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Independent Final Evaluation of “Supporting Ministry of Labour and Social Development in Analysis, Policy and Capacity Development”

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

Acronyms

ACTEMP	Bureau of Employers' activities
ACTRAV	Bureau of Workers' activities.
COVID19	Corona Virus Disease-2019
CSC	Council of Saudi Chambers
CSR	Corporate Social Responsibility
CTA	Chief Technical Adviser
DAC	Development Assistance Committee
DC	Development Cooperation
DCPR	Development Cooperation Progress Report
DG	Director, General
DWT	Decent Work Team
FAC	Family Affairs Council
FGD	Focus Group Discussion
GDP	Gross Domestic Product
HQ	Headquarters
ILC	International Labour Conference
ILO	International Labour Organization
ITC	International Training Centre
KACND	King Abdul Aziz Centre for National Dialogue
KII	Key Informant Interview
KSA	Kingdom of Saudi Arabia
LFW	Logical Framework
LFS	Labour Force Survey
LI	Labour Inspection
M&E	Monitoring & Evaluation
MHRSD	Ministry of Human Resources and Social Development
MoJ	Ministry of Justice
MOLSD	Ministry of Labour and Social Development
MTE	Mid-Term Evaluation.
NCLP	National Child Labour Policy
NTP	National Transformation Program
NWC	National Workers' Committee- KSA
OECD	Organization for Economic Cooperation and Development
OSH	Occupational Safety and Health
PWD	People With Disabilities
RBTC	Regular Budget for Technical Cooperation
REO	Regional Evaluation Office
RPU	Regional Programme Unit
ROAS	Regional Office of Arab States
SD	Social Development
SDGs	Sustainable Development Goals
SMEs	Small and Medium Enterprises
SNC	Saudi National Workers' Committee.

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Executive Summary

Over the last four decades Kingdom of Saudi Arabia (KSA) has achieved important socio-economic development. In April 2016, the Kingdom launched the Saudi Vision 2030¹, an ambitious long-term plan for sustainable development. To build the institutional capacity necessary to achieve the goals of the vision, the National Transformation Program (NTP² 2020) was launched in June 2016 across 24 governmental institutions operating in the economic and development sectors. **The National Transformation Program aims to develop the necessary infrastructure and create an environment that enables the public, private and non-profit sectors to achieve the Kingdom's Vision 2030.** The Saudi government continues to face multiple challenges, including lack of competitive and fulfilling jobs in the private sector attractive to Saudi nationals and, thus, an overreliance on expatriate workers in this sector, youth unemployment, inefficient job matching, and low levels of women's participation in the labour force. In his speech to the International Labour Conference (ILC) in June 2017, the Minister of Labour and Social Development (currently named Minister of Human Resources and Social Development)³ has further identified the goal of environmental sustainability as part of KSA Vision 2030.

Project background: Based on the above, the current project "Supporting Ministry of Labour and Social Development in analysis, policy and capacity development" was developed in collaboration between the ILO and Ministry of Human Resources and Social Development (MHRSD, formally Ministry of Labour and Social Development). **The overall objective of the project is to "Improve policies and mechanisms for inclusive employment, working conditions (particularly for Women) and social dialogue in the Kingdom".** In this regard, the three components of the project as agreed between the ILO and the MHRSD are: 1. Boosting women's employment and moving towards a more inclusive labour market through the development of respective policies. 2. Enhancing social dialogue mechanism for better policy formulation, and 3. Assessing the Child labour situation in KSA and developing specific actions for its elimination.

The main partners and the stakeholders have been the Government of KSA represented by the MHRSD, along with the Employers' and Workers' representatives. These tripartite constituents also represent the project's target groups, the latter including in specific the Ministry's Agency of Labour Policies, the elected workers' committees and the National Committee for Workers' Committees, the Chambers of Commerce, and the Council of Saudi Chambers. The project was managed by the Senior Employment Policy Specialist at the ILO Regional Office for Arab States with technical support provided by the ILO DWT specialists in Beirut, as well as other specialists from Headquarters, and in partnership with the Ministry of Human Resources and Social Development.

Evaluation purpose and scope of work: The ILO commissioned a final evaluation of the ILO/KSA Development Cooperation Programme entitled "Supporting Ministry of Labour and Social Development in analysis, policy and capacity development" with the objective to: **"Independently assess the progress towards the project's envisaged results, identify the main difficulties/constraints, assess the impact of the programme for the targeted population groups, and formulate lessons learned and practical recommendations to improve future similar programmes".** In view of that, the evaluation mainly focused on **"examining the relevance, coherence, effectiveness, efficiency, sustainability, and potential impact"** of the project. This included identification of strengths and weaknesses in the project design, strategy, and implementation as well specific lessons learned and recommendations to guide development and implementation of future similar programmes. **The Project timeframe** covered by the final independent project evaluation process was from May 2018 to the end of December 2021. However, the evaluation took into consideration the fact that the project obtained approval for a no-cost extension until the end of May 2022 to complete pending activities.⁴ As for the evaluation exercise itself, it was conducted between 16 November 2021 and March 2022.

Methodology: The final independent project evaluation process adopted the **contribution analysis approach**, which examines in what ways the project and the respective approach adopted have contributed to larger scale outcomes and outputs, as well as the

¹ <https://www.vision2030.gov.sa/>

² NTP 2020 followed by a second phase NTP 2021-2025

³ The Ministry of Human Resources and Social Development was established after merging Ministry of Labour and Social Development with Ministry of Civil Service.

⁴ Another no-cost extension was approved until the end of May 2022 to give ample time for the finalization of the second phase of the DC programme.

contributions of the project towards SDGs, country priorities linked to KSA 2030 agenda, and the National Transformation Program (NTP). The evaluation was sequenced in three phases: (a) inception (b) data collection (c) reporting and learning. Following a preliminary document review and virtual consultations with project main stakeholders, the evaluation consultant produced an inception report which outlined the evaluation methodology, the evaluation matrix (Appendix VII) and data collection tools. Data collection took place between 14 December 2021 and 17 January 2022, including two additional interviews conducted in March 2022 with total of 23 interviewees (19 males and 4 females) covering all the key 5 categories of stakeholders. They include the ILO relevant team members, the tripartite constituents including the MHRSD and social partners (i.e., workers' and employers' representatives), in addition to other experts who were involved in the project. During this time the consultant conducted virtual interviews via zoom, because of COVID-19 and related travel restrictions. Once all data were collected, data were analysed systematically and summarized, informing the formulation of preliminary findings. Preliminary findings were shared and discussed during an online workshop organized on 24 January 2022 with the ILO relevant team members as part of the key project stakeholders, for validation. The evaluation consultant has then drafted this final report and submitted it to the ILO on 27th Jan 2022 for review and feedback.

Key findings (Summary of the evaluation findings/per DAC criteria)

1. Relevance and Strategic fit

- Project objectives are well aligned with sectoral national priorities
- The project capitalized on the learnings from previous ILO programmes and the proper communication with the MHRSD.
- ILO is contributing to the learning process of KSA about social dialogue and tripartism and its structures that strengthening the mechanisms of social dialogue in the kingdom of Saudi Arabia by establishing a unit for social dialogue within the Ministry seeks to activate the role more through the establishment of the tripartite council for social dialogue in cooperation with King Abdul-Aziz Centre for National Dialogue.
- Project is relevant to ILO program's objectives, the country's outcomes, and SDGs.

2. Coherence and validity of design

- Project structure is coherent and valid contributing to the project's objectives
- The project design is realistic given the timeframe and resources available.
- Although the output indicators accurately measured the results, outcome indicators were not clearly identified or reported on throughout the project.

3. Project progress and effectiveness

- The project was positive in fulfilling its results on the output level and has contributed fairly to the realization of the set outcomes.
- The development of the inclusive labour market study prior to the policy elaboration was critical, providing the knowledge base needed for the timely development of an evidence-based national equality policy in KSA.
- The hiring of an advisor inside the Ministry proved to be a good practice that led to valuable inputs and knowledge exchange with ministry staff, enhancing the institutionalization of knowledge inside the Ministry.
- The review of the legal framework and the elaboration of the national equality policy were both essential to the ministry, but the status of adoption of the policy remains unclear.
- The Labour Market Information System is another example of institutionalization of knowledge within the ministry. This system helps enhancing data quality and management practices and would ultimately support Ministry's efforts to develop and review evidence-based policies.
- The social dialogue pillar managed to create a foundation for tripartite dialogue and capitalized on the government buy-in paving the way for the establishment of a social dialogue unit within the ministry as a form of institutionalization that would enhance scalability and sustainability of results.
- The Assessment of social dialogue was deemed key to inform the development of the capacity building plan and other efforts aimed at strengthening social dialogue in the Kingdom. Engagement of all tripartite partners at different levels has proved essential for the formulation of an assessment that accurately reflects the views of all those who play a role in social dialogue in KSA.

- Capacity building interventions under the social dialogue component or more generally across the three pillars of the project proved to be necessary and highly needed by the Ministry to promote local staff technical abilities and build their capacities to design, implement and monitor employment and labour market-related policies.
- The planned Social Dialogue unit is a positive step towards the institutionalization of social dialogue mechanisms in the government and for the promotion of social dialogue in the Kingdom. Furthermore, the MoU to be signed between the MHRSD and the King Abdul Aziz Centre for National Dialogue (KACND) is likely to pave the way towards systematising national tripartite social dialogue, which is currently conducted only in an ad hoc way.
- Technical study was delivered covering important topics related to child labour. Yet further studies may be required in the future to fully assess the child labour situation in KSA.
- Child labour web portal was developed and launched on FAC website; yet scarcity of data affected the full planned use of this web portal.
- The project managed to develop a child labour policy with the best available resources at that time taking into consideration the scarcity of data, capacities of partner organizations and COVID-19 implications. The official endorsement of the policy is a real success.
- Project M&E system could have been developed in a stronger manner to closely reflect project progress since indicators at the outcome level are not properly tracked.
- The project's activities complemented and worked in line with national efforts to address issues related to women's employment, social dialogue, and child labour but with lack of gender-sensitive indicators.
- Despite the challenges and delays brought by the COVID-19 pandemic, most of the outputs were fully and successfully implemented, with a few activities postponed to the second phase.

4. Efficiency and resources use

- Project activities have been cost-efficient yet (understandably) not timely efficient, because of the COVID-19 pandemic
- The project managed to mobilize financial resources (project savings) to address some of the Ministry's emerging needs and support the institutionalization of the activities and sustainability of the results.

5. Effectiveness of management arrangements

- The project was based on a participatory approach, involving tripartite stakeholders at multiple levels and stages of implementation and through different channels, yet the level of engagement of stakeholders varied.

6. Impact orientation

- The project contributed to the intended impact of increasing awareness of constituents on specific labour-related issues, establishing a base of understanding and commitment

7. Sustainability

- Project key results have the potential of being sustainable at different degrees.
- The project largely depended at the design stage on government buy-in and commitment as the sustainability path. Capacity building and technical support will also ensure sustainability of results and a smooth exit strategy. Even though an exit strategy is not explicitly developed, the capacity building support and the efforts to support better institutions are all steps made to ensure sustainability and allow beneficiaries to sustain good performance beyond project's end date. The second phase of the programme of cooperation shows increased commitment to sustainability both from the side of the ILO and of the MHRSD.
- The project worked on multiple layers to institutionalize change in national institutions.
- National human capacities needed to implement policies are being developed.

8. Cross-cutting themes (e.g., Gender Equality and Inclusiveness)

- The project includes a focused pillar on labour market inclusiveness with focus on gender equality. While gender was mainstreamed in other policies, the project lacks gender-specific indicators.

Lessons learned

- The national serious commitment including of the ministry staff supported effective implementation of the project despite challenges brought by the COVID-19 pandemic.

- Involvement of project stakeholders and beneficiaries at multiple stages, along with the fact that this project built upon past ILO interventions and the sequencing of the different activities, have all contributed to the effective implementation of the activities.
- The presence of an international expert inside the Ministry has provided great added value to MHRSD. At the same time, the different focal points inside the Ministry helped to ensure effective and regular communication between the ILO and MHRSD and helped ensure smooth project implementation.
- The capacity building plan was developed based on stakeholders' needs to better respond to the country's priorities. Further capacity building activities remain needed and should extend to more Ministry departments and other stakeholders.
- Policy development is a long learning process that usually takes time to ensure higher level of consensus among different actors at different levels.
- The official endorsement of the Child Labour Policy by the Council of Ministers in KSA suggests strong political will and high-level commitment to addressing child labour related issues in the Kingdom.
- The high level of flexibility and adaptability, as proven by the changes made to the project strategy including the addition of new outputs to respond to the Ministry's needs and priorities, is considered a positive lesson learned and good practice.

Key recommendations

The following table summarizes the key recommendations and areas that require further support, as concluded from the evaluation process, noting that all are linked to the above-mentioned key findings and lessons learned. Recommendations are addressed to ILO- ROAS, ILO project team, the government partner and donor of the project (MHRSD) as well as other key stakeholders based in KSA. They rely on points expressed in the findings of the evaluation and are articulated to improve the design, effectiveness, project management, and sustainability for the preparation of future similar projects or further phases of the project, if any. Recommendations are intended to be constructive and are future- oriented.

- ILO and its partners should build on the accomplishments of the project and support implementation of the policies (both the Equality Policy and the Child Labour Policy) and various recommendations emanating from this phase's studies and reports. Further, the ILO should consider continuing providing **support** both in terms of capacity building and technical support.
- The ILO should also give special attention to **institutional sustainability** by enhancing the performance of the Social Dialogue unit to be created inside the Ministry as well as other planned social dialogue structures to be created and promoting the knowledge at different levels.
- Under the second phase of the project, the ILO and MHRSD should agree on positioning an employment adviser and a skills adviser inside the Ministry, like the arrangement made under Phase 1.
- The ILO and MHRSD should continue to provide give attention to developing and implementing comprehensive **capacity building** interventions. In this regard, it is highly advisable to give specific attention to monitoring the **impact and effectiveness of the capacity building activities**.
- The second phase should consider enhancing **new partnerships and/or collaboration opportunities**-including with new units inside the MHRSD but also beyond. This increases project's outreach and promote the ownership and sustainability opportunities on different levels as well. This can include other ministries such as the ministry of economy & planning, but also other sectors of the MHRSD, namely the Social Development Sector, to support cooperatives in specific and promote their role both through technical and capacity building support.
- The ILO and MHRSD should give special attention to the development of a **communication strategy**. This should include sharing/dissemination mechanism among the tripartite constituents led by the MHRSD, learning mechanisms, creating workable project steering committee to track, manage and monitor the project, in addition to promoting the role of the social media to advocate for the thematic areas of the project.

- **The ILO should ensure establishment of a strong M&E system** of the project to track the progress of the diverse types of project results. Gender-specific indicators should be considered. Also, it is highly advised to use the monitoring budget under the project for the recruitment of an **M&E person** to oversee the different M&E activities in the 2nd phase of the project where he/she can work closely with the national project coordinator to track the progress more effectively during the life of the project and advise the ILO and other key partners to take corrective actions-when needed.

1. Introduction- Overall background

Over the last four decades Saudi Arabia has achieved important socio-economic development. In April 2016, the Kingdom launched the Saudi Vision 2030⁵, an ambitious long-term plan for sustainable development. To build the institutional capacity necessary to achieve the goals of the vision, the National Transformation Program (NTP 2020⁶) was launched in June 2016 across 24 governmental institutions operating in the economic and development sectors. The Ministry of Human Resources and Social Development (MHRSD) is responsible for several targets of the NTP 2020, as well as the actions needed to reach them. The vision aims at: diversifying sources of national revenue to build immunity against potential drops in oil prices; lowering the rate of unemployment from 11.6 per cent to 7.0 per cent; increasing the economic contribution of the private sector from 40 per cent to 65 per cent of GDP; increasing the contribution of small and medium-sized enterprises (SMEs) to the economy from 20 per cent to 35 per cent of GDP; and Increasing women's participation in the labour force from 22 per cent to 30 per cent, especially in managerial and leadership positions.

The National Transformation Program aims to develop the necessary infrastructure and create an environment that enables the public, private and non-profit sectors to achieve the Kingdom's Vision 2030. This will be accomplished by achieving governmental operational excellence, supporting digital transformation, enabling the private sector, developing economic partnerships, and promoting social development, in addition to ensuring the sustainability of vital resources. The National Transformation Program was launched in 2016 to achieve governmental operational excellence and establish the necessary infrastructure to improve economic enablers and raise the standards of living through its eight strategic themes. These include transforming healthcare, improving living standards & safety, ensuring the sustainability of vital resources, social empowerment, and non-profit sector development, achieving governmental operational excellence, improving labour market accessibility and attractiveness, enabling the private sector, and developing the tourism and national heritage sectors.

In the next stage (2021-2025), the program will continue developing the required infrastructure, enhancing social development, ensuring the sustainability of vital resources, achieving governmental operational excellence, supporting digital transformation, and increasing the attractiveness of the labor market to create an environment that enables the public and private sectors to achieve Saudi Vision 2030. The program will also deliver the strategic objectives that were previously assigned to the National Companies Promotion Program and Strategic Partnership Program by contributing to the development of the private sector and developing economic partnerships. It is important to note that several strategic objectives have been transferred from and to existing or new programs⁷.

The Saudi government continues to face multiple challenges, including lack of competitive and fulfilling jobs in the private sector attractive to Saudi nationals and, thus, an overreliance on expatriate workers in this sector, youth unemployment, inefficient job matching, and low levels of women's participation in the labour force. In his speech to the International Labour Conference (ILC) in June 2017, the Minister of Labour and Social Development (MOLSD) (Currently MHRSD) identified the goal of environmental sustainability as part of KSA Vision 2030. The country is transitioning to a green economy, which will develop the renewable energy sector and generate several thousand jobs. The Minister emphasized that the initiatives of the 2030 vision are aligned to several the agreed recommendations of the 2017 G20 summit. These include:

Providing decent work opportunities in the private sector, and designing workplaces suitable for Saudi women, making the work environment free of discrimination for them to increase their participation in the labour force.

⁵ <https://www.vision2030.gov.sa/>

⁶ NTP 2020 followed by NTP 2021-2025

⁷ <https://www.vision2030.gov.sa/v2030/vrps/ntp/>

Preventing and reducing social issues affecting the most vulnerable groups of people (people with disabilities (PWD), divorcees, etc.) through social welfare, thereby encouraging their active participation in the labour market. Encouraging innovation, increasing the number of Small & Medium Enterprises (SMEs) and the participation of productive families in the economy, strengthening social dialogue and industrial relations, and improving the work conditions of expatriates.

The first ILO programme of assistance for the KSA was developed in 2011. ILO interventions during the period 2011–2016 focussed on the provision of technical advisory services on employment policy, labour administration, international labour standards, social security, labour inspection and occupational safety and health (LI and OSH), gender issues, social dialogue, skills development, SME development, occupational classification, and labour statistics.

2. Project background

Rationale: This project was developed, following a review of the previous ILO programmes and a meeting between the KSA Minister of MHRSD, and the ILO Director-General in Geneva during the 106th session of the ILC. The project was also based on consultations between the ILO and MOLSD in Saudi Arabia during an ILO/ROAS mission to Riyadh from 24–27 July 2017.

The project supports national initiatives and priorities as outlined in KSA's Vision 2030 and its National Transformation Program, the vision of MHRSD, and the United Nations Common Country Strategic Framework 2017-2021. The project contributes to Sustainable Development Goals 1, 5, 8 and 10, as well as to the outcomes of the ILO's Programme & Budget 2020-2021, namely Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue; Outcome 3: economic, social, and environmental transitions for full, productive, and freely chosen employment and decent work for all; Outcome 6: Gender equality and equal opportunities and treatment for all in the world of work; and Outcome 7: Adequate and effective protection at work for all.

The **main partners and stakeholders** of the project have been the Government of KSA represented by the MHRSD, along with the Employers' and Workers' representatives. These tripartite constituents also represent the project's target groups, the latter including in specific the Ministry's Agency of Labour Policies, the elected workers' committees and the National Committee for Workers' Committees, the Chambers of Commerce, and the Council of Saudi Chambers. The project was managed by the Senior Employment Policy Specialist at the ILO Regional Office for Arab States with technical support provided by the ILO DWT specialists in Beirut, as well as other specialists from Headquarters, and in partnership with the Ministry of Human Resources and Social Development.

Direct beneficiaries of this project have been members of the inter-ministerial committee mandated to formulate the National Policy for the elimination of child labour with special focus on its worst forms. The committee includes representatives of the Ministry of Interior, Ministry of Justice, Ministry of Civil Service, Technical and vocation training Corporation, General corporation for Social Security, and the National Committee for Childhood, the Family Affairs Council, of which one of its commitments is to combat child labour, as well as the Chamber of Commerce, and the National Committee for Workers'.

The overall objective of the project is to ***"Improve policies and mechanisms for inclusive employment, working conditions (particularly for Women) and social dialogue in the Kingdom"***.

Specific strategic key objectives of the project: The following table shows the **results chain** key objectives (Outcome's level) and respective interventions (outputs level) under each one of these objectives considering the ***new outputs added in 2021 as per the response to the request of the MHRSD which is highlighted in a different shadow font colour***.

Overall objective (Long-term Result) is <i>"Improved policies and mechanisms for inclusive employment, working conditions (particularly for Women) and social dialogue in the Kingdom"</i> .

Specific key objectives (Medium-Term Results) - Outcomes
(1) Inclusive policies formulated and adopted by the Saudi Government that enable substantially-enhanced participation of women in the Labour Market including the private sector.
Respective results (Short-Term Results)- Outputs
<ul style="list-style-type: none"> 1.1 An in-depth analytical study, "Towards an inclusive labour market". 1.2 An employment adviser based at MHRSD in KSA. 1.3 A review of the country's legal framework related to equality, inclusiveness, and a national Policy on Equality in Employment and Occupation completed. 1.4 Support provided to the deployment of a Labour Market Information System inside the MHRSD, and related labour market data support. 1.5 Employment- and labour market- related analysis and capacity building provided.
(2) Strengthened Social dialogue institutions and mechanisms to contribute positively to the world of work, economic growth, and overall welfare.
Respective results (Short-Term Results)- Outputs
<ul style="list-style-type: none"> 2.1 Assessment of status/diagnosis of social dialogue in KSA. 2.2 A capacity building plan developed and delivered for tripartite representatives, in close collaboration with ILO ROAS DWT specialists (Social security, gender, and child labour) 2.3. Technical support provided for the establishment of social dialogue institutions in KSA.
(3) National Child Labour policy in place with effective responses developed to eliminate child labour.
<ul style="list-style-type: none"> 3.1 An in-depth analytical study on child labour in KSA completed and submitted to MHRSD. 3.2 National Child labour Web portal established. 3.3 Child Labour data collected. 3.4 National Child Labour Policy (NCLP) developed by MHRSD.

3: Evaluation background

3.1 The purpose of the final independent project evaluation & key specific objectives

Overall purpose of the evaluation:

With reference to the TOR of the final independent project evaluation of the above-mentioned project (appendix V), and to the evaluation matrix (Appendix VI), and in line with ILO's evaluation purpose of accountability, learning and planning and building knowledge, the ILO commissioned a final evaluation of the ILO/KA Development Cooperation Programme entitled "Supporting Ministry of Labour and Social Development in analysis, policy and capacity development" with on the objective to:

"Independently assess the progress towards the project's envisaged results, identify the main difficulties/constraints, assess the impact of the programme for the targeted population groups, and formulate lessons learned and practical recommendations to improve future similar programmes"

Based on that, the final independent project evaluation mainly focused on "Examining the **Relevance, coherence, effectiveness, efficiency, sustainability, and potential impact**" of the project. This included identification of strengths and weaknesses in the project design, strategy, and implementation as well specific lessons learned and recommendations to guide development and implementation of future similar programmes.

Specific objectives and pillars of the Final Independent Project Evaluation

In more detail, below are the specific objectives of the final Evaluation:

- **Changes in context and review of assumptions (relevance):** Is the projects' design adequate to address the problems at hand? Were the project objectives and design relevant given the political, economic, and financial context?
- **The extent the project has specific linkage with other ILO projects (coherence):** This will include the synergies with other ILO and non-ILO projects linked to the *validity of design*.
- **Results in terms of outcomes and outputs achieved (effectiveness):** How has the project achieved its goals? To what extent did these goals contribute to the ILO's Programme & Budget, Country Programme Outcomes, and more largely SDGs?
- **Use of resources in achievement of projected performance (efficiency):** How have the resources been used to fulfil project performance in an efficient manner with respect to cost, time, and management staff?
- **Assessment of impact (impact):** To what extent has the project contributed to long-term intended impact?
- **Sustainability:** Will the project's effects remain over time? To what extent has the project contributed the sustainable capacity of the constituents?

3.2 Scope of the Final Independent Project Evaluation

- **The geographical scope of the evaluation.** As indicated above, the Final independent project evaluation aimed to independently assess the project results across the KSA, aligned with the project scope.
- **The Project time frame** covered through the Final independent project Evaluation process was from May 2018 to the end of December 2021. However, the evaluation took into consideration the fact that the project obtained approval for a no-cost extension until the end of May 2022 to complete pending activities. On the other hand, the evaluation exercise itself extends over the period between 16 November 2021-March 2022.
- **The programmatic scope of the Final Independent Evaluation.** With reference to the TOR, the Final independent project Evaluation covers the planned outputs and outcomes under the project, with particular attention to synergies between the components and contribution to national policies and programmes. Also, the project addresses ILO **cross-cutting themes** including Gender Equality, inclusiveness and Non-discrimination, social dialogue and tripartism, international labor standards in addition to the environmental sustainability as well as contribution to SDGs and COVID-19 response. Finally, the evaluation investigates whether specific results have been achieved based on outputs delivery and whether they have achieved potential impacts.

3.3 Evaluation users

This evaluation was carried out in line with the requirements of the ILO Evaluation Policy. ILO project evaluations are conducted to provide an opportunity for the Office and its funding partners in addition to the tripartite constituents to assess the appropriateness of design as it relates to the ILO's strategic and national policy framework, and consider the effectiveness, efficiency, and sustainability of project outcomes. Project evaluations also test underlying assumptions that contribute to a broader development goal.

- The **primary users** of the Final independent project Evaluation are the **ILO, both in ROAS and HQ**, and the **tripartite constituents**, including workers' and employers' representatives and the MHRSD.
- The **secondary users** of the Final independent project evaluation include project stakeholders and units within the ILO that may indirectly benefit from the knowledge generated by the evaluation-including the specific recommendations that call for project design to be considered in other similar future programmes, projects, and interventions.

3.4 Key Evaluation Criteria and questions

The Final independent Project Evaluation was conducted in line with ILO's policy and guidelines for evaluation which adhere to the OECD DAC principles and UNEG Norms and Standards for Evaluation-including coherence as proposed and added in Dec 2019. The following evaluation criteria have been considered:

- Relevance, coherence, and strategic fit
- Effectiveness of project implementation and management arrangements
- Efficiency of resource use and project set-up
- Impact orientation by the project set-up, and impacts achieved vis-à-vis defined objectives and outcomes
- Sustainability and continuation of project-induced activities and impact beyond the project's lifespan.
- Other cross cutting-themes as explained above.

The evaluation followed a human-rights-based approach by promoting and protecting human rights, namely: (i) addressing the target groups/ characteristics, (ii) designing tools and approaches appropriate for collecting data from them; (iii) processes for broader involvement of stakeholders, and (iv) enhancing access of the evaluation results to all stakeholders. The same approach was followed to ensure integrating Gender Equality in the evaluation process- considering the nature of the project. The evaluation focused on identifying and analysing results through key questions related to the evaluation criteria and the achievement of the outcomes/ objectives of the project using the indicators in its logical framework.

Guided by the TOR and the initial desk review process, as well as the inception report and the consultation with the relevant ILO team, the evaluation matrix has been developed to cover the above-mentioned OECD/DAC criteria. For more detail, please check **Appendix VI** at the end of this report.

4. Methodology

4.1 Overall approach

The basic conceptual framework used for this evaluation is the *ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations*. As stated above, the evaluation has been implemented in line with the ILO regular policies and procedures and adheres to the evaluation rules and standards of the United Nations System, as well as the Evaluation Quality Standards from DAC/OECD and UNEG Standards. With reference to the TOR, the Evaluation care was taken to ensure that the overall approach of this process is guided by the following four internationally recognized standards:

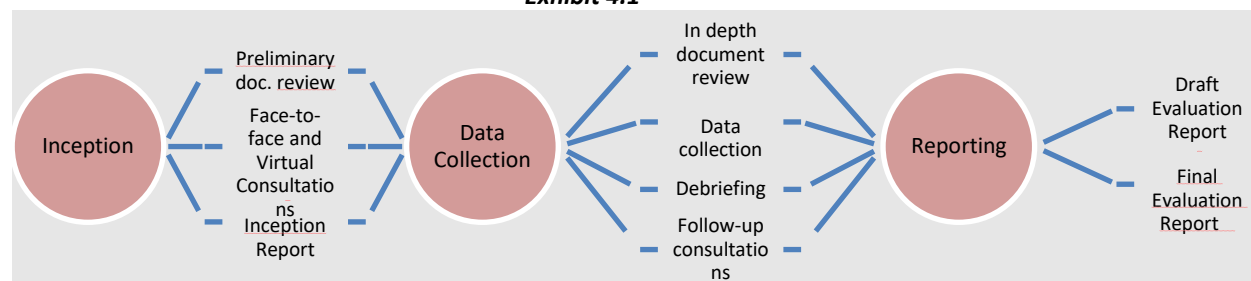
- ☒ **Utility** – Serve the information needs of intended users.
- ☒ **Feasibility** – Be realistic, prudent, diplomatic, and frugal.
- ☒ **Propriety** – Conducted legally, ethically and with due regard for the welfare of those involved in the review, as well as those affected by its results.
- ☒ **Accuracy** – Reveal and convey technically adequate information about the features that determine the worth or merit of the program being reviewed.

The Final Independent Project Evaluation process adopted the **contribution analysis approach**, which examines in what ways the project and the respective approach adopted has contributed to larger scale outcomes and outputs, as well as the contributions of the project towards SDGs, country priorities linked to KSA 2030 agenda, and the National Transformation Program. Also, in this regard, the consultant used the **Theory-based approach** to assess if the causal links supporting the Logical Framework/results chain of the project are solid (based on the results of the desk review process), as well as identify other determining or causal factors that have contributed to or undermined the achievement of the intended objectives. Moreover, the evaluator adopted a combination of both quantitative and qualitative methodologies & tools in the Final Independent Project Evaluation process. However, the focus remains mainly on the qualitative data collection & analysis methodologies and tools while the quantitative analysis pillar was achieved through analysis of the available quantitative data-including the M&E data and other relative reports reviewed during the desk review process-particularly the updated

status of the results achieved so far on the outputs level; this was triangulated with the above-mentioned qualitative data that was collected. The **Triangulation of Data** was considered effectively when targeting different data sources, and data collection tools. Also, the evaluation methodology provided special attention to promote the **Learning** component in addition to **Accountability**.

The evaluation was sequenced in three phases: (a) inception (b) data collection (c) reporting and learning, as shown in Exhibit 4.1.

Exhibit 4.1



Following a preliminary document review and virtual consultations with project main stakeholders, the evaluation consultant produced an inception report which outlined the evaluation methodology, the evaluation matrix (Appendix VII) and data collection tools. Data collection took place between 14 December 2021 and 17 January 2022 with 2 additional KIIs conducted in March 2022. During this time the consultant conducted virtual interviews via zoom, because of COVID-19 and related travel restrictions.

Once all data were collected, data were analysed systematically and summarized, informing the formulation of preliminary findings. Preliminary findings were validated during an online workshop with the ILO relevant team members as part of the key project stakeholders (held on Jan 24th, 2022). The evaluation consultant has then drafted this final report submitted to the ILO on 27 January 2022 for their feedback and review.

4.2 Sampling strategy

Guided by the nature of the Final Independent project Evaluation, the evaluation objectives outlined in the TOR and the approved inception report after consultations with the ILO relative team members, evaluation users and targeted audiences of the evaluation results, and scope of work, the evaluation adopted the purposive sampling with a focus on the key informants. As such, the following criteria were taken into consideration for the selection of key informants and type and category of stakeholders (ILO staff involved in project design and implementation, tripartite constituents including government entities, and employers & workers' representatives, and international consultants supporting project implementation), logistics, availability of some stakeholders during the data collection phase in addition to the stakeholders' engagement in the different key project pillars.

4.3 Data sources

The evaluation collected and analysed data from primary (interviews) and secondary (documentation) sources to interpret, triangulate, and evaluate information, draw conclusions, lessons learned, best practices and present the recommendations of the evaluation.

Document review

The comprehensive document review forms the backbone of the evaluation. This review contains an analysis of relevant materials, including project documents, progress reports, project outputs, results of internal planning, and follow-up

indicators. The in-depth document review analyzed the project proposal and the progress reports compiled by the project team to identify milestones reached, challenges and delays in delivery of activities, if any. Documents related to the use of resources, budget and execution of the project were also reviewed to evaluate the efficiency in the use of resources. In addition, external information relevant to understanding the context in the country and other ILO reports and publications were reviewed. The evaluation consultant identified additional reports and documents that were needed for the evaluation such as the 2030 Vision of KSA and the National Transformation Program, No-cost extension documents, monitoring, and evaluation (M&E) data, and secondary quantitative data relevant to the project outcomes and outputs, etc. **A full list of documents reviewed is available in Appendix III.**

Individual and Group Interviews

It is worth mentioning that the nature of the project focuses mainly on policy, research, studies, promoting social dialogue among the key actors, and capacity building interventions that include direct beneficiaries on the grassroots/community level. Based on that and considering COVID-19 implications, the evaluation conducted virtual/online **Key Informant Interviews (KIIs)** with the **key partners & ILO project team in addition to other actors** in the project and other stakeholders. All were selected based on the TOR, consultations with the relevant staff during the Kick-Off meeting, and the results of the desk review process.

Stakeholders were interviewed for their first-hand knowledge of the project or their involvement in project implementation considering the above-mentioned sampling strategy and respective criteria. Based on this, interviews were conducted with stakeholders involved in the tripartite mandate of the ILO (Governmental actors, employers, and workers' representatives) in addition to other partners and external consultants engaged in project implementation. The interviews were semi-structured, relying on a list of issues to be discussed, with a simple interview guide, allowing a free flow of ideas & information.

The evaluator conducted 15 Key Informant Interviews (KIIs) with 2 additional KIIs conducted after submitting the 1st draft version of the report, with a total of 23 interviewees (19 males and 4 females) covering all the key 5 categories of stakeholders (as shown in the table below) within the period between 14 December 2021 and 17 January 2022 noting that all the interviews were conducted virtually owing to COVID19 implications. **For more detail, please refer to Appendix II at the end of this report.**

Table 1: Summary of the stakeholder's interviewed

S.	type/category of stakeholder consulted/interviewed	Male	Female	Total
1	ILO relevant team members at both ROAS & HQ levels	5	2	7
2	Governmental partner/donor: Ministry of Human Resources and Social development (MHRSD)	8	1	9
3	Social partners	4	0	4
4	Other implementing partners (KACND)	1	0	1
5	ILO core external consultants	1	1	2
Total 17 individual & group Interviews (KIIs)		19	4	23

4.4 Limitations

Below is one main challenge/ limitation that was encountered by the evaluation consultant while conducting this evaluation along with the mitigation strategy adopted to minimize this challenge's impact on quality and results.

- **The time frame allocated for the data collection activities** was not adequate for most of the interviewees because of the Christmas and New Year holidays which affected the planned number of KIIs. As a result, some of the planned KIIs with some of the interviewees could not be conducted while others have been postponed or rescheduled. This was mitigated by the evaluator's flexibility in conducting the KIIs at suitable times for the interviewees even after working hours or on weekends and accepting to reschedule other KIIs. Further, the evaluator constricted the time frame allocated to the data analysis following the data collection to meet the deadline of submitting the draft report. Feedback was carefully obtained from the different categories of the stakeholders to ensure data triangulation.

5. Key evaluation findings

The following sections provide a synthesis of the data and information collected and provide an analysis of the key findings based on relevance, effectiveness, validity of design, coherence, coordination, impact orientation, and sustainability criteria in addition to other cross cutting themes such as gender. The analysis is based on the data collected and analyzed from the KIIs conducted with the different categories of stakeholders, and which was triangulated with the secondary data analysis that resulted from the comprehensive desk review process.

5.1 Relevance and strategic fit

- **Are the project objectives aligned with the government's objectives, National Development Frameworks, priorities, and tripartite constituents' needs? What measures have been taken to ensure alignments? And how does the project deal with the shortcoming of tripartism characteristics of the country?**

Below are findings that show the extent to which the project was relevant to the national priorities and the tripartite constituents' needs and priorities.

Finding 1: Project objectives are well aligned with sectoral national priorities

With reference to the project design, it was obvious that the main partner and stakeholder is the Government represented by the Ministry of Labour and Social Development that was renamed as the Ministry of the Human Resources and Social Development during the life of the project. The project further targeted social partners, namely employers' and workers' representatives, and aligned with the tripartite mandate of the ILO with the tripartite constituents being targeted across the various pillars of the project.

Interviewed government partners agreed that the project areas of focus are well aligned with KSA vision 2030 and associated with the priorities outlined in the National Transformation Program 2020. Both documents focus on gender equality in the labour market, diversification, and structural transformation. This was triangulated with all the feedback captured from all the other stakeholders consulted during the evaluation process. The key components were re-emphasized during the elaboration of the Saudi Labour Market Strategy that was developed by the World Bank, with the ILO represented in its Advisory Committee. Also, the Saudi government expressed its higher-level interest to work deeply with the ILO on promoting social dialogue and this was made concrete through the decision to create the right institutions to support and promote social dialogue in the Kingdom, including a special unit within the ministry mandated to promote social dialogue in KSA. This was also based on the recommendations of the assessment of the status of the social dialogue in KSA. Another example has been the willingness of the authorities to create a dedicated space for tripartite social dialogue. In that respect, in February 2021 the ILO provided assistance on finalising a "MEMORANDUM OF UNDERSTANDING BETWEEN THE KING ABDULAZIZ CENTER FOR NATIONAL DIALOGUE (KACND) AND THE MINISTRY OF HUMAN RESOURCES AND SOCIAL DEVELOPMENT" aimed to "establish a tripartite council under the supervision of KACND and in cooperation with the MHRSD to conduct effective

tripartite consultations between government, workers' and employers' representatives in order to promote a culture of dialogue and negotiation in the Kingdom.

Also, it is reported clearly how this project was designed and implemented in a timely manner linked to the leading role of KSA under G20 group where all the international standards in the labour sector are respected adequately with all the compliance measures.

Various government partners emphasized that the focus on child labour is a priority in the KSA and has received increased attention over the past years calling for the development of an adequate legislative framework to guide the country's policy and enable KSA to successfully adhere to the relevant international labour standards, including international conventions on child labour, and review its national agenda accordingly. This issue is receiving increased attention from policy-makers, legislators and family welfare organizations in Saudi Arabia, especially after the Kingdom's ratification of the Minimum Age Convention, 1973 (No. 138) in 2014, which stipulates under Article 1 that: "Each Member for which this Convention is in force undertakes to pursue a national policy designed to ensure the effective abolition of child labour and to raise progressively the minimum age for admission to employment or work to a level consistent with the fullest physical and mental development of young persons."

Interestingly, and while 3 of the governmental stakeholders interviewed during the evaluation process indicated that child labour should not be counted as a high-level priority by the Ministry- at least from now, given in particular that the Child Labour issue is linked strongly to poor migrants – especially those living illegally in the country – and given that it has been actually addressed by the Kingdom through strict expulsion activities started in 2018, it is important to note the Kingdom's commitment expressed through the adoption of the National Child Labour Policy and its action plan. The ILO remains therefore ready to support the policy's implementation over the 2nd phase of the project as per the consultation with the MHRSD relevant staff. This second phase should also investigate employment and labour market – related policies, skills development, capacity building, in addition to partnerships and development of policy frameworks and capacities.

The government partners in this project stated that the project was highly relevant at design in 2017. However currently, the ministry has a national Labour Market Strategy, which includes 6 pillars and 25 initiatives. The ministry focuses on bridging the gaps between Saudis and foreigners, promoting salary satisfaction, promoting qualifications and capacity building, under the framework of KSA Vision 2030. Hence, the national Labour Market strategy becomes a priority to implement KSA Vision 2030. However, they emphasized the importance of completing the collaboration with the ILO - particularly under both the social dialogue and inclusive employment pillars - to ensure effective implementation of the national priorities as outlined above.

On the other hand, it is worth mentioning that some interviewees stated that the capacity building component was not fully met considering the priority needs of the recipients and did not target all relevant partners. For example, capacity building for inspectors on child labour was necessary to enable them to recognize children in labour and to monitor and assess their situations, (in addition to the other pillars addressing the working conditions, decent work environment, inclusive employment, and social dialogue); this was unfortunately not considered under the first phase of the project and has been seen as a gap by some of the interviewees. That said, and while capacity building is critical, it is worth re-iterating the importance of the sequencing of the child labour-related activities, whereby a Child Labour Policy was developed, a study was conducted, a web portal was created, and the next steps planned under the second phase of the project will include data collection on Child labour and capacity building activities. This is seen by the evaluation as a normal and appropriate sequence of the project activities especially that policy and system development always take time.

Finding 2: The project capitalized on the learning from previous ILO programmes and the proper communication with the MHRSD

The planning component took advantage of the chairmanship of the KSA to the G20 when the government had the highest political will to achieve proper planning. This promoted close follow-up by the ministry to national priorities, such as the child labour policy, and the inclusive and anti-discrimination policy. In this regard, the project proposal was developed following a review of the previous and similar ILO programme interventions and the meeting organized between the KSA Minister of Labour and Social Development and the ILO Director-General in Geneva during the 106th session of the International Labour Conference (ILC) and based on consultations between the ILO and the MOLSD in Saudi Arabia during an ILO/ROAS mission to Riyadh from 24–27 July 2017.

In fact, this was triangulated through KIIs with the other stakeholders consulted, confirming that the components were designed with the collaboration of the Ministry in identifying KSA priorities, including inclusiveness of the labour market which is a strategic objective in KSA vision 2030.

- **Finding 3: ILO is contributing to the learning process of KSA about social dialogue and tripartism and its structures. The ministry is committed to strengthening social dialogue mechanism by establishing a unit for social dialogue within the Ministry and the tripartite council for social dialogue in cooperation with King Abdul-Aziz Centre for National Dialogue.**

Given the will of the KSA to promote social dialogue and tripartism, the ILO included a key component in its DC programme which aimed at fostering social dialogue in the kingdom. The Social Dialogue capacity building plan was developed based on a detailed institutional and needs' assessment. Based on the social dialogue assessment's recommendations, and as observed through the willingness of KSA to establish a social dialogue unit inside the ministry and strengthen tripartite social dialogue within the King Abdul Aziz Center for National Dialogue (KACND), a new output to support institutionalization of Social Dialogue was added in 2021, reflecting project responsiveness to the Ministry's needs to supporting institutionalized social dialogue in the Kingdom.

The project adopted a tripartite approach engaging employers' representatives and workers' committees when planning, designing, and implementing activities, to secure their voices as part of ILO intervention at all levels. However, it is worth mentioning that workers' committees are not full-fledged trade unions in KSA, but the project still worked with them as the workers' representatives. It is also worth noting that the creation of the Social Dialogue unit and strengthening tripartite social dialogue within the KACND relied on the expressed willingness by the Ministry on several occasions (tripartite workshop of 15 October 2019; tripartite webinar of 15/3/2021) to create such institutions that can help promote social dialogue in the Kingdom. In January 2022 the Ministry confirmed its imminent establishment (exchanges between MHRSD and ILO Beirut). However, these projects have not yet been realised to date. Interviewed government partners highlighted those employers were less engaged than workers at the beginning of the project because of their lack of knowledge and capacity but have later shown eagerness in learning and participation. It is also noted that while social partners are fully involved in the different activities planned under this project, including beyond the social dialogue pillar, final outputs are not always shared, including with workers' representatives. This highlights the importance of having well-structured communication strategy where the dissemination and sharing of relevant documents between the MHRSD and other tripartite constituents would be improved. In this regard, it seems clear that the sharing mechanism between the ministry as the key partner of the project and social partners, as will be explained later in this report, needs to be carefully considered under phase 2 of the project.

- **How does the project contribute to the ILO's programme & budget objectives, country programme outcomes, and SDGs?**

Finding 4: Project is relevant to ILO programme's objectives, the country's outcomes, and SDGs

It is clearly evident that the project interventions and respective activities most closely relate to the following SDGs: SDG 8 on "decent work and economic growth"; SDG 5 on "gender equality", particularly as the project objectives focus on women's

empowerment and creating employment opportunities for women; and SDG 4 on “ensuring inclusive and equitable quality education for all”, given the interlinkages between this goal and efforts towards ending child labour; and SDG 10.1 (reduce income inequality) and 10.2 (promote universal economic inclusion) as the ILO assisted the Ministry to develop a policy on equality and inclusiveness.

In this regard, it is worth mentioning that the ILO has long been engaged with the KSA to support different national priorities including the development of the labour market strategy and the National Occupational Safety and Health (OSH) Policy. This project also built on ILO’s work since 2011 in KSA, which focused on the provision of technical advisory services on employment policy, labour administration, international labour standards, social security, labour inspection (LI) and Occupational Safety and Health (OSH), gender issues, social dialogue, skills development, SME development, occupational classification, and labour statistics.

Moreover, the Labour Administration Assessment conducted by the ILO in 2011 provided a set of recommendations that are in line with this project, particularly in the areas of employment of women, gender, enhancing the policymaking capacity of the labour policy agency, involvement of social partners, and social dialogue. In fact, this was supported as a useful and helpful reference during the project design to ensure linkage with the related status of SDGs in KSA.

5.2 Coherence and validity of design

➤ **Are the project approach, strategies, key interventions, and structures coherent, logical, and valid in responding to the project objectives?**

Finding 5: Project structure is coherent and valid contributing to the project’s objectives

The project is comprised of three overarching objectives/pillars, namely: 1) Boosting women’s employment towards a more inclusive labour market, 2) Enhancing social dialogue mechanisms for better policy formulation and 3) Assessing child labour and acting against it. The three pillars are consistent and contribute to the project’s overall objective, which is “Improved policies and mechanisms for inclusive employment, working conditions – with particular focus on women’s employment, the elimination of child labour and social dialogue in the Kingdom.” Interestingly, the evaluation found successful adoption of a tripartite approach, across the various pillars of the project, needed to address the needs and priorities of all tripartite stakeholders, and ultimately contributing to the effective achievement of the overall objective.

With reference to the nature of the project, there has been a high level of adaptability and flexibility to the local context of KSA, the key pressing issues that need more attention and partners’ key priorities. This was reflected by **changes to the project design** including the inclusion of new outputs as per the request of the ministry and the corresponding no-cost extensions undertaken. Even though this can be seen as a shortcoming in the project design during the planning phase, this is highly positive in terms of responding to the partners’ key priorities especially in view of the speedy and high-level reforms and changes made by the Government to improve the labour market ecosystem in KSA. The new outputs added were as follows:

- **Support provided to the deployment of a Labour Market Information System inside the MHRSD, and related labour market data support.** The ILO recruited a consultant to support the operationalization of the labour market information system. The consultant provided technical support and training to MHRSD staff until end of December 2021. This is effective action taken where support through the independent consultant played a vital coaching role for Ministry staff in responding to the recommendations of the labour market policies and studies. This is also a significant contribution to enhancing institutional sustainability as will be elaborated later in this report.
- **Employment- and labour market- related analysis and capacity building provided.** This output has been added to respond to requests received by the Ministry in support of improved employment and labour market situation in

KSA. This reflects a strong political will among the government in supporting meaningful transition towards effective implementation of the respective labour market policies at different levels to contribute to effective employment policies.

- **Technical support provided for the establishment of social dialogue institutions in KSA.** In addition to multiple capacity building activities, for familiarising KSA with the notion and practice of social dialogue (an indispensable condition for creating social dialogue institutions), the ILO assisted the Ministry in the finalisation of an MoU with the King Abdul Aziz Center for National Dialogues (KACND), aimed at systematizing tripartite social dialogue within the centre. Furthermore, a consultant has been contracted to support the establishment of a social dialogue (SD) unit inside the Ministry. A draft report was submitted to the ILO for their review and finalization before it was shared with the Ministry. Taken together, these activities contribute effectively to the promoting of social dialogue on the policy level. When implemented by KSA they are likely to strengthen the institutional capacity of the relevant team inside the ministry (through daily work activities by ensuring that the new social dialogue unit will play a supportive leading role under the tripartite constituents' mandate), boost national social dialogue, and turn policies into tangible practical actions.
- **Child Labour data collected.** The ILO has arranged several meetings with GASTAT and FAC. GASTAT expressed its readiness to support implementation of a child labour survey after the completion of the census. As this cannot be done during the life of this current phase of the project, it remains planned under the 2nd phase of the project as validated with the ILO relevant staff and showed clearly in the latest progress reports. It is also worth noting that the ILO has discussed with the FAC the possibility of conducting a quantitative rapid assessment on child labour. While this hasn't taken place, it is a useful approach that could be considered and a tool to assess the prevalence of child labour in KSA until a full-fledged survey is conducted.

➤ **Is the project design realistic (in terms of expected outcomes, outputs, and impact-LFW or ToC) given the time and resources available, including existing local efforts to address issues concerned with women's employment, social dialogue and child labour and its M&E system, knowledge sharing and communication strategy?**

Finding 6: The project design is realistic given the timeframe and resources available

The project design is realistic, focusing on three pillars over an original two-year period. Following requests for additional training and specific support with the Labour Market Information System and social dialogue unit, the ILO was required to adjust and adapt to the resources needed by the project and reallocate project's savings. The Project's outputs were also realistic and matched the existing resources and capacities of the involved partners.

However, it is worth mentioning that wording of the outcomes was vague and the reporting on outcomes' indicators was absent (as will be explained below in the report). Moreover, some of the MHRSD officials interviewed indicated that due to challenges brought by the COVID-19 pandemic, there was slow implementation of some interventions, considering the high-level speed of the transition that has been taking place in KSA. However, it is worth noting, as also confirmed by social partners, that developing sound and evidence-based policies and strategies around critical issues such as inclusiveness for example, is not easy and has first required conducting two studies to fully analyze the situation and gaps in the Saudi labour market and legal framework and propose accordingly relevant policy measures that meet the needs of the Kingdom. It is also important to note that social dialogue is nascent in KSA, and capacity building was needed before moving to building institutions.

➤ **How appropriate and useful are the indicators in assessing the projects' progress? Are indicators gender sensitive? Are the means of verification for the indicators appropriate? Are the assumptions for each objective and output realistic?**

Finding 7: While output indicators accurately measured the results, outcome indicators were not clearly identified or reported on throughout the project.

Overall, the project does not have a strong M&E system with clearly defined indicators, updated targets, or reported results. Additionally, all the shared progress reports did not include reporting on outcome indicators except for outcome 3 indicator *“Adopted National Child Labour Policy”* that was marked as achieved. Moreover, some of the output indicators were not reported like output 2.2 *“% of participants with increased knowledge and skills in respective areas”*.

Furthermore, the wording of some outcome indicators was not clear, and no detailed definitions were documented for the indicators. For example, words like (*“increased involvement” and “better serve”*) used in the indicators is not defined in the project proposal document or other relevant documents making the reporting on it difficult. Also, no means of verification were identified for the above shared indicators in the project’s proposal log-frame matrix. Moreover, the project did not have a gender sensitive indicator for the capacity building output (2.2) but had a women focused indicator under outcome 1 *“% increased participation of women in the labour force”*. It is worth mentioning that this indicator was not reported against. It was highlighted in the project’s proposal that ILO’s established guidelines for technical cooperation projects will be followed for monitoring, reporting and evaluation of the project throughout the project cycle and at different stages of project implementation yet the level of commitment to those guidelines throughout the project is not clear-particularly for reporting on some of the outcomes and output indicators. Also, it seems that some of the outcome indicators as indicated above was not easy to collect it regularly which require to be revisited when developing the LFW of the 2nd phase of the project. However, it is worth mentioning that the project gave fair attention to the other M&E activities such as the Mid-term and final evaluation in addition to providing regular progress reports to ensure everyone is on the same page, as will be explained linked to the M&E questions under the relevant effectiveness questions later in this report.

5.3 Project progress & effectiveness

➤ **What progress has been made towards achieving the overall project objectives/outcomes (expected results)?**

Effectiveness refers to “the extent to which the development intervention’s objectives were achieved or likely or expected to be realized, considering their relative importance”. Using this definition as a basis, the following are the key findings supported by both the secondary data analysis and the information collected from the Key Informant Interviews (KIIs) with the different categories of the stakeholders.

Finding 8: The project was positive in fulfilling its results on the outputs level and has contributed fairly to the realization of the set outcomes.

Overall, the project, with the support and collaboration of the key actors, has been successful in achieving different results at the outcome level; however, at this level there was little reporting (medium-term results). The following table presents a qualitative and quantitative analysis of the key results achieved per objective on both the medium-term results (outcomes) and short-term results (outputs) till the end of Dec 2021 as outlined in the TOR guided by the results chain/logical Framework of the project. However, even without quantitative indicators it is clear that outcome 1 on inclusive policies has been achieved through the formulation a policy on equality and inclusiveness; similarly, outcome 2 on enhancing social dialogue mechanisms and institutions has been mostly achieved through providing support for tripartite constituents within the time frame and the available resources , in addition to the development and adoption of the Child Labour policy, under outcome 3, seen as a significant achievement made.

Table 2 – Consolidated analysis report of the key achievements at the outcome and output level

Result	Status/detailed analysis
Outcome 1: Inclusive Policies formulated and adopted by the Saudi Government that enable- substantially- enhanced participation of women in the Labour market including in the private sector	
<input checked="" type="checkbox"/> Analysis at the outcomes level	
<ul style="list-style-type: none"> • <i>Project delivered studies which would add value to the KSA government actions related to inclusiveness and anti-discrimination.</i> Moreover, the studies conducted, and policies developed would pave the road for a significant transition towards inclusive employment processes especially if the level of adoptability of the government of the developed studies, action plans, and recommendations are turned into tangible corrective practices. With the obvious political will among the governmental actors, this would be possible with continuous support given in the second phase of the project. • <i>The 1st project objective (outcome) incorporated five outputs (three outputs in the original design and two added outputs based on the MHRSD's request). The following are the key achievements under this outcome:</i> <ul style="list-style-type: none"> ➤ A study on "Labour Market Inclusiveness" was conducted to examine current labour market and employment practices and challenges faced by women in Saudi Arabia ➤ A technical advisor on employment was positioned in the Ministry for 11 months, providing support to the implementation of the study's recommendations and technical assistance and advice to the Ministry in areas related to the project. ➤ A legal framework review was conducted in relation to equality in employment and occupation and supporting MHRSD in developing a National Policy on Gender Equality in Employment and Occupation. ➤ Supporting the deployment of a Labour Market Information System inside the MHRSD. ➤ Providing Employment and labour market- related analysis and capacity building interventions. • The design of this pillar around the originally designed three outputs and the sequencing of activities is supportive of the achievement of the objective of helping the government's efforts to boost women's employment in the Kingdom. The two added outputs were not solely supportive of increased women's employment yet would contribute to the project's objective of "Improved policies and mechanisms for inclusive employment, working conditions (particularly for women) and social dialogue in the Kingdom" as well as the institutionalization of mechanisms that would enhance data management and analysis guiding policy development processes. • Additionally, the project proposal identified two key indicators to identify progress under outcome one: <ul style="list-style-type: none"> ✓ % Increased participation of women in the labour force. ✓ # Of laws, policies, internal regulations, procedures, and practices (recruitment, promotion, pay, etc.) reviewed and adjusted from a gender perspective. • There was no reporting on the outcome indicators or documentation, as was revealed through the desk review of the key project documents as well as information collected from the KIIs conducted with the different key stakeholders-particularly on the ILO level to inform the effectiveness of the legal framework review conducted. It is worth noting however that one policy has been developed and its report is available along with the accompanying action plan. • However, it is worth mentioning that the project succeeded in delivering the following: <ul style="list-style-type: none"> ➤ Final draft of Labour Market Inclusiveness Report both in English and Arabic ➤ Final draft of the Equality Policy submitted both in English and Arabic. ➤ Final draft of the legal framework review submitted both in English and Arabic. ➤ Technical support provided by the Employment adviser positioned inside the MHRSD for 11 covering the period 1 January 2020 to 31 December 2020 ➤ Establishing a labour market information system inside the Ministry and providing support for its operationalization. 	
<input checked="" type="checkbox"/> Analysis on the outputs level	

<p>Output 1.1: An in-depth analytical study, “Towards an inclusive labour market” conducted <i>(achieved)</i></p>	<p><i>Finding 9: The development of the inclusive labour market study prior to the policy elaboration was critical, providing the knowledge base needed for the timely development of an evidence-based national equality policy in KSA.</i></p> <ul style="list-style-type: none"> • A detailed labour market inclusiveness report was developed detailing challenges women and other vulnerable groups face when accessing decent jobs in KSA. • The report concluded with a set of policy recommendations to be considered by the Ministry with the aim to further advance equality and labour market inclusiveness in KSA, along with a brief plan of action to guide the way forward. • The results and recommendations of the report were presented to the inter-ministerial committee in November 2019, and final English and Arabic language drafts were submitted to the Ministry in February 2020. • This study has informed the development of the National Equality Policy, providing a detailed baseline analysis of the status in the Kingdom and a set of relevant policy recommendations in support of a more inclusive labour market in KSA. The study also recommended the development of impact assessment of Saudization and women’s employment-related policies and programs in Saudi Arabia which can be an area of consideration for phase two. • The study endorsed introducing gender mainstreaming protocols in all public entities, development of gender-responsive macroeconomic and sectoral policies and creating an inter-ministerial, inter-agency coordination mechanism to ensure that policies are not duplicated or neutralized. These recommendations (if adopted) shall contribute to outcome one result to enable- substantially- enhanced participation of women in the Labour market.
<p>Output 1.2. An Employment adviser based at the MLSD in KSA <i>(achieved)</i></p>	<p><i>Finding 10: The hiring of an advisor inside the Ministry proved to be a good practice that led to valuable inputs and knowledge exchange with ministry staff, enhancing the institutionalization of knowledge inside the Ministry</i></p> <ul style="list-style-type: none"> • An employment advisor was hired in September 2019 and performed the following tasks: supporting the finalization of the equality policy; providing technical support to the reform of contractual agreements (with focus on labour mobility); and design and delivery of a training program to MHRSD staff focusing on policy formulation, M&E, basic statistical and econometric analysis (including basic skills in Stata), labour economics and analyses of labour markets, developing a guide for policy formulation (in Arabic) to be adopted by the Ministry for internal policy formulation processes and providing technical support and on the job training to MHRSD staff in various areas including, but not limited to, wage policy. • Although the employment advisor’s contract was originally planned for an 8-month period ending in April 2020, the ILO and the Ministry agreed on a 3-month extension, ending 31 July 2020. The Employment Adviser concluded his assignment on 31 July 2020 after 11 months of technical support provided to the Ministry. • According to government representatives, the hiring of an expert within the ministry was highly beneficial in providing direct technical support relevant to the project activities, in addition to other coaching efforts that responded to the Ministry’s staff other needs.
<p>Output 1.3. A review of the country’s policy and legal framework related to equality, inclusiveness, and a national equality policy study completed <i>(achieved)</i></p>	<p><i>Finding 11: The review of the legal framework and the elaboration of the national equality policy were both essential to the ministry, but the status of adoption of the policy remains unclear.</i></p> <ul style="list-style-type: none"> • A first draft of the Legal Framework Review was shared with the MHRSD (previously MLSD) on 21 May 2019, and a second draft was shared with MHRSD in early July 2019. In February 2020, the ILO officially submitted the final drafts of the legal framework review in English and Arabic, incorporating all comments received from the Ministry,

	<p>yet a revised final draft was submitted to MHRSD in July 2020 (based on the Ministry request)</p> <ul style="list-style-type: none"> • The Legal Framework Review included sections from the labour market inclusiveness study and was useful in analyzing the current situation, including how far the legal framework promotes or prevents gender equality and non-discrimination in work, and was a key input to the development of the National Equality Policy. The legal framework review included mechanisms for the implementation and enforcement of the labour law and resolution of disputes and labour law reform process. • Project's governmental partner shared that one of the challenges while reviewing the legal framework was balancing between the ILO generic framework to match KSA's national expectations. • An outline of the <i>National Policy on Equality in Employment and Occupation</i> was shared by the recruited international consultant and reviewed by the Gender Specialist in ROAS before sharing with MLSD on 27 June 2019. • The ILO and the Ministry agreed on a consultation process that consists of an online survey, FGDs and public comments as a methodology of National policy on equality in employment and occupation development. Information was collected from different representatives of government, including regulatory bodies, as well as employers from large and small sized businesses; employees and workers in a range of jobs including professionals and entry-level workers. This was followed by online consultations in which 784 people took part, 547 women and 237 men. • ILO submitted a first draft of the equality policy in January 2020 and a final draft shared in English and Arabic in June 2020 including an indicative implementation plan. The ILO submitted a revised final draft in July 2020, in English and Arabic (based on the Ministry's request) • The consultation process used for the development of the National Equality Policy was a good practice in stakeholder involvement. • The Equality policy with the key three objectives goes hand in hand with outcome (result) 1 of enhancing the participation of women in the labour market through developing a legal and policy framework that explicitly defines, prevents and prohibits discrimination and promotes equality and inclusion, promoting the participation of women and disadvantaged groups in the labour force, including in leadership positions, and supporting the implementation of policy measures in an effective and responsive manner. • As for the adoption of the developed equality policy and according to one of ILO team members, the National policy on equality is in the process of adoption to prohibit discrimination of all vulnerable groups and promote inclusiveness in the labour market force in KSA; however, delays have been experienced due to governmental procedures.
<p>Output 1.4: Support provided to the deployment of a Labour Market Information System inside the MHRSD, and related labour market data support. (achieved)</p>	<p><i>Finding 12: The Labour Market information system is another example of institutionalization of knowledge within the ministry. This system helps enhancing data quality and management practices and would ultimately support the Ministry's efforts to develop and review evidence-based policies.</i></p> <ul style="list-style-type: none"> • This output was added in 2021 to cover the new requests from the MHRSD. Although the output does not focus directly on women participation in the labour market, it contributes to the objective of improving policies and mechanisms for inclusive employment through supporting data availability and management mechanisms that guide the policies review and update. • The ILO, through its regional office in Beirut and Statistics department in HQ, has been providing support for the establishment of a labour market information system within the MHRSD since 2019 and not as a part of the original project document.

	<ul style="list-style-type: none"> • An assessment mission took place in September 2019, following which the ILO prepared an assessment report with recommendations, followed by online meetings and a second mission in February 2020 during which a workshop on data harmonization in Saudi Arabia was organized. • A consultant was recruited to work closely with the Ministry's team for a period of 4 months (from June until October 2021, covered 50% by the DC project and 50% by the Regular Budget for Technical Cooperation (RBTC) to provide further support in operationalizing the Labour Market Information System (LMIS). Based on the ministry's request the consultant's contract was extended until December 2021 with further potential extension.
Output 1.5: Employment- and labour market- related analysis and capacity building provided (<i>achieved</i>)	<ul style="list-style-type: none"> • This output was added in 2021 to cover new requests from the MHRSD and it was meant to meet requests received by the ILO for further potential support needed to improve the employment and labour market situation in KSA. • While no activities were necessarily reported under this output, the ILO conducted a one-day training to the Ministry's staff in December 2019 on employment policies and international labour standards. At that point in time, this output did not exist, and so the activity was charged under 1.1.2. budget account.

Outcome 2: Strengthened Social Dialogue institutions and mechanisms to contribute positively to the world of work, economic growth, and overall welfare.

☒ **Analysis on the outcomes level**

Finding 13: *The social dialogue pillar managed to create a foundation for tripartite dialogue and capitalized on the government buy-in paving the way for the establishment of a social dialogue unit within the ministry as a form of institutionalization that would enhance scalability and sustainability of results.*

- Outcome 2 comprises 3 main outputs, two were in the original design and one added during the no-cost extension of 2021 as follows:
 - Assessment of social dialogue and the capacity of the tripartite constituents regarding social dialogue in Saudi Arabia conducted
 - Capacity building plan developed and delivered
 - Technical support provided for the establishment of social dialogue institutions in KSA.
- The three outputs (original and newly added) are directly related to strengthening the social dialogue actors, institutions, and mechanisms.
- The COVID-19 pandemic swept through the Arab region in the first half of 2020, impacting some of the project's activities, notably those related to Social Dialogue capacity building activities which were delayed but ultimately implemented.

It is worth mentioning that the project proposal identified four key indicators to assess the progress achieved under outcome 2 as follows:

- ✓ Proposals of SD mechanisms agreed upon by the tripartite stakeholders
- ✓ Number of mechanisms that have changed because of ILO contribution
- ✓ Increased involvement of social partners in policy making and implementation processes
- ✓ Social partner organizations better serve the needs and interests of their members

- Like outcome 1 indicators, there was no reporting in the progress reports, and the wording of outcome two indicator is unclear. Words like (“increased involvement” and “better serve”) used in the indicators are not defined in the project proposal document or other relevant documents making the reporting on it difficult. Also, no means of verification were identified for the above shared indicators in the project’s proposal log-frame matrix.
- However, the project succeeded in achieving the following outputs:
 - Final Draft of the Social Dialogue Assessment Report submitted to MHRSD in English and Arabic.
 - Social Dialogue capacity building plan finalized, and all activities successfully implemented both in-person and virtually, in the period 1 January 2020 to 31 December 2021.
 - Options for the establishment of a Social Dialogue unit inside the MHRSD proposed and submitted to the Ministry.
- Information collected from the KIIs conducted confirmed the involvement of social partners in the social dialogue pillar and the design of the training package based on their expressed needs. However, **Chambers were less responsive** in subsequent phases and did not provide comments on the social dialogue assessment report nor on the capacity building plan, and while they expressed their intention to participate in the first training activity, they did not attend because of the COVID-19 crisis in early 2020. Some chambers’ representatives did participate however in most training activities that took place virtually in 2021 and were part of the KSA delegation which conducted the “study visit” to Portugal. (The delegation consisted of 4 Ministry team members, 3 Workers’ committees and 3 Chambers’ representatives).
- The social dialogue pillar supported the development of tripartite partnership and paved the way towards the strengthening of social dialogue (for now only within the KACND) and the creation of a specialized unit in the ministry on social dialogue, actions aimed at institutionalizing the social dialogue component in the Ministry’s mandate as explained under sustainability.

☒ Analysis on the outputs level

Output 2.1. Assessment of status/diagnosis of social dialogue in KSA (achieved)

Finding 14: *The Assessment of social dialogue was deemed key to inform the development of the capacity building plan and other efforts aimed at strengthening social dialogue in the Kingdom. Engagement of all tripartite partners at different levels has proved essential for the formulation of an assessment that accurately reflects the views of all those who play a role in social dialogue in KSA.*

- In 2018-2019, ILO led a process of consultations with tripartite constituents’ in designing and discussing the social dialogue assessment report.
- A joint social dialogue mission was fielded to Riyadh, during which ILO officials from HQ and ROAS held meetings with tripartite constituents to assess the Social Dialogue situation in the country as a result a first draft of the Social Dialogue (SD) assessment report was prepared and shared with MHRSD for review and comments.
- ILO organized a workshop in Riyadh to discuss the draft social dialogue assessment report submitted to MHRSD. The workshop aimed to collect the views of tripartite constituents on the findings and recommendations of the report and finalize it accordingly. Subsequently ILO submitted a final draft of the assessment in May 2019, in English and Arabic, with further elaboration on requirements to establish a **social dialogue unit** in the Ministry, followed by a tripartite workshop organized in Riyadh in October 2019 to present the report and agree on the capacity building activities. In March 2020, a final draft of the assessment was submitted to the

	<p>Ministry in English and Arabic.</p> <ul style="list-style-type: none"> • Some of the social dialogue sessions discussed COVID-19 related issues and provided insights on how to address, through social dialogue, COVID-19 -related challenges. • The Assessment of social dialogue highlighted key issues and areas of improvement that match the interviewees' recommendations and shall lead to the achievement of outcome two including; the need for legal framework enhancement on the freedom of associations, need for further capacity enhancement of MHRSD staff on social dialogue matters, the establishment of a national tripartite social dialogue structure, establishing a social dialogue unit within the MHRSD with clearly defined functions; including developing strategies and legislation; supporting tripartite constituents and disseminating the culture of dialogue (This recommendation was adopted and the MHRSD is in the process of establishing such a unit under the Agency of Labour Policies). • Interestingly, while the assessment of the social dialogue and other related activities did adequately engage the employers and workers' committees, sharing the assessment report with them and with the workers' representatives was lacking till now as explained earlier in this report. Also, as indicated before, this require strengthening the communication channel between the Ministry and other tripartite constituents in the future for better timely dissemination of such deliverables.
<p>Output 2.2. capacity-building plan developed and delivered for tripartite representatives, in close collaboration with ILO/ROAS DWT specialists (Social Security, Employment, Gender, and Child Labour) <i>(achieved)</i></p>	<p><i>Finding 15: Capacity building interventions under the social dialogue component or more generally across the three pillars of the project proved to be necessary and highly requested by the Ministry to promote local staff technical abilities and their capacities to designing, implement and monitor employment and labour market- related policies.</i></p> <ul style="list-style-type: none"> • It was jointly agreed between the donor and the ILO that work under this output is to start after finalization of the social dialogue assessment report and a more evidence-based identification of capacity building is required to develop a capacity-building plan that directly responds to country-specific needs. • As far as the "social dialogue" component of the project is concerned, all planned activities agreed upon (following the October 2019 workshop and the ensuring workplan) were achieved (even though many virtually due to COVID travel restrictions). Therefore, Social Dialogue capacity building plan finalized, with several activities successfully implemented both in-person and virtually covering the period from 1 January 2020 to 31 December 2020.

- Additionally, during the workshop conducted in October 2019, capacity building needs and priorities of tripartite constituents based on the assessment report were discussed, and this guided the ILO draft of a capacity-building plan submitted in agreement with the Ministry and training activities were clearly identified. The key priority areas were (1) systematize/institutionalize national tripartite social dialogue (within the KACND); (2) establish a social dialogue unit; and (3) explore the ratification of social dialogue -related conventions e.g., C144 and C98). Following this, a capacity building workplan was developed.
- The first two training activities were conducted in Riyadh in March 2020. The first training activity on “basic social dialogue concepts and approaches” included stakeholders other than the MHRSD, workers’ and employers’ representatives. While 44 confirmations were initially received, all employers, except for one woman from the private sector, were not present because of the onset of the COVID-19 crisis.
- Moreover, all subsequent capacity-building activities (e.g., two technical workshops on inclusive LM and CL) were put on hold because of the COVID-19 pandemic and related travel restrictions.
- However, the Academy on Social Dialogue and Industrial Relations- initially planned for November 2020 at the premises of the International Training Centre (ILO – ITC, Turin), took place as an E-Academy from 9 November to 11 December 2020, with the participation of a tripartite delegation from the Kingdom.
- The ILO has also started preparation for the second planned online activity which was meant to take place in April 2020 but was turned into an e-course following the COVID-19 crisis, and it took place in February 2021.
- A series of tripartite training activities (including a preparatory phase via an on-line self-training course and 8 webinars) have been organized by DIALOGUE in HQ in close collaboration with ILO-ROAS, ITCILO-Turin, ACTRAV, ACT/EMP and Better Work Jordan. The activity took place between 15 February and 15 March 2021 benefiting some 90 tripartite participants. A final (9th) tripartite webinar acted as an ILO-KSA platform for exploring further steps towards an improved social dialogue environment in KSA. Follow-up activities included: (a) technical assistance for establishing a National Tripartite Social Dialogue structure in KSA, and a Social Dialogue unit in the KSA Labour Ministry; (b) possible ratification by KSA of ILO Conventions, notably C. 144; and (c) resume the organization of study visits (Tunisia and S. Africa) for a tripartite KSA delegation (virtual or on the ground, depending on the lifting of travel restrictions). The same areas had been identified already in the October 2019 workshop.
- The planned study tours to Tunisia and South Africa were put on hold pending an improvement in the global pandemic situation of COVID19. The planned study tour destination was changed to Portugal as an alternative location; 10 participants from the MHRSD, workers’ and employers’ organizations joined between 16 and 21 December 2021.
- Portugal has a commendable record in terms of effective social dialogue at several levels, (including peak level social dialogue at the national level) and has on several occasions displayed a continuous social partnership and tripartite collaboration, even in a crisis context. While Portugal is not the same as the KSA in terms of culture and systems, as mentioned by one government partner, Portugal has a strong tripartite labour committee and economic council, and employers are engaged in the economic system of the country, making the Portugal experience a useful one. That said, it might still be useful to consider a second study tour to Tunisia under the second phase of the project, where KSA constituents could be exposed to a

	<p>second experience as they aim to further promote social dialogue in the Kingdom.</p> <ul style="list-style-type: none"> Moreover, according to some of the project's governmental partners interviewed, it was recommended to provide more advanced and practical capacity building activities. It is worth noting however that foundation and basic training is critical when a topic is relatively new in each national context. It is therefore only normal to start from the most basic capacity building activities on social dialogue and move to more complex and practical activities as the capacities and knowledge of participants improve. This is exactly how the various activities planned under this pillar were designed. No detailed assessment of the participants' knowledge change or feedback was documented by the project staff. However, some of the interviewees during the evaluation process indicated that the level of knowledge among the workshops' participants has been enhanced particularly with respect to the key concepts of the collective bargaining while others indicated that the workshop conducted was not enough and not followed up to ensure its application in tangible situations. Interestingly, the level of knowledge and skills acquired will turn into tangible practical skills when converting the theory and recommendations into specific interventions as planned under phase 2 Further requests for Capacity Building activities by the Ministry along with ILO staff recommendation in the mid-term self-evaluation highlighted the importance of holding extensive advanced tripartite training workshops on social dialogue targeting tripartite stakeholders, but also homogeneous groups (public labour administrators, workers', or employers' representatives), as was also done under the first phase of the project, to address their specific needs. It is recommended to deliver additional future workshops in Arabic. It is found that the E-Academy attended by a tripartite KSA delegation was the only one that was standardized while all the other activities including the 2021 one-month long ITC-ILO training were entirely tailor-made to KSA. Interestingly, it was shared during most of the interviews that an integrated tailor-made Capacity Building program targeting decision makers, experts, and tripartite constituents continues to be needed, and would need to include training and field visits along with specific engagement with external experts to support implementation of the Social Dialogue Assessment's recommendations. Moreover, TOT should be considered to extend knowledge and enhance the sustainability potential of the project's results.
<p>Output 2.3: Technical support provided for the establishment of social dialogue institutions in KSA <i>(achieved)</i></p>	<p><i>Finding 16: The planned Social Dialogue unit is a positive step towards the institutionalization of social dialogue mechanisms in the government and for the promotion of social dialogue in the Kingdom. Furthermore, the MoU to be signed between the MHRSD and the KACND is likely to pave the way towards systematising national tripartite social dialogue, which is currently conducted only in an ad hoc way.</i></p> <ul style="list-style-type: none"> These outputs were decided based on a tripartite consensus reached in October 2019 following the presentation of the Social Dialogue Assessment report in Riyadh (15/10/21), and a tripartite on-line webinar (15/3/21) They responded to the social dialogue assessment recommendations and highlighted the buy-in of the government and its willingness to further achieve and sustain the project's results. ILO assistance regarding the finalization of the MHRSD-KACND MoU had no cost implications (other than the time dedicated by ILO officials in HQ and Beirut). Regarding the assistance for the establishment of the social dialogue unit, when the ILO submitted the request for a no-cost extension until the end of December 2021, it was noted that some cost savings were made under the social dialogue pillar. It was therefore proposed to add a new output, whereby technical support would be provided by the ILO for the establishment of a social dialogue unit within the

	<p>Ministry and of a tripartite SD council as was highlighted in the social dialogue assessment report.</p> <ul style="list-style-type: none"> • An (Arabic-speaking) consultant was hired, and meetings were held with relevant officials from the MHRSD and social partners in October 2021 and a report was submitted in Arabic to the ILO mid-November 2021. The ILO shared the revised draft with the MHRSD in December 2021. • In January 2022, the ILO was informed of the Ministry's willingness to establish the Social Dialogue unit, building on the advice provided in the report submitted in December 2021. • Interestingly, most of the interviewees reported that the social dialogue unit shall further invest in development of joint workshops to strengthen awareness on this topic. This will involve more partners, provide ToT on social dialogue and labour market empowerment, incorporate women with private sector and provide M&E and follow-up activities on the progress of agreements.
Outcome 3: National CL policy in place with effective responses developed to eliminate child labour <i>(achieved)</i>	
☒ Analysis on the outcomes level	
<ul style="list-style-type: none"> • As child labour is a relatively new topic attracting government attention and in view of the high-level political will to ensure a child labour-free Saudi labour market, pillar 3 managed to achieve huge success, leading to the adoption of a child labour policy and action plan by the Council of ministers. The project contributed to filling some knowledge gaps on this important topic; yet further efforts are needed to build on the project's achievements and conduct more comprehensive studies and surveys that can provide robust evidence and guidance to policies and strategies. • Pillar 3 had 3 identified outputs in the original design focusing on child labour. This began with a technical study and was followed by buildup of a national webportal on child labour that acts as a one-stop shop for all child labor related data and information in KSA and finally the drafting of a policy on eliminating and preventing child labour in KSA. All outputs were affected by the scarcity of data on child labour in KSA as the topic and government buy-in is relatively new. • It is worth mentioning that based on the mid-term self-evaluation recommendation and based on the assessment missions conducted by the ILO, data collection on child labour was deemed key and was added to the current phase of the project. Unfortunately, however, the COVID-19 pandemic first, and GASTAT's engagement in the population census, second, have impeded any potential data collection work and put on hold the implementation of a child labour survey, the latter now planned under the second phase of the project, in 2023, after GASTAT's completion of the population census. • The project proposal identified the following two key indicators to assess progress achieved under outcome 3: <ul style="list-style-type: none"> ✓ National Policy developed and approved by Government. ✓ Adopted National Child Labour Policy • The above-mentioned indicators were achieved as the child labour policy and working plan were approved by the Council of Ministers as follows: <ul style="list-style-type: none"> ➢ Final adopted draft of the national child labour policy in English and Arabic approved by the government. • It was agreed by governmental partners and ILO staff during interviews that the child labour policy and working plan being approved by the Council of Ministers was counted as a huge success. 	
➢ Analysis on the outputs level	
Output 3.1. Two in-depth analytical studies on (I) vulnerable populations and	<i>Finding 17: Technical study was delivered covering important topics related to child labour. Yet further studies may be required in the future to fully assess the child labour situation in KSA.</i>

<p>associated child labour and (ii) child begging <i>(achieved)</i></p>	<ul style="list-style-type: none"> It was originally agreed that two studies on child labour would be conducted to inform policy development. During the second ILO child-labour related mission between 29-30 April 2019, the MHRSD and FAC requested the ILO to merge the two in-depth studies into one covering the following areas: car repairs and vegetable markets in Mekka, fishing, and agriculture in Jizan, and factories in Riyadh. King Abdul Aziz University has been identified, upon the recommendation of the Family Affairs Council (FAC), to conduct this merged study. In July 2019, an implementation agreement was signed between the ILO and Al Mobdioon Center for Studies, Research and Training, from King Abdul Aziz University. Preliminary results of the study were shared with the MHRSD for use in the elaboration of the Action Plan of the Child Labour Policy and a final English language draft was shared with MHRSD and FAC in January 2020. The Arabic language draft was later prepared and shared with MHRSD and FAC in April 2020. More areas were recommended by interviewees to be covered to give an in depth understanding of the child labour context in KSA including child begging (which is not categorized under Child Labour practices) and as recommended by the child labour study extending research to more areas and highlighting other mechanisms of exploitation, to complement the ones covered in the study. Also, improving advocacy, sharing of data, and other countries good practices were recommended to better address and end child labour in KSA (as one of the key elements of the child labour policy).
<p>Output 3.2. National Child Labour Database established <i>(Partially achieved)</i></p>	<p><i>Finding 18: Child labour web portal was developed and launched on FAC website; yet scarcity of data affected the full planned use of this web portal.</i></p> <ul style="list-style-type: none"> The completion of the establishment of National child labour database encountered delays as ILO has been informed that KSA is conducting a national census in 2020, putting on hold other statistical surveys including the child labor survey. However, <u>following are some of the key achievements under this output:</u> ILO submitted an assessment report for the establishment of a child labour database/ portal in KSA. In June 2020, ILO was informed that FAC is working on upsizing their website to host the new portal that would act as a comprehensive child labor portal, including all information related to child labor in KSA beyond simple data. The new web-portal is ready and available on the FAC website as of February 2021. See: https://fac.gov.sa/web/main_page. Also, the ILO's assessment report recommended that GASTAT inserts a child labour module in one of the rounds of its national Labour Force Surveys in 2020 to collect data on child labour. Following meetings and discussions between the ILO, FAC and GASTAT, it was agreed that a full-fledged survey would be needed to capture the phenomenon of child labour in KSA. A module in the LFS would not provide representative data on those age group 5-18.
<p>Output 3.3. National Child Labour Policy developed by MLSD <i>(achieved)</i></p>	<p><i>Finding 19: The project managed to develop a child labour policy document with the best available resources at that time taking into consideration the scarcity of data, capacities of partner organizations and COVID-19 implications.</i></p> <p><u>The evaluation captured the following achievements under this output:</u></p> <ul style="list-style-type: none"> A hired consultant prepared a preliminary draft of the child labour policy document which was translated into Arabic and shared with the Saudi counterparts after the consultant's first mission to Riyadh in February 2019, and before the consultant's second mission to Riyadh in April 2019 where the consultant met with the inter-

	<p>ministerial committee on child labour.</p> <ul style="list-style-type: none"> • Based on a teleconference call between the ILO and Saudi counterparts (MHRSD and FAC), a common understanding was reached on the requirements for the Child Labour Policy. In July 2019, a final draft of the Child Labour Policy was prepared and shared with MHRSD, incorporating comments received from the Ministry and FAC in June 2019. • In addition to the policy document itself, the ILO also submitted, as per MHRSD's and FAC's request, an outline for a National Action Plan to accompany the Policy, and proposed TORs for a Steering Committee that would be responsible for the implementation of the Policy. The three documents were subsequently translated, and the Arabic translation was submitted to MHRSD in August 2019. • Even though the Child Labour Policy and related study have been successfully conducted, understanding of child labour concepts and standards remains limited particularly under the community of the civil society (e.g., Child begging is not considered under the Child Labour practices) and that's why additional studies is recommended to be further developed addressing this pillar. • A reported unintended activity was promoting the child labour policy via social media as part of awareness on ending this phenomenon. • The Child labour Policy was officially adopted by the Saudi Government in April 2021. • The child labour policy included several elements contributing to the achievement of outcome 3 of eliminating this practice in KSA including expansion of child labour knowledge base, improvement of law, law enforcement and prosecution, promotion of decent work for adults, improving social work and social protection, enhancing quality education opportunities, and promoting advocacy and awareness raising. These areas were agreed upon between the ILO, MHRSD and FAC and approved by KSA authorities. Also, these issues reviewed are based on international labour standards and on ILO's expertise in the development of such policies, taking of course into account the national context in KSA. • It was recommended by interviewees to focus on child labour - related standards in the awareness and capacity building component of phase2 and assigning adequate budget for it during planning. • During the second half of 2021, ILO had a couple of meetings with GASTAT and FAC during which they agreed that, until a full-fledged child labour survey is conducted, it could be useful to analyze existing Labour Force Survey microdata for the age group 15-17 to get some insights on child labour at least among this population group. ILO has reiterated that this is not a substitute for a child labour survey. Unfortunately, GASTAT's data were not sufficient for such an analysis. The ILO has discussed the possibility to conduct a quantitative rapid assessment on child labour with the FAC.
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➤ **To what extent does the project include a well-structured M&E system to track progress during its life-span-including corrective actions-when needed?**

Finding 20: Project M&E system could have been developed in a stronger manner to closely reflect project progress since indicators at the outcome level are not properly tracked.

Effective monitoring, evaluation, assessment, and documentation are without a doubt major factor in enhancing any programmatic intervention, achieving desired objectives, and tracking progress during the life of the project. This includes quality assurance tools for all the project deliverables considering the pilot nature of the project approach.

In fact, the evaluation found that there was no theory of change developed for the project in the proposal document explaining the project's logic. However, the project proposal included an M&E section with a log frame matrix including project's structure, indicators, means of verification and assumptions. The output indicators clearly reflected the anticipated results, yet the outcome indicators wording was not clear, and the means of verification were missing for some indicators like outcome Two. Mentioned assumptions in the log frame matrix were minimal.

While it was mentioned in the project proposal that an M&E plan would be developed during inception with more details for targets, indicators, and means of verification, that was not developed. However, ILO developed existing M&E mechanisms for the project which were mainly focused on; (1) regular annual and quarterly reporting, (2) regular direct communication, (3) day-to-day support, (4) Ad-hoc support for one day workshop in response to a requirement for it, in addition to the Mid-Term internal evaluation.

As required in the Memorandum of Understanding between the MHRSD and the ILO for this Project, ILO submitted 4 progress reports, with an overlapping period with the second progress report. This is in addition to the quarterly progress reports submitted. Timelines of reports were shifted given the delay in the actual starting date of the project and the various no-cost extensions agreed upon.

It was also recommended to have a follow-up mechanism in place to track all the key recommendations and actions proposed during the different actors/ meeting with the 3 key tripartite constituents' representatives to ensure better reflection on these issues following a full participatory approach.

➤ **How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?**

Finding 21: The project's activities complemented worked in line with national efforts to address issues related to women's employment, social dialogue, and child labour but with lack of gender- sensitive indicators.

Overall, the programme supports national initiatives and priorities as outlined in the National Transformation Plan (NTP), related youth employment strategies and policies, Vision 2030, the Ministry of Human Resources and Social Development vision, and UNCCSF 2017-2021. In response to the international agreement and ratification of the child labour convention No.138, a National Child Labour Policy was developed by the project to match the government's mandate on issuing a national policy to address and prevent child labour in KSA. The project has also aimed to support KSA's and the Ministry's to promote an inclusive labour market and increase women's employment. A National policy on Equality in Employment and Occupation has accordingly been developed in line with international labour standards.

Moreover, the project's social dialogue pillar was in line with the government's efforts to supporting National Social Dialogue Fora and enhancing capacities of social partners. Additionally, the project worked in coherence with the national agenda, focusing on the nationalization of Saudi jobs and enhancing the participation of Saudi women in the labour market. Finally, ILO work also supported the KSA's gender equality work in line with KSA national priorities in Agenda 2030 and during KSA chairmanship of G20.

Despite the lack of a gender sensitive indicator for the capacity building output (2.2), there is an indicator under Outcome 1 that focuses on women by outlining "**% increased participation of women in the labour force**". It is worth mentioning that this indicator was not reported against.

➤ **What have been the main contributing (enabling factors of success) and challenging factors towards the project's success in attaining its targets-including how the ramifications of COVID-19 pandemic were dealt with?**

Finding 22: Despite the challenges and delays brought by the COVID-19 pandemic, most of the outputs were fully and successfully implemented, with few activities postponed to the second phase.

Originally, the project was planned for a duration of 25 months starting officially 31 May 2018 ending 30 June 2020, but this was subsequently revised to account first for the delays in receiving the needed funds and then for the various challenges encountered during project implementation. During 2020, a midterm self-evaluation was carried out by ILO, recommending, amongst other things, a no-cost extension of the project to be able to fully implement all activities that were otherwise put on hold because of the COVID-19 crisis. As the situation did not improve much during the first half of 2021 in terms of travel and movement restrictions, a second no-cost extension was requested and granted by the Ministry in May 2021, extending the project until 31 December 2021. Furthermore, in the context of increased requests for knowledge-sharing and capacity building from the MHRSD, ILO proposed a second phase for the project. The aim of this second phase is to build upon the achievements of the current phase and address the priorities that have been expressed by the MHRSD, in addition to strengthening ILO constituents' institutional capacities and knowledge to develop coherent, integrated, and effective policies and programmes.

In July 2021, ILO re-submitted officially its proposal for a second phase of the project, following a meeting held with the Minister of Human Resources and Social Development in KSA and other relevant Deputy Ministers in the Ministry. Also, the ILO held a meeting with relevant Deputy and Assistant deputy ministers end of November 2021 to agree on the second phase, finalize the proposal and begin implementation as soon as possible.

Through implementation, the project faced various challenges, yet managed to respond to them in a timely and professional manner and by the end of the project most of the outputs were fully achieved as shown in detail in the coming section.

Challenge	Corrective Action(s) taken
Early on, the project faced delays in receiving the first tranche of the budget. ILO received the first payment in November 2018.	ILO expedited the recruitment process of project staff for the purpose of the timely implementation of the various activities as planned.
Some missions (organized with a short lead time) were found to be less successful in collecting data and information as consultants were not always able to meet with all relevant officials, resulting in delays in outputs delivery.	It was agreed to plan missions 3 to 4 weeks before the travel date to allow enough time to arrange meetings especially with ministries and institutions other than MLSO or its sister agencies.
Some initial delays related to the delay in receiving input from the government on drafted documents like the technical study on child labour and the social dialogue assessment report.	ILO maintains continuous communication with the donor through regular exchanges of emails, while teleconference and skype calls when needed and/or requested were prioritized by ILO to ensure quick response to the donor's needs.
The unexpected eruption of the COVID-19 crisis and resulting travel bans, and restrictions hindered project implementation, putting on hold several activities, including notably the activities planned under the Social Dialogue Capacity building plan and the child labour data collection.	ILO discussed with the Ministry potential extension of the project for a 6- month period, ending on 30 June 2020. As the situation did not improve much during the first half of 2021 in terms of travel and movement restrictions, a second no-cost extension was requested and granted by the Ministry in May 2021, extending the project until 31 December 2021. In the meantime, the ILO conducted meetings and training virtually instead of the presence of a physical advisor or consultant and capacity building activities were shifted to e-learning activities. The online modality of CB was relatively new and took time for adaptation. It is worth mentioning that most of the outputs were fully and successfully implemented, and other outputs were delayed to the second phase due to the COVID-19 implications. For

	instance, concerning conducting a survey on child labour, GASTAT (General authority for statistics) suggested delaying it, so it was shifted to the second phase as they are currently busy conducting their population census.
A commonly shared challenge was the lack of “tripartism” in the labour market governance in KSA which affected project progress especially under the social dialogue pillar. Solid tripartism, stronger social dialogue and more labor market governance would strengthen the role of social partners.	The project succeeded in engaging relevant partners, especially workers and employers, to guarantee the reflection of their needs and views. This was supported by the MHRSD’s commitment for the creation of a social dialogue unit inside the Ministry and a national tripartite social dialogue council.

Programmatic strategic adjustments and other opportunities enabled the success of the project and attainment of planned results. They are as follows and as concluded through the evaluation:

- The presence of the political will towards compliance with the International Labour Standards, NTP and SDGs supported and contributed effectively to the successful implementation of the project. The Kingdom’s G20 leadership has also played a role.
- Another success enabling factor was the significant role played by ILO from both ROAS and HQ particularly in providing technical support relying mainly on the available internal human resources-when possible.
- The overlap and sequencing of the different activities in this project was crucial in realizing efficiency gains to the project. For example, the Equality policy built on the findings of the legal framework review and labour market inclusiveness study.
- The presence of the Employment Adviser in the Ministry provided opportunities to achieve more than what has been agreed upon in the project document. The presence of adviser on the ground allowed for daily support to the Ministry’s staff in areas that are not necessarily planned under the project but relate to the Ministry’s mandate and priorities.
- Cost savings under the child labour pillar allowed for expanding the scope of the project and adding the objective of collecting data on child labour.
- The government’s strong buy-in of the different pillars was an enabling factor for the achievements made. For example, government support for promoting women’s empowerment and preventing and eradicating child labour allowed for the development of the Equality Policy, and the adoption of the child labour policy. The intensive planning in the pre-phase of the project was an enabling factor in the achievement of planned results like Identifying the needs of the social dialogue stakeholders including social partners, employers, and national workers. In addition to precise planning, the responsiveness to emerging needs by the Ministry like the social dialogue unit and Labour Market information system support were also factors those enhanced opportunities in attaining results.
- The modality of enhancing partner’s capacities on various topics and unplanned CB activities including the one-day training from ILO ROAS Specialists on employment policies and ILS in KSA, as well as other more regular training sessions provided by the Employment Adviser were supporting factors to achieving planned results and institutionalization of knowledge.

5.4 Efficiency of resource use

- **To what extent have project activities been cost-efficient? Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes? To what extent can the project results justify the time, financial and human resources invested in the project?**

Finding 23: Project activities have been cost-efficient yet (understandably) not timely efficient, because of the COVID-19 pandemic

The project was highly cost-efficient. In particular, the sequence of activities was appropriate, starting with assessments, validations, and followed by capacity building activities or policy development. All provided added value and were cost efficient particularly in view of the internal human resources from both ROAS and HQ available to provide the needed technical support and capacity building activities.

As for time efficiency, the project faced delays because of the COVID-19 situation and required two no-cost extensions till 31 December 2021 instead of 31 May 2020. Governmental partners commented on the project's delays as a missed opportunity to publish a national policy that addresses the central agenda in the right time. However, and as indicated earlier in this report, developing inclusive policies, and establishing systems are not easy and take time. This is particularly the case for policies which, even after finalization, remain unadopted for some time awaiting official endorsement by relevant authorities.

➤ **What was the role of the projects in resource mobilization? Given the country's context, what can ILO do differently in resource mobilization?**

Finding 24: The project managed to mobilize financial resources (project savings) to address some of the Ministry's emerging needs and support the institutionalization of the activities and sustainability of the results.

The project identified COVID-19 related savings (as some activities were implemented online) were channelled to other activities that were requested by the Ministry and outputs were added accordingly (e.g., the social dialogue unit and a review of labour market indicators in the country). Other savings were achieved through better management of resources. As an example, the development of the equality policy built on the labour market inclusiveness study and the legal framework review, therefore requiring fewer resources to be invested. Skype and conference calls have also been widely used to discuss in detail deliverables, thus minimizing the need for conducting field missions to Riyadh.

In terms of resource allocation, approximately 23.1% of resources are allocated for pillar 1's activities (including the staffing cost of the employment adviser), 14% for pillar 2's activities and 16.5% for pillar 3. In terms of technical and other project staff, the allocation accounts for 26.8% of total resources, while operational costs and M&E amount to 8.1%. General program support costs and provisions for cost increase amount to 11.5 %. However, it should be noted that the ILO and the MHRSD are currently discussing the potential second phase of the project, for which new resources from the KSA government will be needed on top of the savings made and which shall also be channelled to the second phase.

➤ **To what extent has the project been able to build on other ILO or non-ILO initiatives either nationally or regionally, regarding the creation of synergies in cost sharing?**

The new output on LMIS added under outcome 1 had a cost sharing mechanism covering the expenses of a consultant that was recruited to work closely with the Ministry's team for a period of 4 months (from June until October 2021, covered 50% by the DC project and 50% by the RBTC) to support with the Labour Market Information system. The consultant's contract has been subsequently extended until 31 December 2021, as per the MHRSD's request for further support.

5.5 Effectiveness of Management arrangement

➤ **What was the division of work tasks within the project teams and partners? How does the project governance structure facilitate good results and efficient delivery? And if not, why not?**

The project involved different stakeholders at multiple levels including during advisory missions, through various consultations processes, during training activities and targeted support as well as through technical collaborations. ILO-Regional Office for Arab States implemented the project in partnership with the MHRSD, the main partner and owner of this project, and with the close involvement of social partners and other ministries or inter-ministerial committees in place.

Further, the project is managed by the Senior Employment Policy Specialist at the ILO Regional Office for Arab States with the support of a national project coordinator located in Beirut, who is responsible for providing technical support for project implementation as well as coordination with stakeholders in KSA. ILO Regional Programme Unit (RPU) provided programme backstopping to the project. The overall technical backstopping of the project falls under the project manager; some specific activities are more directly overseen by other specialists from the Decent Work Team in Beirut (including the Gender specialist and the ILS specialist in particular). Moreover, the Social Dialogue component is largely managed by HQ, with technical coordination with ILO-Beirut (especially Bureau of Employers' activities of the ILO (ACTEMP) and Bureau of Workers' activities (ACTRAV) specialists and the International Training Centre in Turin. In addition, a team of ILO experts and international consultants provided technical assistance for each of the key focus areas of this project. ILO staff and consultants working in the project met with various officials from the MHRSD but also beyond to collect the views of all relevant stakeholders. Missions however did not always succeed in securing all the needed meetings for the consultants.

However, feedback captured from the KIIs conducted with the governmental partner confirmed the fact that the presence of experts in the ministry for a specific period was essential for peer-to-peer support and experience exchange. For example, the human resource arrangement of positioning one short-term Technical Advisor on Employment inside the MHRSD in KSA helped increase project effectiveness and was deemed particularly beneficial for the implementation of the project and for the MHRSD more generally. This was supported by the vital coaching & mentoring role played by the adviser inside the Ministry on daily basis in addition to working with the different experts who developed the respective policies and studies. In fact, this contributed significantly to achieving the set objectives and promoting the ownership among the different actors as well. On the other hand, the evaluation captured turnover among some of the governmental actors (e.g., The governmental official who headed the KSA delegation to the study visit in Portugal was new and not familiar enough with social dialogue) which highlights the need for continued capacity building interventions, including for old and new staff.

Moreover, during the project design phase, the ILO's established procedures for programme planning, monitoring, reporting and evaluation and the ROAS Decent Work Team - in close coordination with the ILO ROAS Regional Programme Officer and ILO PARDEV - ensured that donor procedures with respect to contractual obligations are met. While compliance of the project with ILO financial and other procedures was monitored by ILO HQ, the Regional M&E Officer provided technical guidance on M&E and a National officer was responsible of reporting. However, M&E can be carried out in a stronger manner as indicated earlier in the report. In fact, this indicating to the importance of allocating specific resources to recruit M&E person to oversee the different M&E activities in the 2nd phase of the project where he/she can work closely with the national project coordinator to track the progress more effectively during the life of the project and inform ILO and other key partners to do the corrective actions-when needed.

➤ **How effective was communication between the project teams, the regional office, and the responsible technical department at headquarters? Have the projects received adequate technical and administrative support/response from the ILO backstopping units?**

Finding 25: The project was based on a participatory approach, involving tripartite stakeholders at multiple levels and stages of implementation and through different channels, yet the level of engagement of stakeholders varied

Reporting and communication between the KSA and ROAS regional project management worked smoothly, mainly through quarterly progress reports submitted to the Ministry. Regular communication via email, skype and conference calls also supported effective project implementation. Periodic missions to the Kingdom that fall within the framework of this project but also beyond it are being used to foster communication with constituents and discuss progress achieved.

Concerning social dialogue, it is a new topic in KSA, and social partners lack sufficient knowledge and capacity. Also, some social partners like employers were reluctant at first compared to engaged workers, yet afterwards showed flexibility in

learning and participation. Beyond the ILO's tripartite constituents, other stakeholders involved included the Family Affairs' Council, the King Abdul Aziz Centre for National Dialogue (KACND), other line ministries and public agencies that were involved with the Ministry of Human Resources and Social Development. This increased commitment and confirmed the project's alignment with national priorities and needs.

Although the partnership with GASTAT was not influential due to the COVID-19 situation, further opportunities of collaboration are being explored under phase two. The project will again aim to involve relevant stakeholders, including MHRSD, workers' and employers' representatives, and GASTAT, among others.

According to feedback provided through the KIIs with the Ministry, the ILO was particularly valued for its international experience and the high level of knowledge and technical capacities that proves beneficial to the Kingdom.

"The ILO is seen as a key and effective partner and provider of technical and capacity building support to the Ministry" – comment of an interviewed governmental partner

5.6 Impact orientation

- **What is the likely contribution of the project initiatives to the intended impact of the intervention? Has the project contributed to change in practices, perceptions, social dialogue, governance, child labour or others in an effective manner?**

Finding 26: The project contributed to the intended impact of increasing awareness of constituents on specific labour-related issues, establishing a base of understanding and commitment

The social dialogue assessment exercise has already had practical impact, with the Ministry committing to adopting some of the recommendations including those related to the establishment of a social dialogue unit within the MHRSD. The institutionalization of social dialogue in the ministry will help sustain this topic and ensure that it is continuously promoted. Moreover, the tailored made training and capacity building provided to tripartite constituents in KSA to learn more about social dialogue - cultivate knowledge and change perceptions on this topic.

Work under the child labour pillar further highlighted the issue of scarcity of data on this topic and has accordingly pushed the government to consider collecting data with technical support from ILO especially after approval of the child labor policy and work plan by the Council of Ministers. This would ultimately allow for the design of evidence-based policies and programs and for the implementation and monitoring and evaluation of the adopted child labour policy. Moreover, the development of the National Policy on Equality in Employment and Occupation, that built on the analytical and legal studies conducted, will pave the road towards improves employment outcomes of women and vulnerable groups in KSA, promoting equality, in line with the NTP and in support of the achievement of the SDGS.

- **What were the interventions' long-term effects on more equitable gender relations or reinforcement of existing inequalities? How did the project contribute to the realization of the International Labour Standards in KSA?**

The project succeeded, through the involvement of different stakeholders in the drafting of policies, in increasing the awareness and understanding among constituents of critical issues like promoting gender equality in the workplace and ensuring a Saudi society free of child labour.

Moreover, the drafted document of the National equality Policy and the action plan is another path to further promote labour market inclusiveness in KSA and capitalize on the political willingness to achieve increased female labour force participation

as per KSA vision 2030. Project achievements in this regard were supportive to this step especially with the project's linkage to the NTP and the SDGs implementation inside the KSA in addition to the leading role of the KSA to be aligned with the International Labour Standards (ILS) under G20.

➤ **Has the project successfully managed and shared any generated knowledge among ILO relative programme team and built evidence with relevant internal and external stakeholders on the outcomes & impact levels?**

The technical advisor positioned inside the Ministry to provide advisory support and capacity building to the staff of the Ministry showed positive results extending knowledge to staff, so much so that the Ministry asked for another advisor to support in day-to-day capacity building and other technical support for the second phase.

In general, the different capacity building modalities are impactful in the sense of engaging different constituents and enhancing their understanding of topics like labour policies, labour market information and child labour, amongst others, to increase their knowledge of how policies are developed, who should implement them and be involved amongst other ministries and partners.

Moreover, feedback collected through most of the interviews-particularly the MHRSD relevant staff confirmed that knowledge sharing is very important. However, they pointed to the Saudis' willingness to learn and understand securing rights of employers and workers and other social dialogue issues and providing national institutional infrastructure and proper commitment for social dialogue. However, one of the limitations that may hinder the expansion of project's results is publications dissemination as the child labour study was the only one allowed to be published.

➤ **Are there any unintended results of the project that have been identified or perceived?**

The evaluation captured the following unintended/unplanned results perceived by the stakeholders interviewed and/or consulted:

- The institutionalization of social dialogue inside the Ministry supported by the Ministry's decision to creating the **social dialogue (SD) unit**. This helps in sustaining social dialogue efforts so that they can continuously be promoted, as per the request of the Ministry.
- **Technical support provided for the establishment of social dialogue institutions in KSA.** In this regard, ILO facilitated consensus among the tripartite partners on establishing a national tripartite social dialogue institution as well as a social dialogue unit within the Ministry. Subsequent technical assistance was provided for the establishment of a social dialogue (SD) unit within the Ministry. (A draft report was submitted to the ILO for their review and finalization and was subsequently shared with the Ministry.) These activities are likely to contribute effectively to promoting social dialogue and strengthening the institutional capacity of the relative team inside the Ministry through daily work activities to ensure that the unit plays a practical supportive leading role under the tripartite constituents' mandate and turns the policies into tangible actions.
- The establishment of Labour Market Information System (**LMIS**) was unintended but was a positive move to track the status of the respective indicators.

5.7 Sustainability

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

Finding 27: Project key results have the potential of being sustainable at different degrees

Based on the desk review process, the project is funded and owned by the Government, represented by MHRSD who is driven by its commitments, role, and strategy within the context of the KSA Vision 2030 and NTP 2020, where project sustainability mainly depends on ownership of the project's stakeholders of project's outputs/outcomes. In this regard, the project delivered two policies - the child labour policy and National Equality policy - and both policies built on in-depth research and analysis of the country's national context and were supported by the development of action plans needed for the effective guide implementation of the policies.

- Sustainability mainly depends on the endorsement process. The child labour policy is already adopted by the KSA government, and the National Equality Policy was approved by the Ministry but awaits Royal committee endorsement. The latter would increase ownership of the government officials favoring long-term implementation. Project key interventions are in fact a strong contribution and highly sustainable, guided by the policies developed, studies conducted, and technical support provided at both the institutional and human resources levels.
- Further work and advocating for national policies endorsement by the Royal committee and development of action plans and detailed methods of implementation would influence the sustainability of policies results. The institutionalization of the social dialogue unit in the Ministry and the strengthening of national tripartite social dialogue will help to sustain social dialogue results and their continuous promotion, as per the request of the Ministry. The evolution of social dialogue in KSA will largely depend on the sound implementation of these commitments and on capacitating both the labour administration and the social partners, one key safeguard of effective participation in social dialogue. Similarly, in developing and conducting social dialogue, KSA ought to be inspired by social dialogue related Conventions notably C.87, C98, C.144 and C150, and when possible, to ratify these instruments.
- In addition, the added output aimed at supporting the establishment and operationalization of a Labour Market Information System inside the Ministry has high sustainability potential as the Ministry has requested this support and is fully committed to ensuring successful operationalization of the system. The ILO is working closely with the Ministry's staff, providing them with the skills needed for them to be able to run this system.
- The National child labour web portal is another form of institutionalization mechanisms aimed at ensuring better access and management of data needed to guide the government on policies and decision making.
- A second phase of the project was recommended by the Ministry, and this reflects its intention towards sustainability.

➤ **To what extent was sustainability of impact considered during the design of the project?**

Finding 28: The project largely depended at the design stage on government buy-in and commitment as the sustainability path. Capacity building and technical support will also ensure sustainability of results and a smooth exit strategy.

Based on the desk review process, the proposal highlighted different channels of sustainability including ownership by the government partner, with the Ministry being the key owner and fund provider of the project. Dissemination and sharing of project studies, findings and results and the capacity building activities conducted all constitute paths to sustainability. Interestingly, with ILO's support and in collaboration with the government, the work on the national policy for child labour and equality with HQ units started, building on the serious commitment of the KSA government in adopting the policies. The ILO supportive role was obvious and aimed to build the knowledge base among the different actors inside the MHRSD and other stakeholders before going ahead to develop the policies accordingly.

In support of a smooth exit strategy as the ILO provided support for the development of action plans of the 2 policies and is ready to provide follow-up support as detailed in the proposal of the second phase of the project. Moreover, Capacity building activities and continuous support are all meant to ensure sustainability of results beyond the end date of the project.

➤ **How effectively has the project built national ownership and capacity? In what ways are results anchored in national institutions and to what extent can the local partners maintain them financially at the end of project?**

Finding 29: The project worked on multiple layers to institutionalize change in national institutions.

The project built on the Assessment of social dialogue's recommendations to call for the establishment of a social dialogue unit within the ministry as an anchored body that would promote and support social dialogue after the project ends. Also, the project wisely reallocated savings to invest in further institutional systems like the Labour market information system through capacity building, software development, and other related IT and technical support. The project also supported the National child labour database that shall act as a sustainable platform for public access to information on child labour in the KSA.

Finding 30: National human capacities needed to implement policies are being developed.

The training of the employers', workers and government officials on social dialogue, the process of knowledge sharing, and the institutionalization efforts can contribute to the project sustainability, yet it was agreed by multiple interviewees that social dialogue capacity building needs to be extended to include peer-to-peer consultations among other capacity building formats to reach more employers and organizations with follow-up and close monitoring of implementation.

Additionally, the hired employment advisor raised the human capacities of the Ministry staff by providing them with technical and capacity-building support tailored to their needs. The ILO adviser created a semi-academic practical training program that was run weekly in the form of one to two sessions to the entire staff of the General Department of Studies and Statistics. As a result, the workshops enabled the ministry staff to develop reform policies and M&E policies in-house without assigning external consultants. Moreover, old staff provided ToTs to new staff, which further enhanced in-house sustainability.

With respect to policies adoption, strengthening human capacity required for execution of the developed plans is necessary in domains like monitoring and evaluation of programs and policies. Accordingly, the local HR would be able to make independent policy adjustments where necessary.

5.8 Cross-cutting themes (e.g., Gender Equality and inclusiveness)

➤ **To what extent did the project design and implementation consider: Specific gender equality and non- discrimination concerns, including inclusion of people with disabilities, relevant to the project context as well as International Labour Standards and Social Dialogue?**

Finding 31: The project includes a focused pillar on labour market inclusiveness with a focus on gender equality. While gender was mainstreamed in other policies, the project lacks gender-specific indicators.

ILO requested that the Ministry includes women in the capacity building activities, reviews, reports, and any studies. Some females were consulted and worked closely on the project. As indicated earlier in this report, there is an absence of specific gender indicators. However, the Inclusive labour market study focused on women's status in KSA's labour market and obstacles of participation and policies to encourage women to participate in the private sector labour market as well as the structural transformation required for increased women's employment in KSA.

Moreover, the National equality policy focused on the accessibility of women to the labour market and includes a section on people with disabilities. The engaged worker's committees in consultations include female representation. Gender was also

mainstreamed in other policies including child labour policy as sectors of male or female child labour were pointed out in the rapid assessment and unpaid protection for young girls doing housework, undergoes the Saudi's policies concerning child protection and child rights.

Also, the project promoted non-discrimination based on gender and the recognized amendments and ratifications that should be addressed to women and men, regarding maternity needs, etc. because of policies adoption.

Moreover, all social dialogue related activities, included women. Three of the 10 KSA tripartite delegates in the study visit to Portugal were women.

6. Conclusions

The project managed to work in line with the national priorities, supporting KSA in formulating inclusive policies to respond to discrimination especially against women in the labour market and increase the labour market attractiveness and inclusiveness of vulnerable groups. Further, the project built on KSA's weak social dialogue space by providing capacity building and forming the foundation for enhancing tripartite structures and strengthening tripartite constituents' capacities. The project also addressed the child labour issue, a priority for the Saudi government, by developing a policy and action plan, that were subsequently endorsed by the Council of Ministers.

The project worked closely with the MHRSD to enhance the relevance of the planned activities at design phase and later at the implementation phase to respond to emerging national needs which overall made the project efficiently respond to national needs and wisely allocate resources. Despite the delays that the project faced, four no-cost extensions were approved by the KSA government, reflecting serious commitment by the national authorities, and understanding of the project's importance and added value.

The project was found to be effective in enhancing labour market inclusiveness through developing an equality policy, strengthening ministry staff technical capacities by assigning an in-house employment advisor and supporting the operationalization of a labour market information system inside the Ministry. The project was also effective in strengthening social dialogue, building on a detailed assessment of the social dialogue situation in KSA. Despite progress made under the capacity building component, further efforts are required to strengthen the target groups' capacities in a wide range of areas to turn the policies developed into tangible practices in the labour market, inclusive employment, and better active social dialogue actions on the ground building on the successes resulted from the 1st phase of the project. Also, other capacity building activities are needed to deal with the frequent staff turnover particularly in the ministry level as indicated earlier in the report where all should be on the same page and much familiar with the status of all the respective processes and interventions. Furthermore, the project proved to be effective in responding to the pressing child labour issue in KSA by developing studies, building a national publicly accessible platform/ web portal on child labour, and drafting a child labour policy and action plan that were adopted by the Council of Ministers.

The overall project activities have high sustainability potential as, besides the developed policies with action plans that were based on a participatory approach and local contextualization and that would influence the authorities' buy-in, the project invested in the institutionalization of systems and structures that are highly likely to influence further advancements to sustain the project's achieved results; examples of this the KSA commitment to establish a social dialogue unit within the Ministry, the Labour Market information system and the national child labour web portal.

Strengthening the capacities of the Ministry's staff and other stakeholders is an area that merits further support. Although the Capacity Building component was highly affected by COVID-19 situation under phase 1, the governmental partners showed high interest in CB activities expansion to cover more topics and wider targets whether within the Ministry (e.g., department of M&E and department of statistics and the planned social dialogue unit that will be fully created with the ILO

supportive role after showing the high level of commitment from the MHRSD or with external stakeholders (e.g., chambers of commerce, workers' committees).

It is safe to say that the project is aligned with national priorities and capitalizes on the political will, introducing policy and institutional amendments that support KSA's vision 2030 and project's objectives. Wider engagement of relevant stakeholders under different pillars and more extensive capacity building interventions as well as a stronger M&E system that reflects progress and success of the project would all offer a strong follow-up phase that can build up on this phase's achievements.

7. Lessons learned

Below are some of the lessons learned captured from the evaluation process. ***However, there are some details addressing four lessons learned out of the below Seven lessons learned under Appendix I in this report using the ILO template.***

- Serious national commitment including of the ministry staff supported successful implementation of the project despite the challenges brought by the COVID-19 pandemic.
- Policy development is a long learning process that usually takes time to ensure higher level of consensus among different actors at different levels.
- The capacity building plan was developed based on stakeholders' needs to better respond to country's priorities. Further capacity building activities remain needed and should extend to more Ministry departments and other stakeholders.
- The official endorsement of the Child Labour Policy by the Council of Ministers in KSA suggests strong political will and high-level commitment to addressing child labour related issues in the Kingdom.
- The high level of flexibility and adaptability, as proven by the changes made to the project strategy including the addition of new outputs to respond to the Ministry's needs and priorities, is considered as a positive lesson learned and good practice.
- Involvement of project stakeholders and beneficiaries at multiple stages; along with the fact that this project built on past ILO interventions and the sequencing of the different activities have all contributed to the effective implementation of the activities.
- The presence of an international expert inside the Ministry has provided great added value to MHRSD and the different focal points inside the Ministry enhanced the communication between the ILO and MHRSD and helped ensure smooth project implementation.

8. Key recommendations

The evaluation consultant developed a total of Eight actionable recommendations (outlined below) that are based on the evaluation's findings. Recommendations are addressed to ILO- ROAS, ILO project team, the government partner and donor of the project (MHRSD) as well as other key stakeholders based in KSA. They rely on points expressed in the findings of the evaluation and are articulated to improve the design, effectiveness, efficiency and sustainability for the preparation future similar projects or further phases of the project, if any. Recommendations are intended to be constructive and future oriented.

Table of key Recommendations

RECOMMENDATION	RESPONSIBLE STAKEHOLDER(S)	PRIORITY / RESOURCES / TIMEFRAME
<p>Recommendation 1: ILO and its partners should build on the accomplishments of the Project and support implementation of the policies and various recommendation emanating from this phase's studies and reports.</p> <p>This evaluation recommends that the ILO, its partners, and its funders build on the preceding achievements of the project with special attention to social dialogue and inclusive employment. The project has successfully contributed to pave the road towards successful transition towards better employment outcomes and processes. This is also supported and guided by the well-structured equality policy, inclusive labour market study, social dialogue assessment, legal framework review, in addition to the child labour policy & study. Special attention should be provided to implementing the key recommendations that resulted from these studies especially in view of the higher level of the political will found from the MHRSD and other partners.</p> <p>The ILO should consider continued provision of support both in terms of capacity building and technical support.</p>	<p>ILO HQ, and ROAS</p> <p>Government of KSA (MHRSD)</p>	<p>Priority: medium.</p> <p>Resources: high.</p> <p>Timeframe: medium-term.</p>
<p>Recommendation 2: The ILO should also give special attention to institutional sustainability by enhancing the role of the Social Dialogue unit to be created inside the Ministry, as well as other planned social dialogue structures to be created.</p> <p>Support for the official establishment and operationalization of the social dialogue institutions should be prioritized under the second phase of the project. This shall include technical and capacity building support for these institutions' staff to enable them to effectively assume their roles and responsibilities.</p>	<p>ILO-ROAS</p> <p>MHRSD</p>	<p>Priority: high.</p> <p>Resources: high ;</p> <p>Timeframe: medium/ long-term.</p>
<p>Recommendation 3: The MHRSD, with the support of the ILO, should consider the ratification of relevant social dialogue -related conventions, in view of its increased commitment to promote social dialogue in KSA. Ratification of social dialogue related conventions including primarily, though not exclusively, C144, is critical as the Kingdom moves towards enhanced social dialogue. Improving the legal framework and ensuring alignment with international labour standards play a critical role in this regard.</p>	<p>ILO-ROAS</p> <p>MHRSD</p>	<p>Priority: medium.</p> <p>Resources: Medium.</p> <p>Timeframe: medium-term.</p>
<p>Recommendation 4: The ILO and MHRSD should continue to provide special attention to developing and implementing comprehensive capacity building interventions</p> <p>The ILO and its implementation partners should maintain and expand their efforts to develop a well-structured capacity building strategy with diverse respective interventions-including tailor-made ones to suit the priorities and needs of the different target groups, depending not only on traditional workshops but also on technical coaching, innovative awareness, social marketing tools and others. The target groups from such capacity building activities should extend to MHRSD team, FAC, SD unit, the KACND, tripartite constituents particularly employers' organizations, and workers' committees, Labour and OSH inspectors, labour court judges, public labour administrators and other groups. Finally, monitoring the impact and effectiveness of the capacity building activities is highly important.</p>	<p>ILO HQ, ILO ROAS</p> <p>MHRSD-KSA.</p>	<p>Priority: medium.</p> <p>Resources: medium.</p> <p>Timeframe: long-term.</p>

RECOMMENDATION	RESPONSIBLE STAKEHOLDER(S)	PRIORITY / RESOURCES / TIMEFRAME
<p>Recommendation 5: The second phase of the project should consider enhancing new partnerships and/or collaboration opportunities.</p> <p>The ILO with the collaboration with the MHRSD should maximize the collaboration opportunities with FAC and KACND in addition to the training agency at the ministry while other partnerships could be developed with other entities such as Ministry of Justice, Ministry of Education, Ministry of Economy & Planning, in addition to some respective strong CSOs to expand the outreach of the project results to other entities addressing inclusive employment and child labour issues at different levels. This will be supported by increasing and strengthening the collaboration with other entities as well inside the MHRSD, including skills agency and the social development sector of the MHRSD. ILO support should also extend to other sectors such as the Cooperatives Sector. New partnerships as indicated above would enhance the outreach of the project results and promote the ownership and sustainability opportunities on different levels as well.</p>	<p>MHRSD-KSA, including FAC</p> <p>ILO ROAS</p>	<p>Priority: medium. Resources: medium. Timeframe: medium-term.</p>
<p>Recommendation 6: The ILO and MHRSD should give special attention to develop a communication strategy</p> <p>The ILO with the collaboration of the MHRSD and other partners should develop a well-structured communication strategy that includes specific pillars to promote project results and achievements on different levels. These pillars as proposed by the evaluation involve a sharing/dissemination mechanism among the tripartite constituents led by the MHRSD, learning mechanisms, creating workable project steering committee to track, manage and monitor the project, in addition to promoting the role of the social media to advocate for the thematic areas of the project. This needs to be agreed with the MHRSD as the donor.</p>	<p>Donors, ILO HQ, ILO ROAS MHRSD-KSA.</p>	<p>Priority: medium. Resources: medium. Timeframe: medium-term.</p>
<p>Recommendation 7: The ILO should ensure establishment of a strong M&E system of the project</p> <p>The ILO with the collaboration of the different actors should develop a well-structured M&E system to track progress during the life of the project not only with respect to short-term results (outputs) but to include medium-term results (outcomes)-including the respective gender indicators. Also, this system should track the decisions and actions proposed in the different meetings and workshops and promote collective learning among different actors at different levels, reporting on the trainees' performance considering specific indicators on both knowledge, attitude & practice pillars, in addition to the partner assessment, even on yearly basis, to maximize the benefit of the partnerships developed. Also, it is highly advised to use resources allocated under monitoring to recruit M&E person to oversee the different M&E activities in the 2nd phase of the project where he/she can work closely with the national project coordinator to track the progress more effectively during the life of the project and inform ILO and other key partners to do the corrective actions-when needed</p>	<p>ILO HQ, ILO ROAS MHRSD</p>	<p>Priority: medium. Resources: Low. Timeframe: medium-term.</p>

RECOMMENDATION	RESPONSIBLE STAKEHOLDER(S)	PRIORITY / RESOURCES / TIMEFRAME
<p>Recommendation 8: Under the second phase of the project, the ILO and MHRSD should agree on positioning an employment adviser and a skills adviser inside the Ministry, like the arrangement made under Phase 1.</p> <p>The ILO and the MHRSD should agree on assigning a technical adviser inside the ministry, identified based on his strong knowledge and expertise in labour -related issues, and his familiarity with the KSA context. He/she will play a coaching, coordinating, and monitoring role as an independent expert to the ministry, providing support for policy development, review, implementation and monitoring and evaluation. The employment adviser would also focus employment impact assessment, labour market and economic analysis, and shall provide technical and capacity building support to Ministry's staff.</p> <p>A second adviser to provide support to the new agency responsible for training and skills should also be considered to provide on-the ground and daily support to the Ministry.</p>	ILO MHRSD	Priority; High Resources: high Timeframe: medium-term

Appendices

Appendix I: Lessons learned⁸

ILO Lesson Learned #1

Project Title: “Supporting Ministry of Human Resources and Social Development (MHRSD) in analysis, policy, And Capacity Development” in Kingdom of Saudi Arabia.

Project TC/SYMBOL: SAU/18/01/SAU (106542)

Name of Evaluator: Awny Amer

Date: Jan 2022

The following lesson learned has been identified during the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The national serious commitment including of the ministry staff supported effective implementation of the project despite challenges brought by the COVID-19 pandemic.
Context and any related preconditions	<ul style="list-style-type: none">• The project is being implemented in a dynamic environment with serious national commitment to achieving the various objectives set. National efforts to enhancing equality in the Kingdom, along with promoting social dialogue and ensuring a Saudi society free of child labour have been instrumental for the success of the project. The project acted as a learning opportunity to KSA government on the mechanism of policy development.• The Ministry's staff involved in the project have also been particularly supportive, liaising effectively with ILO staff to ensure optimal delivery of outputs and activities.• The government serious commitment was clear during COVID-19 as work on the Equality Policy, has not been interrupted. Efforts continued to be exerted to ensure finalization and delivery of the Policy as a priority and two no-cost extensions have been agreed upon to ensure successful delivery of remaining activities. This governmental commitment was crucial for the finalization of the Equality policy as well as the success of the social dialogue training programs. Nevertheless, COVID-19 affected the process of consultations and rounds of revalidation of policies.
Targeted users / Beneficiaries	Public authorities
Challenges /negative lessons - Causal factors	The nature of the deliverables is highly dependent on the KSA government buy-in and support of policies that matches the country's priority needs, change in the country agenda may affect the level of local government commitment and support to drafted policies.
Success / Positive Issues - Causal factors	Keeping open channels with the Saudi government and maintaining active dialogue shall influence the project responsiveness to emerging needs and changing priorities of the Saudi government.

⁸ Good practices have been identified, but they are considered as lessons learnt based on key elements defined in [Guidance Note](#) 5.5.

ILO Administrative Issues (staff, resources, design, implementation)	N/A
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ILO Lesson Learned #2

Project Title: “Supporting Ministry of Human Resources and Social Development (MHRSD) in analysis, policy, And Capacity Development” in Kingdom of Saudi Arabia.

Project TC/SYMBOL: SAU/18/01/SAU (106542)

Name of Evaluator: Awny Amer

Date: Jan 2022

The following lesson learned has been identified during the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Involvement of project stakeholders and beneficiaries at multiple stages; along with the fact that this project built upon past ILO interventions and the sequencing of the different activities have all contributed to the effective implementation of the activities
Context and any related preconditions	<ul style="list-style-type: none"> Involving project stakeholders and beneficiaries since the onset of the project improves their contribution to the project and facilitates the collaboration process while reflecting the views of those who should be involved and ensuring comprehensive understanding of the national context and priorities. This helps secure increased ownership and commitment to the implementation and delivery of outputs and activities. This project also builds on ILO’s past interventions and achievements made under earlier ILO projects in the Kingdom. This is an added value that helps ensure a better response strategy from the side of the ILO, building on experience and work in the country. The sequencing of activities with policies being developed based on assessments and clear understanding of main issues and challenges, while capacity building is proposed following clear assessment of needs, further increase relevance of activities and outputs, and suggest higher overall impact. The newly added outputs and relevant activities were designed in close collaboration with the Ministry and as per its request, depending on its expressed needs and priorities, to ensure satisfactory delivery of results in line with the MHRSD’s expectations. Similarly, the proposed second phase is developed in close collaboration with the MHRSD and building on this phase’s achievements.
Targeted users / Beneficiaries	Implementing partner
Challenges /negative lessons - Causal factors	Project can better engage relevant stakeholders under each pillar by ensuring sharing the key deliverables (e.g., assessment report of the social dialogue and others) with them to get their feedback and input and promote their ownership in the coming project steps. This can be supported by improving the communication channels between the MHRSD and other tripartite constituents as indicated earlier in this report.
Success / Positive Issues - Causal factors	The Ministry trust in ILO and requesting of support was an enabling factor that allowed the provision of relevant timed support to meet at design needs and further emerging needs.

ILO Administrative Issues (staff, resources, design, implementation)	N/A
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ILO Lesson Learned #3

Project Title: “Supporting Ministry of Human Resources and Social Development (MHRSD) in analysis, policy, And Capacity Development” in Kingdom of Saudi Arabia.

Project TC/SYMBOL: SAU/18/01/SAU (106542)

Name of Evaluator: Awny Amer

Date: Jan 2022

The following lesson learned has been identified during the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The presence of an international expert inside the Ministry has provided great added value to MHRSD. At the same time, the different focal points inside the Ministry helped to ensure effective and regular communication between the ILO and MHRSD and helped ensure smooth project implementation
Context and any related preconditions	<ul style="list-style-type: none"> • The agreement to have a high-level international expert positioned inside the Ministry to provide on-the-ground support has been particularly helpful both for project related purposes but also in support of the Ministry’s mandate. This could be replicated in other projects (the potential second phase) where resources are available and such ongoing support is deemed essential. • The ILO has also benefited from the presence of various focal points inside the Ministry who provided support to the different pillars of the current project. This facilitated the implementation of the various activities and ensured adequate involvement of the relevant staff from the Ministry.
Targeted users / Beneficiaries	Public authorities
Challenges /negative lessons - Causal factors	N/A
Success / Positive Issues - Causal factors	The presence of a technical adviser inside the MHRSD has helped overcome the fact that the ILO is not physically present in KSA unlike many other organizations. Being in-country can facilitate communication and provide better support channels.
ILO Administrative Issues (staff, resources, design, implementation)	N/A

ILO Lesson Learned #4

Project Title: “Supporting Ministry of Human Resources and Social Development (MHRSD) in analysis, policy,

And Capacity Development” in Kingdom of Saudi Arabia.

Project TC/SYMBOL: SAU/18/01/SAU (106542)

Name of Evaluator: Awny Amer

Date: Jan 2022

The following lesson learned has been identified during the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The capacity building plan was developed based on stakeholders’ needs to better respond to the country’s priorities. Further capacity building activities remain needed and should extend to more Ministry departments and other stakeholders.
Context and any related preconditions	<ul style="list-style-type: none">• One of the main positive lessons learnt during project implementation is the involvement of tripartite constituents targeted by capacity building activities in the design and implementation of these activities, based on an in-depth social dialogue assessment and the direct involvement of the tripartite constituents. This involvement helps increase commitment to these activities and raises stakeholders’ awareness of the benefit that these activities bring to their institutions’ members and staff.• Capacity building should be extended to a larger number of participants and various departments inside the Ministry to build their knowledge and capacity.• While staff learned about development of policies, the implementation monitoring, and evaluation of policies are areas that require further support.
Targeted users / Beneficiaries	Public authorities
Challenges /negative lessons - Causal factors	Capacity building activities could have extended to more target groups and covered more topics of high importance for the targets.
Success / Positive Issues - Causal factors	The local government identification of technical support as priority and willingness to learn and advance their capacities was the main factor that influenced the achieved results from the CB activities.

Appendix II: List of stakeholders interviewed/consulted

S	Name	Sex			Position	Affiliation	Date of KII
		M	F	Total			
(1) ILO relevant Project staff members (Virtual Individual and group interviews) -over zoom							
1	Aya Jaafar	0	1	1	National Project coordinator	ILO-ROAS (Based in Beirut)	21/12/2021
2	Tariq Haq	1	0	1	Senior Employment Policy specialist		17/12/2021
3	Mustapha Said	1	0	1	Senior workers' specialist		14/12/2021
4	Frida Khan	0	1	1	Senior Gender Specialist		15/12/2021
5	Ahmed Mostafa	1	0	1	Ex-ILO staff technical adviser	ILO-ROAS	20/12/2021
6	Rainer Pritzer	1	0	1	Social Dialogue adviser	ILO- HQ	17/1/2022
7	Torsten Schackel	1	0	1	Ex-Senior Regional ILS Specialist	ILO- HQ	3/3/2022
Sub-total		5	2	7			
(2) Governmental partners/stakeholders							
1	1.Ahmed Alsharaqi 2.M. El-Ansary 3.Ahmed I.Jammaz 4.Abdallah H.Aldosary	4	0	4	1.Ass.Deputy minister of labour policies. 2.Labour policy adviser technician. 3. Labour policies ministry team member 4. Labour policies ministry team member	Ministry of Human Resources and Social Development (MHRSD)	22/12/2021
2	Saud Aljuaid	1	0	1	Ex-DG int. Organizations Department at MHRSD and ILO project focal person		21/12/2021
3	Dr Hala AlTuwaairji	0	1	1	Secretary General.	The Family Affairs Council (FAC-MHRSD)	26/12/2021
4	1.Dr. Ahmed Al-Zahrani 2. Mohamed El-Harthy	2	0	2	-Deputy minister of labour affairs -GD of productivity & skills-MHRSD	MHRSD-KSA	5/1/2022
5	Abdallah AlUteebi	1	0	1	D.G. Intenational Organizations department and ILO project focal point		1/3/2022
Sub-Total		8	1	9			
(3) Social partners							
1	1.Nasser Al-Juraid 2.Sami El-Harbi 3. Khaled El-Dosary	3	0	3	1.President of the SNC 2.Vice president of the SNC. 3.Vice president of the workers committee- Communication sector.	Saudi National Workers' committee-SNC	29/12/2021
2	Hussein Al-Qahtani	1	0	1	Executive Director	Saudi Labour Market Committee	30/12/2021
Sub-Total		4	0	4			
(4) Other implementing partners							
1	Mohmaed. El-Komi	1	0	1	Consultant-Child labour project pillar	AlMobdioon Center from King AbdulAziz University	23/12/2021
Sub-Total		1	0	1			
(5) Other project external consultants							
1	Mrs. Leila Azouri	0	1	1	External consultant-inclusiveness & equality in employment pillar	Independent external ILO consultants	20/12/2021
2	Mohamed Kchaou	1	0	1	External consultant-Child labour pillar		22/12/2021
Sub-Total		1	1	2			
Grand Total		19	4	23			

Appendix III: List of key project documents reviewed

The following is a list of the key project documents reviewed during the evaluation process:

- A proposal on technical assistance project- MHRSD-KSA- Jan 2018-including the results chain.
- Mid-Term Self Evaluation report- 2020.
- The 1st progress report (1 May 2018-30 June 2019).
- The 2nd progress report (1 July 2019-30 June 2020).
- The 3rd progress report (1 Jan 2020-31 Dec 2020).
- The interim 4th progress report (1 Jan 2021-Nov 2021)
- The quarterly KSA TC progress reports (8 DCPRs from Jan 2019- Dec 2020).
- Interim update progress report summarizes the key achievements over 2- years of the project.
- Copy of revised budget by output.
- **National Policy on Equality in Employment and Occupation** in the Kingdom of Saudi Arabia (2021-2030)- July 2020 (English version).
- Equality in Employment and Occupation in Saudi Arabia, with a particular focus on gender equality: A Review of the **National Legal Framework**. (English version)
- Towards an inclusive **labour market assessment report** (English version)
- Assessment of **social dialogue** in Saudi Arabia (English version)- March 2020.
- **Child Labour** in Saudi Arabia: The Greater Makkah Area, Jizan Province and Riyadh- **Study report**- (English version)- Jan 2020
- Eliminating and Preventing **Child Labour** in the Kingdom of Saudi- Draft policy (English version)- July 2019.
- Request for No-cost extension- June 2021.
- Request for No-cost extension- Dec 2021.
- KSA Vision 2030.
- National Transformation Program (NTP).
- The United Nations Common Country Strategic Framework 2017-2021.
- Detailed SDGs # 4,5 and 10 explanation.

Appendix IV: Terms of Reference (TOR)



INTERNATIONAL LABOUR ORGANIZATION
TECHNICAL COOPERATION

Call for Application for Final Independent Project Evaluation for “Supporting Ministry of Labour and Social Development in analysis, policy and capacity development” in Kingdom of Saudi Arabia

KEY FACTS	
TC Symbol:	SAU/18/01/SAU (106542)
Countries:	Kingdom of Saudi Arabia
Project title:	Supporting Ministry of Labour and Social Development in analysis, policy, and capacity development
Duration:	43 months
Start Date:	1 st May 2018
End Date:	31 st December 2021
Administrative unit:	Regional Office for the Arab States (ROAS)
Technical Backstopping Unit:	Regional Office for the Arab States (ROAS) and EMP/LAB
Collaborating ILO Units:	GOVERNANCE, ITC Turin, NORMES, STATISTICS, FUNDAMENTALS
Evaluation requirements:	Final Independent Evaluation
Donor:	Kingdom of Saudi Arabia
Evaluation Manager:	Regional Monitoring & Evaluation Officer, ROAS
Budget:	USD 1,776,452

I. Background

1. The Kingdom of Saudi Arabia (KSA), guided by the National Transformation Program (NTP)¹, has been implementing KSA Vision 2030². The Vision aims at:
 - diversifying sources of national revenue to build immunity against potential drops in oil prices;
 - lowering the rate of unemployment from 11.6 per cent to 7.0 per cent;
 - increasing the economic contribution of the private sector from 40 per cent to 65 per cent of GDP;
 - increasing the contribution of small and medium-sized enterprises (SMEs) to the economy from 20 per cent to 35 per cent of GDP; and
 - Increasing women's participation in the labour force from 22 per cent to 30 per cent, especially in managerial and leadership positions.
2. Yes, the Saudi government had been facing multiple challenges, including a lack of competitive and fulfilling jobs in the private sector, attractive to Saudi nationals and, thus, an overreliance on expatriate workers in this sector, youth unemployment, inefficient job matching, and low levels of women's participation in the labour force.
3. In his speech to the International Labour Conference (ILC) in June 2017, the Minister of Labour and Social Development identified the goal of environmental sustainability as part of KSA Vision 2030. The country is transitioning to a green economy, which will develop the renewable energy sector and generate several thousand jobs. The Minister emphasized that the initiatives of the 2030 vision are aligned to a number of the agreed recommendations of the 2017 G20 summit. These include:
 - providing decent work opportunities in the private sector, and designing workplaces suitable for Saudi women, making the work environment free of discrimination for them in order to increase their participation in the labour force;
 - preventing and reducing social issues affecting the most vulnerable groups of people (people with disabilities (PWD), divorcees, etc.) through social welfare, thereby encouraging their active participation in the labour market;
 - encouraging innovation, increasing the number of SMEs and the participation of productive families in the economy, strengthening social dialogue and industrial relations, and improving the work conditions of expatriates.
4. The first ILO programme of assistance for the KSA was developed in 2011. ILO interventions during the period 2011–2016 focussed on the provision of technical advisory services on employment policy, labour administration, international labour standards, social security, labour inspection and occupational safety and health (LI and OSH), gender issues, social dialogue, skills development, SME development, occupational classification, and labour statistics.

II. Projects Background

5. This project was developed, following a review of the previous ILO programme, and a meeting between the KSA Minister of Human Resources and Social Development, known previously as Minister of Labour and Social Development, and the ILO Director-General in Geneva during the

¹ NTP 2020 and NTP 2021-2025

² <https://www.vision2030.gov.sa/>

106th session of the ILC. Furthermore, it is based on consultations between the ILO and the Ministry of Human Resources and Social Development (MHRSD) in Saudi Arabia during an ILO/ROAS mission to Riyadh from 24–27 July 2017.

6. The ILO assistance was intended to develop the capacity of the MHRSD and its staff in various directorates to formulate and manage national development strategies, and of the social partners where applicable, and to ensure sustainability and effective implementation of the conclusions and recommendations emanating from this proposal's deliverables. The three components agreed between the ILO and the MHRSD are:
 - Boosting women's employment and moving towards a more inclusive labour market
 - Enhancing social dialogue mechanisms for better policy formulation.
 - Assessing the child labour situation and developing actions for its elimination.

The project's intended results and activities can be found in the Annex.

7. The main partners and stakeholders of the project have been the Government of KSA represented by the MHRSD, along with the Employers' representatives and Workers' committees' representatives. These tripartite constituents also represent the project's target groups, the latter including in specific the Ministry's Agency of Labour Policies, the elected workers' committees and the National Committee for Workers' Committees, the Chambers of Commerce, and the Council of Saudi Chambers. The project was managed by the Senior Employment Policy Specialist at the ILO Regional Office for Arab States with technical support provided by the ILO DWT specialists in Beirut, as well as other specialists from Headquarters, and in partnership with the Ministry of Human Resources and Social Development.
8. Direct beneficiaries of this project have been members of the inter-ministerial committee mandated to formulate the National Policy for the elimination of child labour with special focus on its worst forms. The committee includes representatives of the Ministry of Interior, Ministry of Justice, Ministry of Civil Service, Technical and vocation training Corporation, General corporation for Social Security, and the National Committee for Childhood, the Family Affairs Council whose one of its commitments is to combat child labour, as well as the Chamber of Commerce, and the National Committee for Workers' committee.
9. Social Dialogue beneficiaries are ILO tripartite constituents, in addition to the King Abdul Aziz Centre for National Dialogue.
10. The project supports national initiatives and priorities as outlined in the NTP, related youth employment strategies and policies, Vision 2030, the Ministry of Human Resources and Social Development vision, and the United Nations Common Country Strategic Framework 2017-2021³. The project contributes to Sustainable Development Goals 1, 5, 8 and 10. Moreover, it contributes to Outcome 1. More and better jobs for inclusive growth and improved youth employment prospect and Outcome 5. Decent work in the rural economy of the ILO's Programme & Budget 2018-2019⁴ and Outcome 3. Economic, social, and environmental transitions for full, productive, and freely chosen employment and decent work for all of the Programme & Budget 2020-2021⁵.

³ <https://saudiarabia.un.org/en/28886-united-nations-common-country-strategic-framework>

⁴ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/-program/documents/genericdocument/wcms_582294.pdf

⁵ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/-program/documents/genericdocument/wcms_736562.pdf

11. The project duration was initially 24 months. Yet, the COVID-19 pandemic disrupted the project implementation and resulted in project extension twice. In 2020, ILO carried out a midterm self-evaluation to reflect findings and recommendations in the remaining project period.

III. Evaluation Background

12. ILO considers evaluation as an integral part of the implementation of development cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures.
13. The project document states that a final evaluation will be conducted, which will be used to assess the progress towards the results, identify the main difficulties/constraints, assess the impact of the programme for the targeted populations, and formulate lessons learned and practical recommendations to improve future similar programmes.

IV. Evaluation Purpose and objectives

14. The final evaluation will be conducted to examine the relevance, coherence, effectiveness, efficiency, sustainability, and potential impact of the project. It will provide recommendations for the future phase of the project and/or future similar projects. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned and good practices.
15. Specifically, the evaluation will examine the following aspects:
 - **Changes in context and review of assumptions (relevance):** Is the projects' design adequate to address the problems at hand? Were the project objectives and design relevant given the political, economic, and financial context?
 - **Results in terms of outcomes and outputs achieved (effectiveness):** How have the projects contributed towards projects' goals? To what extent did they contribute to the ILO's Programme & Budget, Country Programme Outcomes, and more largely SDGs?
 - **Use of resources in achievement of projected performance (efficiency):** How have the resources been used to fulfil the project performance in an efficient manner with respect to cost, time, and management staff?
 - **Assessment of impact (impact):** To what extent has the project contributed long-term intended impact?
 - **Sustainability:** Will the project's effects remain over time? To what extent have the projects contributed the sustainable capacity of the constituents?
16. The evaluation will comply with ILO evaluation policy⁶, and the UNEG ethical guidelines⁷ will be followed.

V. Scope of Evaluation

17. The evaluation will look at the project activities, outputs and outcomes to date within the wider context of the country. The geographical coverage is to be across the country, aligned with the scope of the projects. The evaluation should take into consideration the overall project duration (May 2018 – December 2021). As cross-cutting themes, the evaluation will also take specific note

⁶ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/policy/wcms_603265.pdf

⁷ <http://www.unevaluation.org/document/detail/2866>

of integration of gender mainstreaming⁸, disability inclusion, International Labour Standard, social dialogue⁹, and environmental sustainability as well as contribution to SDGs and COVID-19 response¹⁰.

VI. Clients of Evaluation

18. The primary clients of this evaluation are KSA tripartite constituents, including government entities, and ILO ROAS. Secondary users include other project stakeholders and units within the ILO that may indirectly benefit from the knowledge generated by the evaluation.

VII. Evaluation Criteria and Questions

19. The evaluation utilizes the standard ILO evaluation framework and follows the OECD/DAC evaluation criteria:

Relevance and strategic fit

- ❖ Are the project objectives aligned with sectoral national priorities and tripartite constituents' needs? What measures have been taken to ensure alignment? How does the Project deal with shortcomings of tripartism characteristic of the country?
- ❖ How does the project contribute to the ILO's Programme & Budget objectives, Country? Programme Outcomes, and SDGs?

Coherence and validity of the design

- ❖ Are the project strategies and structures coherent and logical?
- ❖ Does the project make a practical use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the projects' progress? Are indicators gender sensitive? Are the means of verification for the indicators appropriate? Are the assumptions for each objective and output realistic?
- ❖ To what extent did the project design take into account: Specific gender equality and non-discrimination concerns, including inclusion of people with disabilities, relevant to the project context as well as International Labour Standards and Social Dialogue?
- ❖ How well does the project design take into account existing local efforts to address issues concerned with women's employment, social dialogue and child labour? Does the projects' design fill an existing gap that other ongoing interventions have failed to address?

Project progress and effectiveness

- ❖ What progress has the project made towards achieving the overall objectives and outcomes?
- ❖ How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?
- ❖ To what extent did the projects contribute to the intended results of ILO Programme & Budget 2018-19 and 2020-21?
- ❖ To what extent did the projects respond emerging needs in terms of COVID-19 pandemic? Did the pandemic hinder or reverse the progresses that had been made?

Efficiency of resource use

- ❖ To what extent have project activities been cost-efficient? Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes? To what extent can the project results justify the time, financial and human resources invested in the project?

⁸ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746716.pdf

⁹ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746717.pdf

¹⁰ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_757541.pdf

- ❖ To what extent have the projects been able to build on other ILO or non-ILO initiatives either nationally or regionally, in particular with regard to the creation of synergies in cost sharing?
- ❖ What was the role of the projects in resource mobilization? Given the country's context, what can ILO do differently in resource mobilization?

Effectiveness of management arrangements

- ❖ What was the division of work tasks within the project teams and partners? How does the project

- ❖ governance structure facilitate good results and efficient delivery? And if not, why not?
- ❖ How effective was communication between the project teams, the regional office, and the responsible technical department at headquarters? Have the projects received adequate technical and administrative support/response from the ILO backstopping units?

Impact orientation

- ❖ What is the likely contribution of the project initiatives to the intended impact of the intervention?
- ❖ What were the interventions long-term effects on more equitable gender relations or reinforcement of existing inequalities?
- ❖ How did the project contribute to the realisation of International Labour Standards in KSA?

Sustainability

- ❖ Are the results achieved by the project likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the projects?
- ❖ To what extent was sustainability of impact considered during the design of the project?
- ❖ How effectively has the project built national ownership and capacity? In what ways are results anchored in national institutions and to what extent can the local partners maintain them financially at end of project?

VIII. Methodology

20. This cluster evaluation is summative and relies on both quantitative and qualitative approaches to respond evaluation questions and fulfil the purpose. It consists of,

- **Desk review of existing documents:** The evaluator will conduct systematic analysis of existing documents and obtain existing qualitative and quantitative evidence prior to primary data collection. The desk review also facilitates assessment of the situation and available data to plan the evaluation and develop the inception report.
- **Key information interviews:** Online individual interviews will be conducted with a pre- agreed list of stakeholders who have in-depth exposure and understanding of the projects and their context. Interview guide(s) will be developed during the inception phase to stimulate a discussion on concerned evaluation questions.
- **Preliminary finding briefing:** Upon completion of primary data collection, the evaluator will present preliminary findings to ILOs and selected stakeholders for validation. The evaluator will also collect further insight from the group to feed them into the final report.

21. Any changes to the methodology should be discussed with and approved by the Regional Evaluation Officer during the inception phase.

IX. Work Assignments

a) Kick-off meeting

22. The evaluator will have an initial consultation with the REO, relevant ILO specialists and support staff in ROAS. The objective of the consultation is to reach a common understanding regarding the status of the project, the priority assessment questions, available data sources and data collection instruments and an outline of the final assessment report. The following topics will be covered: status of logistical arrangements, project background and materials, key evaluation questions and priorities, outline of the inception and final report.

b) Desk Review

23. The evaluator will review project background materials before conducting interviews. Documents to review include, but are not limited to, KSA Vision 2030, National Transformation Program, ILO Programme

and Budget, United Nations Common Country Strategic Framework 2017-2021, project proposal including the results framework, project progress reports, mid-term self-evaluation, and workshop reports.

c) Inception Report

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

- Project background
- Purpose, scope and beneficiaries of the evaluation
- Evaluation matrix, including criteria, questions, indicators, data source, and data collection methods
- Methodology and instruments
- Main deliverables
- Management arrangements and work plan

d) Primary Data Collection (Key Informant Interviews)

25. Following the inception report, the evaluator will have virtual meetings with constituents/ stakeholders together with an interpreter/ enumerator supporting the process. Individual or group interviews will be conducted with the following:

- 1) Project staff/ consultants that have been actively involved;
- 2) ILO ROAS DWT Director, RPU, and Senior Specialists in Employment and Gender, Workers and Employers' specialists and HQ backstopping specialists;
- 3) Interviews with tripartite constituents in KSA (government, public institutions, social partners, etc.);
- 4) Interviews with direct and indirect beneficiaries;

e) Preliminary finding presentation

26. Upon completion of data collection, the evaluator will provide a briefing of preliminary findings to the Project teams, ILO DWT, and ROAS to validate findings.

f) Final Report

27. The final report will follow the format below and be in a range of **35-40 pages** in length, excluding the annexes:

1. Title page
2. Table of Contents, including List of Appendices, Tables
3. List of Acronyms or Abbreviations
4. Executive Summary with key findings, conclusions and recommendations
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology and Evaluation Questions
8. Key evaluation findings (organized by evaluation criteria)
9. A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
10. Clearly identified conclusions and recommendations (identifying which stakeholders are responsible and the time and resource implications of the recommendations)
11. Lessons Learned (in prescribed template)
12. Potential good practices (in prescribed template)
13. Annexes (list of interviews, TORs, list of documents consulted, good practices and lessons learned in the ILO format, etc.)

28. The quality of the report will be assessed against the ILO Evaluation Office (EVAL) Checklists 4.2, 4.3, 4.4¹¹. The deliverables will be submitted in the English language and structured according to the templates provided by the ILO.

g) Final presentation

29. Present finding to stakeholders and discuss the way forward.

X. Evaluation Timeframe

30. The evaluation is to commence in November 2021 and complete in February 2022. The following table describe the tentative timeline,

Responsible person	Tasks	Number of Working days	Indicative Date
Evaluator & Evaluation Manager	Kick-off meeting	0.5	8 th Nov
Evaluator	Desk review of documents related with projects; drafting inception report	8	8 th Nov – 18 th Nov
Evaluator	Submitting inception report		By 18 th Nov
Evaluation Manager	Review of inception report		By 24 th Nov
Evaluator with the logistical support of project staffs	Interviews	7	26 th Nov – 17 th Dec
Evaluator	Data analysis & drafting report	5	
Evaluator	Presentation of preliminary findings	1	By 17 th Jan
Evaluator	Drafting report	5	
Evaluator	Submission of the report to the evaluation manager		By 25 th Jan
Evaluation manager	Circulating the draft report to key stakeholders		
Evaluation manager	Send consolidated comments to evaluator		By 1 st Feb
Evaluator	Revising draft final report	0.5	By 4 th Feb
Evaluation Manager	Review of Second Draft		By 10 th Feb
Evaluator	Integration of comments and finalization of the report	0.5	By 16 th Feb
Evaluator	Final presentation	0.5	By 22 nd Feb
Evaluation Manager	EVAL approval		By 28 th Feb

5. Total estimated working days of consultant: 28 Days

XI. Implications of the COVID crisis on the evaluation

- The current COVID-19 pandemic severely restricts the mobility of staff and consultants. Based on the matrix developed by the ILO EVAL on the constraints and risks as measured against the criticality of the evaluation to the ILO, the evaluator will conduct this evaluation remotely relying on online methods such as online surveys, telephone or online interviews, whereas for some country components it will be feasible to use a hybrid face to face/remote approach for collecting data.
- When and where relevant, evaluation questions will also be guided by the ILO protocol on collecting evaluative evidence on the ILO's Covid-19 response measure through project and programme evaluations, available at: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/-eval/documents/publication/wcms_757541.pdf

The evaluation manager may propose alternative methodologies to address the data collection that will be reflected in the inception phase of the evaluation developed by the evaluation team. These will be discussed and require detail development in the Inception report and then must be approved from the evaluation manager.

XII. Deliverable

8. The main outputs of the evaluation consist of the following:

- Deliverable 1: Inception Report
- Deliverable 2: PowerPoint Presentation on preliminary findings
- Deliverable 3: Draft evaluation report
- Deliverable 4: Final evaluation report with separate template for executive summary and templates for lessons learned and good practices duly filled in (as per ILO's standard procedure, the report will be considered final after quality review by EVAL)
- Deliverable 5: Final PowerPoint presentation to stakeholders

XIII. Payment Term

- i. 10 per cent of the total fee against deliverable 1 above approved by the evaluation manager
- ii. 30 per cent of the total fee against deliverable 2 and 3 above
- iii. 60 per cent of the total fee against deliverable 4 and 5 above approved by the evaluation manager and EVAL.

XIV. Management Arrangement

9. The evaluator will report to the ILO Regional Evaluation Officer in ROAS and should discuss any technical and methodological matters with the REO. The ILO ROAS office will provide administrative and logistical support during the data collection. The ILO ROAS office will coordinate with ILO Evaluation Office in HQ throughout the evaluation process. ILO EVAL approves and signs off on the final evaluation report.

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

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

11. The ILO Evaluation Manager is responsible for:

- Drafting the ToR;
- Finalizing the ToR with input from colleagues;
- Preparing a short list of candidates for submission to the Regional Evaluation Officer, ILO/ROAS and EVAL for final selection;

- Hiring the consultant;
- Providing the consultant with the project background materials;
- Participating in preparatory consultations (briefing) prior to the assessment mission;
- Assisting in the implementation of the assessment methodology, as appropriate (i.e., participate in meetings, review documents);
- Reviewing the inception report, initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluators (for the inception report and the final report);
- Reviewing the final draft of the report, and executive summary;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

12. The ILO REO¹²:

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

13. The Project Coordinators are responsible for:

- Reviewing the draft TOR and providing input, as necessary;
- Providing project background materials, including studies, analytical papers, reports, tools, publications produced, and any relevant background notes;
- Providing a list of stakeholders;
- Participating in the preparatory briefing prior to the assessment missions;
- Scheduling all meetings and interviews for the missions;
- Ensuring necessary logistical arrangements for the missions;
- Reviewing and providing comments on the initial draft report;
- Participating in the debriefing on the findings, conclusions, and recommendations;
- Providing translation for any required documents: ToR, PPP, final report, etc.;
- Making sure appropriate follow-up action is taken.

XV. Legal and Ethical Matters

- This evaluation will comply with ILO evaluation guidelines and UN Norms and Standards.
- The ToRs is accompanied by the code of conduct for carrying out the evaluation “Code of conduct for evaluation in the ILO”¹³. The selected consultant will sign the Code of Conduct form along with the contract.
- UNEG ethical guidelines will be followed throughout the evaluation.
- The consultant will not have any links to project management or any other conflict of interest that would interfere with the independence of the evaluation.

¹² The Regional Evaluation Officer is also the Evaluation Manager.

¹³ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_649148.pdf

XVI. Qualification

14. The evaluator is expected to have following qualifications,
- Proven experience in the evaluation of development interventions
 - Expertise in employment issues and an understanding of the ILO's tripartite culture. Prior experience in the region, particularly in KSA, is asset.
 - High professional standards and principles of integrity in accordance with ILO Evaluation Policy and United Nations Evaluation Group Norms and Standards.
 - An advanced degree in a relevant field.
 - Proven expertise on evaluation methods and the ILO approach.
 - Full command of English. Command of Arabic is an advantage.
 - The consultant should not have any links to project management or any other conflict of interest that would interfere with the independence of the evaluation.
 - Previous experience in evaluations for UN agencies is preferred, particularly ILO.
15. Give the travel restriction due to the COVID-19 pandemic, the consultant who implement this evaluation remotely may work with a national interpreter/enumerator, who will provide necessary support for data collection.

XVII. How to apply

16. Interested bidder is to submit her/his CV, highlighting relevant experiences, together with two past evaluation reports written and conducted by the bidder. Please specify the daily professional fee in US\$ based on the estimated number of working days mentioned above and scope of work.
17. If the bidder has a national interpreter the bidder prefers to work with, please enclose his/her CV with a brief description of her/his responsibilities, number of estimated working days required her/his service and daily professional fee in US\$. This is optional. If not provided, ILO may recruit a national interpreter separately.

Contacts:

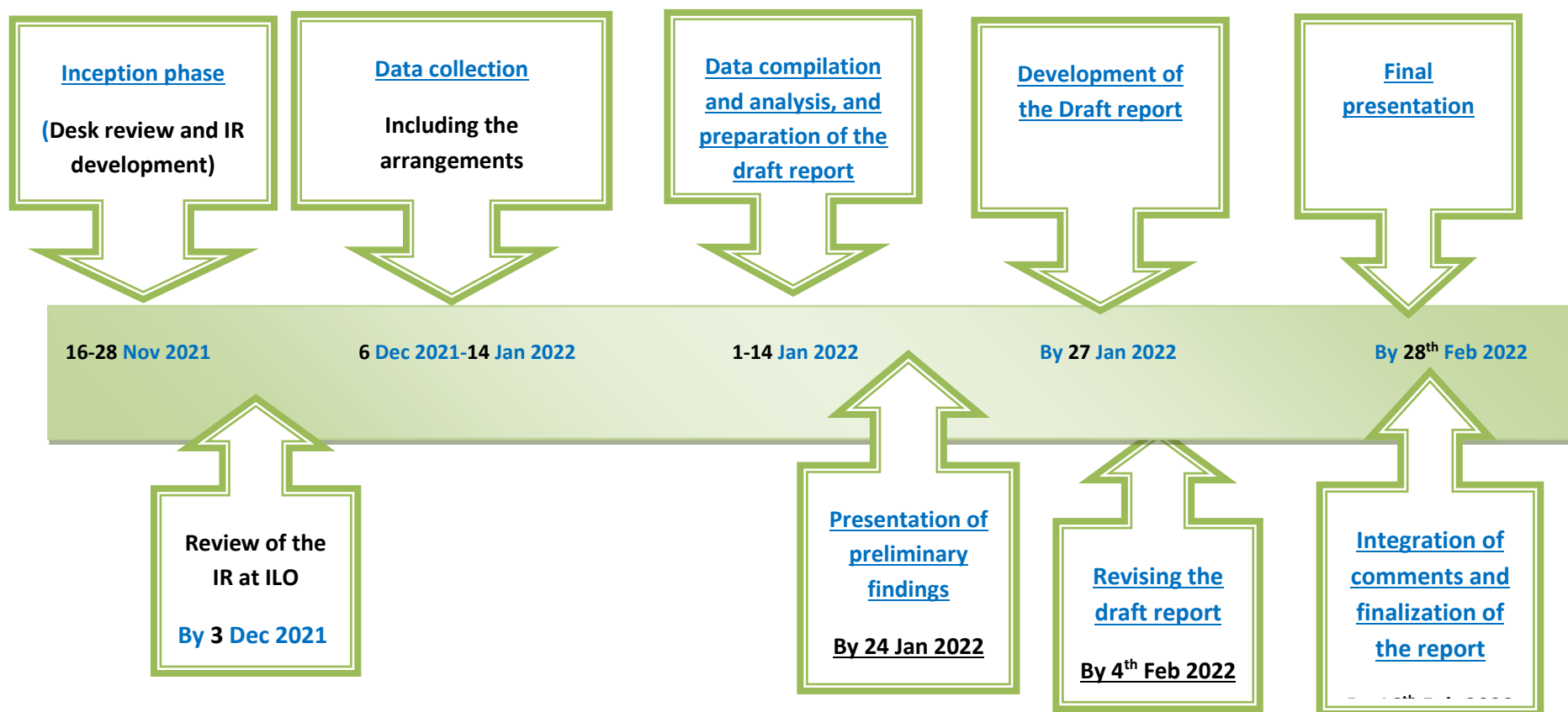
To: Mr. Hideyuki Tsuruoka, Regional Monitoring & Evaluation Officer
<tsuruoka@ilo.org>Cc: Ms. Hiba Al Rifai, Monitoring & Evaluation Officer
<alrifai@ilo.org>

Deadline to submit applications is **24th, October 2021**.

Appendix V: Work plan of the final independent project evaluation with time frame

The following chart/template shows the detailed work plan with proposed time frame/milestone of each phase of the final project Evaluation of “Supporting MHRSD in analysis, policy and capacity development” project- KSA

Dates: 16 November 2021 – 28 February 2022



Appendix VI: Evaluation matrix

Final Independent Project Evaluation “Supporting the MHRSD of KSA in analysis, policy and capacity Development” – ILO KSA-ROAS.

Evaluation Criteria	Key Question(s)	Sub-questions	Indicators	Data Collection Methods	Data sources (From whom data will be collected)
Relevance, and strategic fit	Is the projects’ design adequate to address the problems at hand? Were the project objectives and design relevant given the political, economic, and financial context?	1.Are the project objectives aligned with the government’s objectives, National Development Frameworks, priorities, and tripartite constituents’ needs? <ul style="list-style-type: none"> ➢ What measures have been taken to ensure alignments? ➢ How does the project deal with shortcomings of tripartism characteristics of the country? 	<ul style="list-style-type: none"> • Evidence of baseline assessments, national studies and surveys at project design and planning stage. • Alignment with national priorities and with ILO’s country strategy, SDGs, national plans. • Stakeholders’ perception of relevance • Evidence of adaptability to changing needs. 	KIIs Document review Secondary data analysis	ILO project team Key partners (Governmental entities, and other counterparts) National plans (e.g., NTP and other strategy documents. Ministerial decrees Needs assessment reports Academic studies/surveys
		2.How does the project contribute to the ILO’s programme & budget objectives, country programme outcomes, and SDGs?	<ul style="list-style-type: none"> • Tripartite stakeholders’ level involvement during the design and planning stage • Evidence of introductory meetings with other units at ILO who managing other relative projects. • Challenges highlighted in project documentation 		
Coherence and Validity of design	The extent the project has specific linkage and synergies with other ILO & non-ILO projects linked to the <i>validity of design</i> aspects	1.Are the project approach, strategies, key interventions, and structures coherent and logical and valid to respond to the project objectives? 2.Is the project design being realistic (in terms of expected outcomes, outputs, and impact-LFW or ToC) given the time and resources available, including existing local efforts to address issues concerned with women’s employment, social dialogue and child labour and its	<ul style="list-style-type: none"> • Stakeholders’ perceptions on the extent to which the Theory of Change adopted the right approach to targeting, taking into consideration opportunity, motivation, and capability. • Stakeholders’ perceptions on the extent to which strategy of the project was actionable and feasible to implement. 	KIIs Document review Policies review	ILO project team Key partners (Governmental entities, and other counterparts) National plans (e.g., NTP and other strategy documents. Ministerial decrees

		<p>M&E system, knowledge sharing and communication strategy?</p> <p>3.How appropriate and useful are the indicators in assessing the projects' progress? Are indicators gender sensitive? Are the means of verification for the indicators appropriate? Are the assumptions for each objective and output realistic?</p>	<ul style="list-style-type: none"> • Extent to which the project's Theory of Change is consistent with the data findings obtained from baseline, studies, assessment reports • Evidence in the project design for integrating the cross-cutting themes in the project approach and respective strategies and interventions. • Tripartite stakeholders' level involvement during the design and planning stage • Evidence of adaptability to changing needs. • Coherence and logic between project activities, outputs, and outcomes 	<p>Secondary data analysis</p> <p>Benchmarking</p>	<p>Needs assessment reports</p> <p>Academic studies/surveys</p>
Project progress & Effectiveness	What is the progress towards results to which the project has contributed to attain the project objectives-including the contributing factors?	<p>1.What progress has been made towards achieving the overall project objectives/outcomes?</p> <p>2.How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?</p> <p>3.To what extent did the projects contribute to the intended results of ILO Programme & Budget 2018-19 and 2020-21?</p> <p>4.Which have been the main contributing (enabling factors of success) and challenging factors towards project's success in attaining its targets-including COVID-19 pandemic and how they dealt with?</p>	<ul style="list-style-type: none"> • Level of achievement of outputs and outcomes, disaggregated by gender, geographic area, sector, and project component. • Evidence shows project contribution in making changes on the following pillars: Legal and policies, national mechanisms, attitude and practices, social dialogues among different actors • Stakeholders' perceptions on the extent to which strategy of the project increased or hindered results achievement • Level of comprehensiveness of the risk mitigation strategy • Nature and depth of the collaboration with other initiatives and projects 	<p>KIIs</p> <p>Document review</p> <p>Validation workshop</p> <p>Follow-up interviews</p>	<p>ILO project team</p> <p>Key partners (Governmental entities, social partners, other consultants, thematic experts, and other counterparts)</p> <p>Annual, quarterly, and monthly progress reports</p> <p>Lessons learnt and good practices documented</p>

		5.To which extent the project has well-structured M&E system to track the progress during the life of the project-including the corrective actions-when needed?	<ul style="list-style-type: none"> • Evidence in the project design for integrating the gender themes in the project approach and respective strategies and interventions. • Level of comprehensiveness of the risk mitigation strategy. • Evidence of developing some innovative and mitigation strategies to deal with the COVID19 implications and to be monitored regularly. • Evidence where some corrective actions have been taken because of some of the M&E activities. • Evidence of documented lessons learnt and/or good practices. • Level of comprehensiveness and frequency of collected M&E data • Project staff's perception of quality and usefulness of the information contained in the M&E reporting • Extent to which the target indicators across the objectives and outputs have been systematically measured. 	Contribution analysis	M&E reports, forms, sheets, and templates Success stories Case studies
Efficiency of resource use	How efficiently have resources been allocated and used to provide the necessary support and to achieve the broader project objectives?	1.To what extent have project activities been cost-efficient? Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes? To what extent can the project results justify the time, financial and human resources invested in the project?	<ul style="list-style-type: none"> • Alignment of activities' delivery with expenditure • Evidence of challenges met relating to resource allocation, if any (human resources, time, expertise, funds etc.) • Evidence of co-funded activities, cost sharing. 	Country & regional Level Interviews Document review	ILO project team Regular annual progress reports Mitigation strategies documents

		<p>2.To what extent have the projects been able to build on other ILO or non-ILO initiatives either nationally or regionally, regarding the creation of synergies in cost sharing?</p> <p>3.What was the role of the projects in resource mobilization? Given the country's context, what can ILO do differently in resource mobilization?</p>	<ul style="list-style-type: none"> Evidence of timely delivery of project activities and reasons behind delays if any Evidence of adoption of mitigation strategies to overcome efficiency-related challenges (e.g., COVID19) 		<p>No-cost extension documents</p> <p>Budget & budget review documents</p>
Effectiveness of management arrangements	To which extent the management arrangements and actions contributed to ensure the effectiveness of the project results?	<p>1.What was the division of work tasks within the project teams and partners? How does the project governance structure facilitate good results and efficient delivery? And if not, why not?</p> <p>2.How effective was communication between the project teams, the regional office, and the responsible technical department at headquarters? Have the projects received adequate technical and administrative support/response from the ILO backstopping units?</p>	<ul style="list-style-type: none"> Stakeholders' perception of the impact of management arrangements (resource use, backstopping, and management/governance) on project delivery 	<p>Country & regional Level Interviews</p> <p>KIIs with the implanting partners</p> <p>Document review</p>	
Impact orientation	Has the project contributed to achieving the proposed impacts? To what extent can potential improvements in working conditions for all the key actors be attributed to the activities of the project?	<p>1.What is the likely contribution of the project initiatives to the intended impact of the intervention? Has the project contributed to change in practices, perceptions, social dialogue, governance, child labour or others in an effective manner?</p> <p>2.What were the interventions long-term effects on more equitable gender relations or reinforcement of existing inequalities?</p> <p>3.How did the project contribute to the realisation of International Labour Standards in KSA?</p>	<ul style="list-style-type: none"> Stakeholders' perceptions of the project's potential contribution to any changes in working conditions (including women's) and adoption of new frameworks relating to combating the CL in the supply chains in the participating countries. Evidence of learning processes implemented during project implementation. Evidence of a knowledge communication strategy/ action plan 	<p>Country Level Interviews</p> <p>Document review</p> <p>Benchmarking</p>	<p>ILO project team Other stakeholders</p> <p>Case studies</p> <p>Regular annual progress reports</p>

		<p>4.Has the project successfully managed and shared any generated knowledge among ILO relative programme team and build evidence with relevant internal and external stakeholders on the outcomes & impact levels?</p> <p>5.Are there any unintended results of the project have been identified or perceived?</p>	<ul style="list-style-type: none"> Evidence of unintended impact, positive or negative. 		
Sustainability	To which extent the project ensures having sustainability mechanism in place and monitored effectively?	<p>1.Are the results achieved by the project likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the projects?</p> <p>2.To what extent was sustainability of impact considered during the design of the project?</p> <p>3.How effectively has the project built national ownership and capacity? In what ways are results anchored in national institutions and to what extent can the local partners maintain them financially at end of project?</p>	<ul style="list-style-type: none"> Existence and application of an exit strategy at all levels (Government, Departments, Community, etc.) or likely to be applied. Level of ownership and intention of institutions to maintain programmes following project interventions/completion Extent to which the project facilitated transfer of knowledge and capacity strengthening and level of ownership Stakeholders' perception on the national institutions' level of ownership and willingness to continue project interventions following project closeout Stakeholders' perception of the potential for continuity of project activities following project completion. 	<p>Country Level Interviews</p> <p>Document review</p> <p>Benchmarking</p> <p>KIIs with the implementing and social partners</p>	<p>ILO project team Other stakeholders KIIs with the other key counterparts</p> <p>Project proposal and country annexes</p> <p>Case studies</p> <p>Regular annual progress reports</p>
Cross-cutting issues (Inclusiveness and Gender equality)	To what extent did the project adopt a human-rights-and gender-based approach?	<p>1.Did the project planning, implementation and monitoring adopt a rights-based approach involving all project stakeholders?</p>	<ul style="list-style-type: none"> Evidence of Project design supporting the participation of all stakeholders, including the most vulnerable groups, and promoting international treaties on human rights Access of the evaluation results to all stakeholders 	<p>Country Level Interviews</p> <p>Document review</p>	<p>ILO project team Project proposal and country annexes</p> <p>Case studies</p>

2. Did the project planning, implementation and monitoring adopt a gender equality and non-discrimination approach?

- Evidence in terms of applying gender analysis by involving both men and women in consultation and during the evaluation's analysis
- Inclusion of data disaggregated by sex and gender in the analysis and reports
- The formulation of gender-sensitive strategies and objectives and gender-specific indicators
- Extent to which project staff is gender balanced
- Evidence of disparities of the project's outcomes between men and women

Benchmarking
KIs with the
implementing
and social
partners

Regular annual
progress reports