was significantly hampered by the crisis triggered in October 2023. Yet, the evolving context has also brought renewed momentum to the two-state solution and the institution-building agenda of the State of Palestine, which was recently upgraded to a non-member observer State at the ILO.

In general, ILO maintained strong **coherence** with national and UN frameworks. The ILO's normative mandate in employment and social protection was affirmed by national institutions and social partners. ILO was recognized as a leader in the labour sector and a key technical advisor on social protection reform. Nonetheless, the ILO's integration into the humanitarian architecture remained limited, and the prominence of the Emergency Response Plan (ERP) created tensions with the DWP's role as the main programming tool for ILO operations at the country level. Initial ERP efforts to engage in emergency cash assistance were not sufficiently coordinated with relevant national institutions and UN actors, and were eventually set aside.

While the ERP competed with the DWP to some extent, it also shed light on how future DWCPs can **enhance the role of ILO in humanitarian contexts**. The ILO can contribute both normatively and operationally to cash-for-work within a broader UN humanitarian response. The ILO can also enhance national systems and capacities by adapting tripartite collaboration to the crisis. And supporting government institutions and national partners as delivery channels for crisis response and recovery. This approach is consistent with the HDP Nexus.

Effectiveness was demonstrated through the rapid deployment of emergency employment schemes, the mainstreaming of labour rights in crisis response, and the advancement of social protection reform. The ERP created over 1,200 short-term jobs and supported institutional coordination, while the DWP contributed to legal reform and cooperative development. However, implementation bottlenecks—particularly in Gaza— have been reported as limiting outreach and delivery.

On this note, several **lessons learned and good practices** emerge from the ILO's experience during the crisis triggered on 7 October 2023. These relate to the importance of **flexible funding modalities**—such as RBSA and Kuwait contributions—which enabled rapid adaptation and strategic continuity. The evaluation also highlights the need to **integrate resource mobilization into programme design**, so that the DWP can function as a coherent and operational framework

rather than a symbolic reference. Without this integration, implementation risks becoming fragmented and constrained by donor-driven projects that may not align with national priorities or ILO's strategic vision. Future DWCPs should therefore be designed with clear financial targets, a project pipeline aligned to programme outcomes, and mechanisms for strategic fundraising that reinforce programme coherence and impact.

In addition, the **clustered projects** funded through RBSA and Kuwait played a strategic role in enabling both institutional reform and emergency response. RBSA projects supported tripartite dialogue, formalization, and crisis-responsive employment, while Kuwait funding provided core support to the ILO Office and enabled the launch of the ERP. These flexible modalities allowed the ILO to maintain thematic continuity and adapt to evolving needs, reinforcing its effectiveness across both programmes.

Efficiency improved through the use of flexible funding modalities and national systems, notably the Palestinian Employment Fund. The ERP's pooled fund and Kuwait contributions enabled strategic adaptation and rapid mobilization. However, internal management constraints, siloed operations, and the absence of dedicated M&E staff hindered efficient programme management. Resource mobilization remained reactive, and the lack of a fundraising strategy aligned with the DWP limited strategic planning and donor engagement.

In terms of **impact,** the ILO's potential was visible to stakeholders in upstream policy reform and institutional strengthening. Contributions to the Cooperative Sector Strategy, labour law reform, and life-cycle-based social protection were widely recognized. The ERP's review pillar produced credible labour market intelligence that informed recovery planning and international advocacy. Yet, the long-term impact of emergency employment and capacity-building requires a different evaluation work.

Sustainability is supported by the institutional embedding of reforms and the use of national systems for delivery. The ILO's technical support to the MoSD, PCBS, and cooperative unions has laid the groundwork for future resilience. However, sustainability is threatened by the cost of occupation on the Palestinian people and difficult financial prospects facing the Palestinian Authority..

7. LESSONS LEARNT AND GOOD PRACTICES

Lesson 1

DWCPs must prepare for emergency scenarios

The Gaza crisis in October 2023 revealed both the strengths and limitations of ILO programming in fragile contexts. The ERP was a necessary and timely adaptation. It allowed the ILO to respond quickly to urgent needs, mobilize resources, and deliver targeted interventions through national systems. Its structure—organized around relief, review, and recovery—provided clarity and coherence, and helped maintain thematic continuity with the DWP, while providing a new framework for ILO operations during the emergency.

The ERP's list of interventions and pooled funding mechanism enhanced visibility, attracted donor support, and improved operational clarity, further reinforced by regular reporting. In contrast, the DWP, though symbolically important, lacked a finalized results framework and did not serve as a functional programming tool.

This experience highlights the need for ILO programming units—at country, regional, and headquarters levels—to embed emergency response mechanisms within DWCPs from the outset in countries where crises are likely to hamper long-term development work. Doing so would ensure that crisis adaptation strengthens rather than sidelines long-term programming, and that DWCPs remain relevant and operational even in volatile environments.

Lesson 2

Strategic partnerships are key to advancing social protection reform

In Palestine, the space for delivering cash aid is dominated by humanitarian actors, and the development of systemic social protection faces multiple challenges—including political sensitivities, institutional fragmentation, and limited fiscal capacity. The ILO's attempts to engage directly in the implementation of emergency cash assistance were not successful. Despite strong technical foundations, these efforts encountered resistance from national actors and were not aligned with prevailing humanitarian delivery mechanisms.

Yet, the ILO's partnership with UNICEF and the MoSD emerged as a strategic success. Together, they co-led the development of lifecycle-based allowances and shock-responsive protocols, laying the groundwork for a transition from poverty-targeted aid to universal entitlements. This partnership

could lead to pilot programmes advancing a shift from humanitarian cash aid to systemic rights-based universal social protection. ILO will be more influential and better for direct delivery strategically partnering with a UN agency like UNICEF, already implementing large cash-aid programmes with humanitarian logic.

Good practice 1

ERP as a strategic resource mobilization initiative

The ERP was not only a crisis response mechanism—it became a strategic initiative for resource mobilization. Its design included a clear list of interventions, thematic continuity with the DWP, and a pooled funding system that allowed the ILO to align donor contributions with programme goals. This structure helped overcome the fragmentation typically caused by project-based funding and donor-driven agendas.

By consolidating resources under a unified framework, the ERP enhanced strategic management and enabled the ILO to deliver coherent interventions in priority areas. Despite operating in a highly constrained environment, the ERP attracted contributions Belgium, Indonesia, and the Netherlands, demonstrating its effectiveness in mobilizing resources. It also allowed the ILO to maintain its normative and technical leadership while adapting to crisis conditions. This experience offers a replicable model for future DWCPs in fragile contexts, where strategic resource mobilization must be both flexible and aligned with long-term goals.

Good practice 2

Flexible funding allocated and sustained through strategic action and dialogue

Kuwait funding has played a pivotal role in enabling the ILO to maintain strategic coherence and operational flexibility in Palestine. Unlike rigid donor modalities, Kuwait's contributions acted as core funding for the Jerusalem Office and were instrumental in launching the ERP. This seminal funding allowed the ILO to mobilize quickly, coordinate with national institutions, and deliver emergency employment and business continuity support through national systems.

Importantly, before the crisis, Kuwait funding was oriented toward key institution-building goals—such as supporting the reactivation of a Palestinian social security entity. These types of reforms are difficult to plan within rigid logframes, yet they carry high strategic value. Kuwait's flexible modality allowed the ILO to pursue these goals with the necessary adaptability and long-term vision.

However, the strategic value of this seed capital could be further enhanced by associating the Kuwait fund directly with the DWCP itself, rather than allocating it to discrete projects that are not always well-defined or monitored. Linking this funding to the DWCP would improve coherence and visibility on flexible funding support to broader programme, which could in turn attract additional

flexible funding form other donors. This would also reinforce the DWCP as the central programming instrument.

Good Practice 3

ILO's normative leadership in the HDP Nexus through labour standards and cash-for-work coordination

In the context of the Gaza crisis, the ILO played a pivotal role in embedding decent work principles into humanitarian response mechanisms. This concerns the definition of labour and wage standards in emergency employment schemes and C4W, the development of SOPs for C4W, integration of OSH requirements into contracting practices, and provision of technical guidance on wage valuation. These efforts ensured that emergency employment respected minimum labour standards and preserved dignity and rights even under crisis conditions. This normative work, along with cash-for-work implementation through the Palestinian Employment Fund, a channel later utilized by other donors, has positioned ILO as a key player in emergency employment and recovery.

This experience sheds light on the ILO's potential role in UN humanitarian responses, which is especially relevant given the guidance provided by ILO Recommendation No. 205 on Employment and Decent Work for Peace and Resilience. While the Recommendation affirms the importance of employment recovery and social dialogue for peacebuilding, it does not specify the operational modalities for ILO engagement in humanitarian contexts. The Palestine case illustrates how the ILO can contribute meaningfully to humanitarian coordination through its normative mandate, technical expertise, and partnerships with national institutions.

Looking ahead, this good practice suggests that the ILO's role in humanitarian settings should be more clearly defined and institutionalized—particularly in fragile and conflict-affected contexts where employment and social protection are central to recovery and resilience.

8. RECOMMENDATIONS

Recommendation 1: Strengthen Results-Based Management (RBM) at programme level

Addressed to	Priority	Resource	Timing
ILO Country Office ROAS programming	High	Medium	Short-term

While the previous DWP provided a narrative framing ILO's vision and facilitated tripartite agreement, the next DWCP should be operationalized as a programme tool oriented to specific, measurable, and traceable results.

Action points:

- Elaborate an indicator framework
- Set baselines and targets
- Specify monitoring mechanisms
- Allocate RH to M&E with a programme focus
- Set budgetary targets to guide strategic resource mobilization and enhance project alignment with programmatic priorities

Recommendation 2: Broaden ILO visibility and development partners' engagement

Addressed to	Priority	Resource	Timing
ILO Country Office ROAS programming	Medium	Medium	Medium-term

To reinforce ILO's comparative advantage and improve coherence within the UN system, the DWCP should expand engagement beyond tripartite constituents to include donors, UN agencies, and civil society actors. As suggested by some evaluation informants, this could be done through the institutionalization of ILO regular meetings with international partners and key stakeholders (see also Recommendation 7)

Action points:

- Establish a platform for regular strategic dialogue focused on the DWCP topics that complements the tripartite steering committee
- Use the platform to further disseminate ILO knowledge products and facilitate dialogue on support to DW goals
- Facilitate donor engagement and resource mobilization towards ILO and tripartite initiatives

Recommendation 3: Integrate emergency response within DWCP

Addressed to	Priority	Resource	Timing
ILO Country Office ROAS programming HQ programming and crisis	High	Low	Short-term

The next DWCP must address the continuation of recovery plans in a critical context, while making explicit the nexus of recovery efforts with longer-term goals that contribute to the set-up and enhancement of labour institutions of the State of Palestine. Beyond Palestine, ILO programming could provide guidance on how to include in DWCPs long-term scenarios, based on peace assumptions, and emergency scenarios, that pave the way for crisis adaptation and responsiveness.

Action points:

- Discuss with HQ adaptability of other DWCPs in fragile contexts and emergency scenarios.
- Define DWCP dual framing in programme narrative
- Clarify ILO's niche in HDP Nexus and humanitarian coordination

Recommendation 4: Prepare for advocacy and programme design on a shift from poverty-targeted humanitarian aid to universal, lifecycle-based social protection systems

Addressed to	Priority	Resource	Timing
ILO Country Office ROAS programming HQ programming and crisis	High	Low	Short-term

As highlighted in the evaluation findings, the humanitarian crisis in Gaza has reached such scale that **virtually the entire population is now considered vulnerable**, rendering traditional poverty-targeting mechanisms ineffective. This presents a **strategic opportunity** for the ILO and its partners to advocate for a **universal, rights-based social protection system**, aligned with ILO standards and Recommendation No. 202. The ERP's shock-responsive protocols and the MoSD's lifecycle-based allowances provide a strong foundation for this transition.

Action Points:

- Coordinate with MoSD and UNICEF to design and pilot universal social protection schemes.
- Advocate for the reallocation of humanitarian donor funding toward systemic social protection aligned with ILO standards.
- Institutionalize inclusive mechanisms that integrate employment activation and lifecycle entitlements.

- Strengthen shock-responsive systems and link them to national registries and policy frameworks.

Recommendation 5: Conduct strategic analysis of EU financing for economic recovery and position ILO as a technical leader

Addressed to	Priority	Resource	Timing
ILO Country Office ROAS	High	Medium	Medium-term

The evaluation identifies the EU and its member states—including development banks and financial institutions—as the **primary source of future ODA for economic recovery** in Palestine. This includes both **grant-based support** (e.g., through the EU Reform Matrix and PEGASE) and **loan-based instruments**. Given the PA's reform agenda touching on labour and social protection, the ILO should prepare to play a **leading technical role in programme design and policy dialogue**.

Action Points:

- Map EU financing instruments relevant to employment and social protection (grants, loans, budget support).
- Engage with EU institutions and member states to position ILO as a strategic partner in programme design.
- Seek complementarity between DWCP priorities and the EU Reform Matrix for the PA reform.
- Develop concept notes and technical proposals for scalable employment interventions based on ILO knowhow including emergency employment, wage subsidies schemes and labour intensive infrastructure.

Recommendation 6: Institutionalize tripartite dialogue, including in times of crisis, and tap into ILO recognition to empower social partners

Addressed to	Priority	Resource	Timing
ILO Country Office Tripartite Constituents	High	Medium	Medium-term

The ERP demonstrated the value of tripartite engagement in emergency response, but the evaluation notes that **structured dialogue mechanisms were not sustained**. The DWCP should set **explicit goals for tripartite dialogue, particularly in times of crisis**, including institutional arrangements for recovery planning. The recent recognition of Palestine as a **non-member observer State at the ILO** opens new avenues for integrating Palestinian social partners into **global networks**, enhancing legitimacy and learning.

Action Points:

- Include in the DWCP a point about institutionalization of tripartite dialogue in response to the demands of social partners

- Raise awareness of tripartism and social dialogue, tapping into the momentum garnered by the formal recognition of the State of Palestine by the ILO.
- Support Palestinian social partners' participation in global ILO networks and forums.
- Continue tripartite partners' capacity-building for emergency response and recovery
- Institutionalize tripartite dialogue around recovery interventions, building on ERP experience.
- Develop protocols for tripartite engagement in emergency and recovery planning, including sectoral platforms.
- Disseminate ILO Recommendation No. 205 among Palestinian social partners through workshops, translations, and integration into DWCP training and advocacy materials

Recommendation 7: Upgrade research and advocacy as a strategic DWCP component under the UNSCD 'Partnerships' priority

Addressed to	Priority	Resource	Timing
ILO Country Office	High	Medium	Medium-term

The evaluation highlights high appreciation for ILO's analyses, which have informed donor planning and international advocacy. It is recommended to enhance communication on ILO research outputs, including by presenting and discussing them in institutionalized development partners meetings. 'Research and advocacy' could be a new area of the DWCP framed under the 'Partnerships' strategic priority of the UNSDCF[29].

Action Points:

- Institutionalize partners' meetings focused on ILO knowledge products.
- Partner with research institutions, civil society organizations, and think tanks.
- Align outputs with SDG 17 targets and UNSDCF indicators on partnerships and data.
- Use research products to support donor engagement, policy dialogue, and programme design.

[29] The UN Sustainable Development Cooperation Framework (UNSDCF) 2023–2025 for Palestine includes a dedicated Strategic Priority on "Partnerships", which is highly relevant for framing ILO's research and advocacy work. The UNSCF Partnerships priority aims to strengthen inclusive, transparent, and accountable institutions; enhance data systems and evidence-based policymaking, and promote multi-stakeholder partnerships. It explicitly mentions the importance of knowledge generation and dissemination, evidence-based policy advocacy and enhanced coordination of development actors.

ANNEXES

Annex I. Evaluation matrix

Criterion	EQ	KEY word	Method	Indicator
Relevance (R)	**R1**	**Priorities**	a. Strategic Document Review	Consistent references to NES, NPA, Labour Sector Strategy, Social Protection Sector Strategy, UNSDCF, SDGs
				Tripartite consultations documented in project design and ERP validation
			d. KII - ILO and DWP partners	DWP partners' insights on alignment with the National Employment Strategy and constituent priorities
			e. KII - project teams and implementing partners	Implementing partners' insights on alignment with the National Employment Strategy and constituent priorities
			f. KII - Other development partners and donors	Other partners' insights on alignment with the National Employment Strategy and constituent priorities
			g. FGDs	FGD participants' insights on the relevance of the ILO's mission to the State of Palestine and the current needs of the Palestinian people
	R2	**Adaptability**	a. Strategic Document Review	ERP design built on DWP structures (e.g., cooperatives, social protection)
				Evidence of ERP adaptation to crisis and alignment with HDP Nexus
			d. KII - ILO and DWP partners	DWP partners' insights on responsiveness to the evolving security context and humanitarian challenges
			e. KII - project teams and implementing partners	Implementing partners' insights on responsiveness to the evolving security context and humanitarian challenges
			f. KII - Other development partners and donors	Other partners' insights on responsiveness to the evolving security context and humanitarian challenges
	R3	**Design**	a. Strategic Document Review	Evidence that project outputs and objectives explicitly reference DWP outcomes in design documents and ToCs
				Evidence that project outputs and objectives explicitly reference ERP outcomes in design documents and ToCs
			b. Operational doc review	Referemces to DWP and key components in project background sections
				References to adpation to ERP in progress reprots
			d. KII - ILO and DWP partners	DWP partners' insights on ILO's own strategic gearing
			e. KII - project teams and implementing partners	Implementing partners' insights on alignment with ILO's mandate and internal coherence

Criterion	EQ	KEY word	Method	Indicator
				Influence of external factors, including donor funding, in project desing and identification
	R4	**Evaluability**	a. Strategic Document Review	Project-level M&E exists; no centralized DWP-wide system
			c. Data analysis	Number and quality of programme-level indicators; presence of baselines, targets, and M&E systems for DWP and ERP
			d. KII - ILO and DWP partners	Number of reports or notes reporting on progress on DWP / ERP
Coherence (C)	**C1**	**UN Coherence**	a. Strategic Document Review	DWP mapped to UNSDCF outcomes; alignment with UNCT strategies
				ERP bridges relief and development; supports HDP Nexus
			c. Data analysis	Data on donors and agencies operating in ILO thematic areas according to ODA statistics
				Data on the ILO's weight and rank within the UN system and broader development cooperation sector, based on ODA allocations to ILO and non-ILO sectors in Palestine
			d. KII - ILO and DWP partners	DWP partners' insights on ILO's external coherence within the broader UN action in Palestine
				Instances of duplication or competing agendas
			e. KII - project teams and implementing partners	Implementing partners' insights on how ILO projects fit within broader UN action in Palestine
			f. KII - Other development partners and donors	Other partners' insights on ILO's external coherence within the broader UN action in Palestine
			g. FGDs	FGD participants' insights on the alignment of ILO programming with the broader UN system and donor strategies, particularly in the context of the Humanitarian-Development-Peace Nexus
	C2	**ERP Integration**	a. Strategic Document Review	ERP pillars mirror DWP priorities; examples of continuity
			d. KII - ILO and DWP partners	DWP partners' insights on ILO's role in the humanitarian-development-peace nexus
				instances of duplication or conflict between DWP and ERP
			e. KII - project teams and implementing partners	Implementing partners' insights on ILO's contribution to the humanitarian-development-peace nexus
			f. KII - Other development partners and donors	Other partners' insights on ILO's role in the humanitarian-development-peace nexus
	C3	**Project Alignment**	a. Strategic Document Review	Project documents refer to DWP outcomes and RBM system
			b. Operational doc review	Project objectives aligned with DWP pillars and UNSDCF

Criterion	EQ	KEY word	Method	Indicator
				Project themes mapped to DWP/ERP outcomes
			d. KII - ILO and DWP partners	DWP partners' insights on alignment with donor priorities
			e. KII - project teams and implementing partners	Implementing partners' insights on alignment with donor priorities
			f. KII - Other development partners and donors	Other partners' insights on alignment with donor priorities
Effectiveness (E)	**E1**	**Programme achievements**	a. Strategic Document Review	ERP supported continuity of DWP goals during crisis
				Project-level achievements; lack of aggregated DWP-wide data
			b. Operational doc review	Project reports show contributions to DWP indicators
			c. Data analysis	Average achievement rate of output/outcome indicators across projects contributing to DWP/ERP, disaggregated by pillar or theme
				Data on trends and patterns in ODA allocation to the ILO over recent years, including fluctuations by donor and thematic area
			d. KII - ILO and DWP partners	DWP partners' insights on effectiveness in delivering ILO programming (DWP and ERP)
			e. KII - project teams and implementing partners	Implementing partners' insights on project achievements in relation to ILO programming (DWP and ERP)
			f. KII - Other development partners and donors	Other partners' insights on effectiveness in delivering ILO programming (DWP and ERP)
			g. FGDs	FGD participants' insights on the effectiveness of ILO's delivery against its mission and the broader USDCF
	E2	**Project achievements**	b. Operational doc review	Project reports show contributions to DWP indicators
			d. KII - ILO and DWP partners	DWP partners' insights on effectiveness in delivering donor-driven projects
			e. KII - project teams and implementing partners	Implementing partners' insights on project achievements against the project logframe
			f. KII - Other development partners and donors	Other partners' insights on effectiveness in delivering donor-driven projects
	E3	**Cross-cutting issues**	a. Strategic Document Review	Examples of effective integration of cross-cutting ILO and UN priorities
				Targeted support for women and youth; positive evaluation feedback
			b. Operational doc review	Project reports show contributions to DWP indicators

Criterion	EQ	KEY word	Method	Indicator
			d. KII - ILO and DWP partners	DWP partners' insights on effectiveness in addressing cross-cutting priorities, including gender equality and inclusion
			e. KII - project teams and implementing partners	Implementing partners' insights on contributions to cross-cutting priorities, including gender equality and inclusion
			f. KII - Other development partners and donors	Other partners' insights on effectiveness in addressing cross-cutting priorities, including gender equality and inclusion
	E4	**Policy**	a. Strategic Document Review	Project-level M&E exists; no centralized DWP-wide system
			b. Operational doc review	Project reports show contributions to DWP indicators
			d. KII - ILO and DWP partners	DWP partners' insights on effectiveness in advancing long-term labour policy goals
			e. KII - project teams and implementing partners	Implementing partners' insights on contributions to long-term labour policy goals
			f. KII - Other development partners and donors	Other partners' insights on effectiveness in advancing long-term labour policy goals
	E5	**Partnerships**	a. Strategic Document Review	Examples of effective collaboration with donors and national institutions
			b. Operational doc review	Types and roles of partners documented in project implementation; evidence of joint planning or delivery
			d. KII - ILO and DWP partners	DWP partners' insights on partnerships that have enhanced ILO effectiveness
			e. KII - project teams and implementing partners	Implementing partners' insights on partnerships that have enhanced ILO effectiveness
			f. KII - Other development partners and donors	Other partners' insights on partnerships that have enhanced ILO effectiveness
	E6	**Modalities**	a. Strategic Document Review	Policy reform efforts continued via ERP (e.g., social security, labour law)
			d. KII - ILO and DWP partners	DWP partners' insights on implementation modalities and arrangements that have enhanced ILO effectiveness
			e. KII - project teams and implementing partners	Implementing partners' insights on implementation modalities and arrangements that have enhanced ILO effectiveness
			g. FGDs	FGD participants' insights on partnerships and implementation arrangements that enhance or hinder the effectiveness of ILO interventions
Efficiency (F)	**F1**	**Management and cost-effectiveness**	a. Strategic Document Review	Strategic use of resources; coordination challenges noted

Criterion	EQ	KEY word	Method	Indicator
				Tripartite engagement in design and implementation confirmed
			d. KII - ILO and DWP partners	DWP partners' insights on managemnt, implementation and monitoring
			e. KII - project teams and implementing partners	Implementing partners' insights on ILO efficiency in internal management, implementation, and monitoring
			f. KII - Other development partners and donors	Other partners' insights on ILO efficiency in internal management, implementation, and monitoring
			g. FGDs	FGD participants' insights on ILO cost-effectiveness from a comparative perspective
	F2	**Collaboration**	a. Strategic Document Review	Tripartite structure and thematic expertise as comparative advantage
			d. KII - ILO and DWP partners	DWP partners' insights on coordination and collaboration with other entities
			e. KII - project teams and implementing partners	Implementing partners' insights on coordination and collaboration with other entities
			f. KII - Other development partners and donors	Other partners' insights on coordination and collaboration with other entities
	F3	**Timing**	a. Strategic Document Review	Initial progress on track; delays due to Gaza crisis
			d. KII - ILO and DWP partners	DWP partners' insights on timely delivery of outputs and services
			e. KII - project teams and implementing partners	Implementing partners' insights on timely delivery of project outputs
			f. KII - Other development partners and donors	Other partners' insights on timely delivery of outputs and services
	F4	**Resources**	c. Data analysis	Data on the distribution of financial and human resources across DWP/ERP priorities and funding modalities, as reported in ILO financial records
			d. KII - ILO and DWP partners	DWP partners' insights on resource mobilization and allocation
			e. KII - project teams and implementing partners	Implementing partners' insights on resource mobilization and allocation
			f. KII - Other development partners and donors	Other partners' insights on resource mobilization and allocation
Sustainability (S)	**S1**	**Capacities built**	b. Operational doc review	References to sustainaility and capacity building measures in project documents
			d. KII - ILO and DWP partners	DWP partners' insights on sustainability of ILO achievements through capacity building

Criterion	EQ	KEY word	Method	Indicator
			e. KII - project teams and implementing partners	Implementing partners' insights on capacity building achievements in the State of Palestine
			f. KII - Other development partners and donors	Other partners' insights on sustainability of ILO achievements through capacity building
	S2	**Ownership**	b. Operational doc review	References to project ownership by constituents in progress reports and evaluations
			d. KII - ILO and DWP partners	DWP partners' insights on sustainability through ownership by tripartite constituents
			e. KII - project teams and implementing partners	Implementing partners' insights on ownership by tripartite constituents
			f. KII - Other development partners and donors	Other partners' insights on sustainability through ownership by tripartite constituents
Impact (I)	**I1**	**Impact**	d. KII - ILO and DWP partners	DWP partners' insights on policy-level impact on end-beneficiaries, including any observed negative or unintended effects
			e. KII - project teams and implementing partners	Implementing partners' insights on policy-level impact on end-beneficiaries, including any observed negative or unintended effects
			f. KII - Other development partners and donors	Other partners' insights on policy-level impact on end-beneficiaries, including any observed negative or unintended effects

Annex II. Evaluation tools

Tool a. Strategic Document Review Questionnaire

This questionnaire is designed to guide the strategic document review as part of the evaluation of the 2023–2025 Decent Work Programme (DWP) and the Emergency Response Plan (ERP) in Palestine. The method involves analyzing strategic documents such as the DWP, ERP, NES, UNSDCF, and other relevant policy and planning materials to assess alignment with national priorities, coherence with UN frameworks, effectiveness, and future design considerations. The questions below are structured around the OECD-DAC evaluation criteria and are referenced by their corresponding evaluation question codes.

1. Is the Programme relevant to the Palestinian National Employment Strategy (NES 2021-2025), NPA, Labour Sector Strategy and Social Protection Sector Strategy? (R1)
2. How did constituents participate in the DWP and ERP and how were their needs and priorities considered in the design of both programmes? (R1)
3. How has the DWP along with ERP adapted to the current socioeconomic challenges, and how well does it align with the HDP Nexus to address these issues? (R2)
4. Was the DWP designed with mechanisms to respond to emergency situations, such as the recent conflict? How did these mechanisms influence the ERP's design? (R2)
5. How did project design and resource mobilization change after the adoption of the DWP? (R3)
6. How did project design and resource mobilization change after the adoption of the ERP? (R3)
7. Is the DWP evaluable and was it developed using a results-based approach? Were indicators and targets clearly defined, and is there a monitoring and evaluation system in place that helps understand how and why the DWP achieved specific results? (R4)
8. To what extent is the DWP coherent and in synergy with the UNCT and the HDPN? (C1)
9. How is coherence between humanitarian assistance and long-term development enhanced? (C1)
10. How well is the ERP integrated within the DWP framework and aligned with its priorities, especially in the context of the changing socio-economic landscape in Palestine? (C2)
11. To what extent were the DC and RBSA projects implemented during the DWP cycle coherent and aligned with the DWP? (C3)
12. To what extent have the expected outputs and outcomes of the DWP been achieved as well as the DWP projects? What are the main reasons for achievement and non-achievement? (E1)
13. To what extent has the ERP contributed to the DWP outcomes? What factors contributed to or hindered the effectiveness of these outcomes? (E1)
14. Has the DWP and its subsequent ERP carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring? (F1)
15. How effective have the partnerships been in supporting the implementation of the DWP and the ERP's contribution to the Programme among tripartite constituents, the ILO, and other partners? (E5)
16. To what extent have cross-cutting issues such as international labour standards, social dialogue, gender and inclusivity, and environmental sustainability been integrated into the design and implementation of the DWP and its subsequent ERP? (E3)
17. How has the ILO maintained the implementation of key policy reform priorities outlined in the DWP during the crisis response? (E6)
18. Does the DWP have a monitoring and evaluation system that could have been effective towards understanding how and why the DWP achieved specific results? (E4)

19. Have gender and inclusivity issues been addressed in the programme document? Did the attainment of results benefit equally to men and women? (E3)
20. How well is the DWP implemented, managed, coordinated, monitored, and reported on? Were resources (human resources, expertise, funds, etc.) used strategically to achieve the Programme's broader outcomes? (F1)
21. What have been the strengths and limitations of the ILO's capacity to guide the delivery and implementation of the DWP through fostering effective partnerships? What is the ILO's comparative advantage in this work? (F2)
22. Have the results been achieved in a timely manner? (F3)

Tool b. Operational Document Review Questionnaire

This questionnaire is designed to guide the review of operational documents, including project documents, progress reports, and evaluations, to assess the implementation and performance of the Decent Work Programme (DWP) and the Emergency Response Plan (ERP). It supports the evaluation's mixed-methods approach by extracting evidence on project design, alignment, achievements, sustainability, and lessons learned, as outlined in the inception report.

1. How are projects identified and what were the key decisions made on projects' goals, scope and partners, according to the ProDocs and progress reports? [R3]
2. How were project designs adapted to the adoption of the ERP? [R3]
3. What are the focus areas of the various ILO projects and how do they link to DWP/ERP outcomes? [C3]
4. How do projects all together cover and align to the broader ILO strategy in Palestine? [C3]
5. To what extent project aggregated results, as reported in final progress reports and evaluations, indicate achivement of programme goals (DWP and ERP)? [E1]
6. What main outcomes and outputs were achieved by RBSA projects conducted during 2023–2025? [E2]
7. What main outcomes and outputs were achieved by Kuwait-funded projects between 2023 and 2025? [E2]
8. What results are reported in project progress reports and evaluations in relation to cross-cutting issues like international labour standards, social dialogue, gender and inclusivity, and environmental sustainability? [E3]
9. What results at policy level are reported in project progress reports and evaluations, including RBSA projects, Kuwait-funded projects and other projects? [E4]
10. What types of partnerships sustain project desing and implemention, and which ones enhance ILO effectivenes? [E5]
11. What capacity building measures are included in project desing? [S1]
12. How is ownership sought in project design and implementation according to project reports and evaluations? [S2]
13. What recurrent / relevant lessons learned and good practices are found in project evaluations? [D1]
14. What adaptive measures or innovations are reported in evaluations, and what triggered them (e.g., crisis, implementation challenges)? [D2]
15. Do evaluations identify gaps or strengths in learning and adaptive management mechanisms (e.g., M&E systems, feedback loops)? [D3]
16. What risks are highlighted in project evaluations and what mitigation strategies are proposed? [D4]

17. What recommendations from project evaluations refer to their strategic framework (DWP and ERP)? [D5]
18. What delivery models or institutional partnerships were most effective according to project evaluations, and what challenges were noted? [D6]
19. What enabling conditions for successful implementation can be identified from progress reprots and evaluations? [D7]
20. Based on operational documents, what opportunities and challenges in the institutional and funding environment have influenced implementation, and how can the ILO better respond to them in future programming? [D8]

This review will be complemented by a standardized data collection template that will be circulated to project managers. The template is designed to collect consistent and comparable information on project achievements, outputs, and implementation details, thereby supporting the aggregation of results and enhancing the evaluability of the DWP and ERP.

Tool c. Data Analysis Questionnaire

This tool supports the evaluation through analysis of quantitative data, including ODA statistics, ILO financial records, and monitoring data. It aims to assess programme coherence, effectiveness, resource use, and the application of results-based management principles.

1. What donors and agencies operate in ILO thematic areas according to ODA statistics? *(C1)*

2. What is the ILO weight and rank within the UN family and broader development cooperation sector, considering ODA allocated to the State of Palestine in ILO and non-ILO sectors? *(C1)*

3. What is the average indicator achievement rate in progress reports and evaluations? *(E1)*

4. What trends and patterns can be observed in ODA allocation to ILO across the years? *(E1)*

5. How were financial and human resources distributed across DWP/ERP priorities and funding modalities according to ILO financial data? *(F4)*

6. To what extent do ILO systems and available monitoring data inform on achievements of indicators and targets according to a results-based framework? *(R4)*

Tool d. KII - ILO and DWP partners

This questionnaire is designed to guide key informant interviews with ILO staff and DWP partners. It explores perceptions and experiences related to the relevance, coherence, effectiveness, efficiency, sustainability, impact, and future design of the DWP and ERP. Responses will help triangulate findings from other data sources and provide qualitative insights into programme implementation and strategic direction.

1. How well is ILO responding to the needs to its constituents and end-beneficiaries considering the following:	**R0**

- the National Employment Strategy, priorities of constituents as expressed in consultations	R1
- the evolving security context and humanitarian challenges	R2
- other considerations during resource mobilization and project design	R3
2. Speaking of coherence, how do you assess the ILO external coherence considering:	**C0**
- the overall UN action in the State of Palestine	C1
- overlaps or competing agendas among humanitarian actors	C1
- the humanitarian-development-peace nexus (emphasized with the ERP)	C2
- possible overlaps or competition between DWP and ERP	C2
- donor priorities	C3
3. To what extent do you consider that ILO has been efectively delivering against:	**E0**
- its own programming (DWP and ERP)	E1
- individual donor-driven projects	E2
- cross-cutting ILO and UN priorities (including gender equality and inclusive goals)	E3
- the long-term ILO focus on labour policies	E4
4. Which types of partnerships and concrete examples of partnerships have enhanced ILO effectiveness from your experience?	**E5**
5. Which implementation modalities and arrangments have enhanced ILO effectiveness from your experience?	**E6**
6. How do you assess ILO efficiency in the State of Palestine considering:	**F0**
- internal management, implementation and monitoring	F1
- coordination and collaboration with other entities	F2
- timely delivery	F3
- resource mobilization and allocation	F4
7. How sustainable do you find ILO achievements considering:	**S0**
- capacities built in the State of Palestine	S1
- ownership by tripartite consituents	S2
8. How do you think taht ILO work at policy level does / will postively impact on end-beneficairies? Have you observed any negative or unintended impact?	**I1**
9. What progress reports have you produced or used in relation to the implementation of the ERP and DWP at programme level?	**R4**
10. Based on this experience and looking ahead, what are the most important considerations for the next DWCP, including…?	**D0**
- lessons learnt and good practices	D1
- examples of course correction and adaptation	D2
- continuous learning and adaptative management	D3
- crisis anticipation and response	D4
- new priorities	D5
- promising delivery approaches and institutional arrangements	D6
- enabling conditions for ILO work	D7
- institutional and funding environment	D8

Tool e. KII - project teams and implementing partners

This questionnaire is designed to guide interviews with project teams, implementing partners, and technical staff involved in the delivery of ILO interventions in Palestine. It aims to capture operational insights on project design, implementation challenges, achievements, and alignment with the DWP and ERP frameworks. These interviews are essential for understanding how individual projects contribute to broader programme outcomes and how implementation modalities have adapted to contextual shifts, including the 2023 crisis.

1. Please describe the rational of the ILO project/s in which you have been involved and assess its relevance considering:	**R0**
- the National Employment Strategy, priorities of constituents as expressed in consultations	R1
- the evolving security context and humanitarian challenges	R2
- priorities set in the DWP and ERP	R3
- other considerations during identification and project design	R3
2. How did this/these project/s fit into broader development cooperation including:	**C0**
- the overall UN action in the State of Palestine	C1
- the humanitarian-development-peace nexus (emphasized with the adoption of the ERP)	C2
- donor priorities	C3
3. Please describe the main achievements of the project/s and assess tehm against:	**E0**
- the project logframe	E2
- ILO own programming (DWP and ERP, if known)	E1
- cross-cutting ILO and UN priorities (including gender equality and inclusive goals)	E3
- the long-term ILO focus on labour policies	E4
- capacities built in the State of Palestine	S1
- ownership by tripartite consituents	S2
4. How do you think taht ILO work at policy level does / will postively impact on end-beneficairies? Have you observed any negative or unintended impact?	**I1**
5. Which types of partnerships and concrete examples of partnerships have enhanced ILO effectiveness from your experience?	**E5**
6. Which implementation modalities and arrangments have enhanced ILO effectiveness from your experience?	**E6**
7. How do you assess ILO efficiency at project level. Please refer to the following:	**F0**
- internal management, implementation and monitoring	F1
- coordination and collaboration with other entities	F2
- timely delivery	F3
- resource mobilization and allocation	F4
8. To what extent do you think these achievements will be sustained by:	**S0**
- local/national capacity building	S1
- constituents ownership	S2

Based on this experience and looking ahead, what are the most important considerations for the next DWCP, including…?	**D0**
- lessons learnt and good practices	D1
- examples of course correction and adaptation	D2
- continuous learning and adaptative management	D3
- crisis anticipation and response	D4
- promising delivery approaches and institutional arrangements	D6

Tool f. Key Informant Interviews – Other Development Partners and Donors

This tool is intended for interviews with strategic development partners and donors, including RBSA contributors, the Government of Kuwait, the UN Resident Coordinator's Office, and relevant UN agencies. It explores perceptions of the ILO's comparative advantage, coherence within the broader development cooperation landscape, and the effectiveness of partnerships. The insights gathered will help assess the visibility, positioning, and strategic alignment of the DWP and ERP within the international cooperation ecosystem.

• **Considering ILO mandate, specialization and experience, how relevant do you find its role in the State of Palestine and considering:**	**R0**
- labour market challenges, the National Employment Strategy and the state-building process	R1
- the evolving security context and humanitarian challenges	R2
• **How do you assess ILO comparative advantage in the State of Palestine and vis-a-vis…**	C0
- other UN entitites	C1
- the humanitarian community	C2
- international donors	C3
• **To what extent do you consider that ILO has been efectively delivering against:**	E0
- its own programming (DWP and ERP)	E1
- individual donor-driven projects	E2
- cross-cutting ILO and UN priorities (including gender equality and inclusive goals)	E3
- the long-term ILO focus on labour policies and institutions	E4
• **Which UN partners, donors and Palestinian entitie best complement ILO action and best enhance its performance?**	E5
• **How sustainable do you find ILO achievements considering:**	S0
- capacities built in the State of Palestine	S1
- ownership by tripartite consituents	S2
• **How do you assess ILO efficiency in the State of Palestine considering:**	F0
- internal management, implementation and monitoring	F1
- coordination and collaboration with other entities	F2
- timely delivery	F3
- resource mobilization and allocation	F4
• **How do you think that ILO work at policy level does / will postively impact on end-beneficairies? Have you observed any negative or unintended impact?**	I1
• **Based on your experience with ILO / in Palestine and looking ahead, what are the most important considerations for the next DWCP, including…?**	D0

- lessons learnt and good practices	D1
- examples of course correction and adaptation	D2
- continuous learning and adaptative management	D3
- crisis anticipation and response	D4
- new priorities	D5
- promising delivery approaches and institutional arrangements	D6
- stronger alingment	D7
- any other enabling factor	D8

Tool g. Focus Group Discussions (FGDs)

This tool guides focus group discussions with stakeholders directly affected by ILO interventions, such as cooperative members, MSME beneficiaries, women and youth participants in employment schemes, and representatives of workers' and employers' organizations. FGDs aim to capture collective experiences, perceptions of relevance and impact, and suggestions for improvement. While not statistically representative, these discussions provide valuable qualitative insights that complement findings from other data

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Thank you all for joining today's discussion. We're here to talk about your experiences and perspectives related to the work of the International Labour Organization (ILO) in Palestine, particularly through the Decent Work Programme (DWP) and the Emergency Response Plan (ERP). This is a safe and open space—there are no right or wrong answers. We're interested in your honest views, whether positive or critical. Your input will help us understand how these programmes are working and how they can be improved in the future.

- From your perspective, how relevant is the ILO's mission to the State of Palestine and the current needs of the Palestinian people?
- How well do you think the ILO's programming aligns with the broader UN system and donor strategies, particularly in the context of the Humanitarian-Development-Peace Nexus?
- Based on your experience, how efficient is the ILO compared to other international cooperation actors?
- How effectively has the ILO delivered on its mission and contributed to broader goals, such as those outlined in the UN Sustainable Development Cooperation Framework (UNSDCF)?
- What types of partnerships or implementation arrangements have you observed that enhance—or perhaps hinder—the effectiveness of ILO interventions?
- Are there any lessons learned or good practices from the current DWP/ERP cycle that you think should be carried forward?
- Looking ahead, what do you think are the most important considerations for designing the next Decent Work Programme?

Thank you for your valuable insights. Your contributions will help ensure that future ILO programmes are more responsive, inclusive, and impactful. If you have any additional thoughts after this session, feel free to share them with us through your local contact or by email.

Annex III. Documentary sources

Contextual Docs: National plans/strategies, Reports and Assessments

- A social Protection Floor Assessment in the OPt. ILO, October 2021
- Gaza Recovery and Reconstruction Development Plan- Final Draft.pdf, s endorsed during the Extraordinary Arab League Summit held in Cairo on March 4, 2025
- Draft of the First Phase of the 'National Program for Development and Reform', PM Office, 28 October 2024
- National Program for Development and Reform- first phase.docx,18 November 2024
- Arab Islamic Plan-Proposal-.pdf, Early Recovery, Reconstruction, and Development of Gaza, March 2025
- National Employment Strategy – Palestine (2021-2025) Ministry of Labor

UN Assessments and Reports

- GAZA AND WEST BANK INTERIM RAPID DAMAGE AND NEEDS ASSESSMENT, World Bank, February 2025
- UNSDCF (2023-2025)
- Results Group Outcomes, UNSDCF
- Joint work plan, Joint Work Plan Outcomes (1,2,3)

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- Follow up to the discussion on the enhanced programme of development cooperation for the occupied Arab territories, International Labor Organization, 12 Feb 2025

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- The situation of workers of the occupied Arab territories, 2023
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Decent Work Programme

- Decent Work Programme for the Occupied Palestinian Territory - Final.docx, Decent Work Programme
- ILO_Palestine_DWP2023-25_summary_4-pager_WEB_v6.pdf, Decent Work Programme Summary

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- ERP updated recovery-15MAY.pdf, ERP Recovery Summary
- ILO Jerusalem Office Kuwait report May 14 2025 - check total amount.docx, KWT annual report

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- Facilitating Recovery and Labor Rights in the OPT: PSE126_ RBSA proposal approved.pdf, Economic Recovery and Labor Rights,
- Strengthening Capacity of Employers and Workers Organisations (2024-25)PSE 126, PSE 801, PSE 802 - Final RBSA proposal (4).pdf,
- Facilitating Decent Jobs in the Gaza Strip (2024-25) PSE 126, PSE 801, PSE 802 - Final RBSA proposal (4).pdf
- Concept note-Social Security Kuwait September2023.docx, Concept Note, KWT

Other projects under the 2023-2025 DWP

- Cooperative Support Programme for Palestine (CSP-OPT): First annual report for CSP OPT-FINAL.pdf, Italy Final Report (2021-2022), and Second Annual Report, Italy Final Report (2022-2023), November 2023
- Promotion of an Enabling Environment for Sustainable Enterprises and Decent Jobs for Women and Youth in the Agriculture Sector (Japan project): ILO Proposal-Supplementary Budget ROJ-REVISED-01DEC22.doc, ILO Final Progress Report-JSB.pdf , Eval Report-JSB-Final.pdf,
- Strengthening Nexus Coherence and Responsiveness in the Palestinian SP Sector: PRODOC_Final.docx,. ILO Proposal-Supplementary Budget ROJ-REVISED-01DEC22.doc, Description of actions March 2021 ILO SP OPT Final Draft External Independent Evaluation Report for stakholders.pdf, Final Evaluation 2022 Technical Progress Report, 2023 Technical Progress Report, Inception Report
- Promoting Productive Employment and Decent Work for Women in Egypt, Jordan and Palestine. ANNEX A. Joint Programme Proposal UN Women and ILO on Decent work_FINAL version 051118.pdf, Joint program, UN Women & ILO. Final_ JP W4W 2021 Annual Report Final June 2022.docx, Final Report
- Social Dialogue for Formalization and Employability in Southern Neighbourhood Region (SOLIFEM) SOLIFEM proposal 30.9.20.docx, Proposal
- Enhancing Cooperatives' Access to Markets for Decent Work and Resilience in the OPT ILO Concept note_Enhancing Cooperatives' Access to Markets in the OPT_240424.docx, Concept note. Final Report - PSE 24 01 ESP.pdf Final Progress Report, April 2025
- Youth NEETs GLO-23-11-EUR executive summary.docx, Project Summary. PRODOC DG NEAR NEET submitted.docx, PRODOC

Annex IV. Interview and FGD list

Mr./Ms.	Name	Position	Stakeholder
Ms	Aisha Hmouda	Director of Gender Secretariat	PGFTU
Mr	Artur Ayvazov		UNICEF
Ms	Charis Reid	former SP officer in OPT	ILO HQ
Ms	Christelle Jacquet		Enabel
Mr	Dan Cork	Representative	ILO OPT
Ms	Debora Camaione		EU
Ms	Enas Attari	Minister	Ministry of Labour
Ms	Enas Qubbaj	Head of business development services	Palestinian Employment Fund
Ms	Erin Kuiper		Netherlands
Mr	Fuad Kharmah	Head of cooperative institute dptmt	Cooperative Work Agency
Mr	Giuseppe Marano	Economic development expert	IACS
Ms	Iman Husaini	Programming	UNDP
Mr	Jamal Jawabreh	Chairman & Director General	PFCCIA
Mr	Jesus Tome	Senior programme manager	Spain
Mr	José Manuel Medina	ACTEMPR specialist	ROAS
Ms	Kirsten-Maria Schapiro	Standards specialist	ILO ROAS
Ms	Lama Murra	coordinator	CWG Secretariat
Mr	Luca Singalli	coordinator	CWG Secretariat
Ms	Maha Katta		ILO OPT
Mr	Mahmoud Fatafta	Advisor to the Minister	Ministry of Agriculture
Ms	Manal Abu Ramadan	DG of Social Protection	Ministry of Social Development
Ms	Manal Khalafawi		UNDP
Mr	Michele Scala	Social protection - Nexus project	ILO OPT
Mr	Mirco Tricoli	Head of Office	IACS
Mr	Mohammad Sharakah	Director and Programs Manager	Palestinian Employment Fund
Mr	Mohannad	All Project Managers/Officers (separately)	ILO OPT
Mr	Mustapha Said	ACTTRAV specialist	ILO ROAS
Ms	Nieves Thomet	NEXUS Specialist	ILO HQ
Ms	Rasha El Shurafa	Program & Operations Officer	ILO OPT
Mr	Rashid Al Ruzzi	Gaza ERP Team	ILO OPT
Ms	Ruth Halle	Head of Project of Programme for Access to the Labour Market (PALM) II	GIZ
Ms	Ruth Mueller	DIplomat	Germany
Mr	Salah Hammad	Gaza ERP Team	ILO OPT
Mr	Salah Hammad		WFP
Ms	Samah Hamad	Minister	Ministry of Social Development
Mr	Shaher Saed	Secretary General	PGFTU
Mr	Sharif Khaled	ERP coordinator	ILO OPT
Ms	Suha Awadallah	Chairman & General Director	Palestinian Federation of Industries

Mr./Ms.	Name	Position	Stakeholder
Ms	Suha Kanaan	DG Statistics Department	Palestinian Cetral Bureau of Statistics
Mr	Tony Ayrouth	Programming	ILO ROAS
Ms	Yoshiko Tamanaka	Head of cooperation	Japan
Mr	Younis Sbeih	Cooperatives	ILO OPT
Mr	Mohammad Abu Zu'aiter	Deputy Director for Gaza	Palestinian Employment Fund
Ms	Feda Husseini	Project Manager (Nexus and DGD)	Oxfam
Mr	Ghassan Kishek	Project Manager (Agriculture Insurance and Livelihoods)	Oxfam
Mr	Majd Khoury	Project Coordinator (Nexus Project)	Oxfam

Additionally, the following stakeholder group perspectives were collected through **Focus Group Discussions (FGDs)**:

- FGD 1 – Employers' Organizations: 8 participants (5 men, 3 women) from PFCCIA and affiliated chambers of commerce.
- FGD 2 – Workers' Organizations: 8 participants (6 men, 2 women) from the senior leadership of the Palestinian General Federation of Trade Unions (PGFTU).
- FGD 3 – Agricultural NGOs and Cooperative Associations: 7 participants (5 men, 2 women) from three major agricultural NGOs and the Union of Savings and Credit Cooperative Association.
- FGD 4 – ERP Employment Hosting Institutions: 7 participants (6 men, 1 woman) from six municipalities and one water authority involved in ERP implementation.