

# INDEPENDENT EVALUATION

## ILO's Programme of Work in Lebanon and Jordan in Terms of Decent Work and the Response to the Syrian Refugee Crisis 2014-2018



International  
Labour  
Organization



1919-2019



Independent Evaluation  
of the ILO's Programme of Work  
in Lebanon and Jordan in Terms of Decent Work  
and the Response to the Syrian Refugee Crisis  
2014–18

September, 2018

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**EVALUATION OFFICE**

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*Independent Evaluation of the ILO's Programme of Work in Lebanon and Jordan in Terms of Decent Work and the Response to the Syrian Refugee Crisis, 2014–18* / International Labour Office, Evaluation Office – Geneva: ILO, 2018.

ISBN: 978-92-2-031156-1 (print)

ISBN: 978-92-2-031157-8 (web pdf)

International Labour Office. Evaluation Office.

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## ABBREVIATIONS

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3RP	Regional Refugee Response and Resilience Plan
CPO	Country Programme Outcome
DAC	Development Assistance Committee (of OECD)
DDG	Deputy Director-General
DWCP	Decent Work Country Programme
DWT	Decent Work Technical Support Team
EIIP	Employment Intensive Investment Programme
EU	European Union
EVAL	ILO Evaluation Office
FOP	Field Operations and Partnerships
GDP	Gross Domestic Product
GFJTU	General Federation of Jordanian Trade Unions
HLE	High-level Evaluation
ILO	International Labour Organization
ILS	International Labour Standards
JD	Jordanian Dinar
LFHLCS	Labour Force and Households' Living Conditions Survey
M&E	Monitoring and Evaluation
MoL	Ministry of Labour
MR	Management and Reform
NFCL	National Framework to Combat Child Labour
NGO	Non-Governmental Organization
OECD	Organisation for Economic Co-operation and Development
P&B	Programme and Budget
PIR	Project Implementation Report
POL	Policy Development Section
PROGRAM	Strategic Programming and Management Department
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget for Technical Cooperation
ROAS	Regional Office for Arab States

SME	Small and Medium-sized Enterprise
SPF	Social Protection Framework
TOC	Theory Of Change
TOR	Terms Of Reference
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNSF	United Nations Strategic Framework
WISE	Work Improvement in Small Enterprises
XBTC	Extra-budgetary Technical Cooperation

## ACKNOWLEDGEMENTS

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This report was prepared by an evaluation team consisting of: Rima Slaibi, independent international evaluation consultant; Katerina Stolyarenko, independent international evaluation consultant; and, Craig Russon, ILO Senior Evaluation Officer, who had no prior association with the ILO's work in Lebanon and Jordan.

Guy Thijs, Director of the ILO Evaluation Office (EVAL) provided support and guidance throughout the process. Peter Wichmand, ILO Senior Evaluation Officer, provided valuable comments to the evaluation process as well. Management and programme staff in the ILO's regional office in Lebanon and programme staff based in Jordan provided valuable input and support to the evaluation.

EVAL would like to thank the ILO stakeholders in Lebanon and Jordan, especially key members of the respective Governments and social partners, who participated in the evaluation. Cooperation of the specialists at ILO headquarters and the Regional Office for Arab States was highly appreciated. Any error and omissions are the responsibility of EVAL.



## EXECUTIVE SUMMARY

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### PURPOSE AND SCOPE

This evaluation examined ILO's work, during 2014–18, in Lebanon and Jordan, two countries that have experienced an unprecedented refugee influx, as a result of one of the most protracted and complex humanitarian emergencies of modern times.

In Jordan, the ILO delivers its work through a Decent Work Country Programme (DWCP). In Lebanon, a DWCP was signed by the ILO and its tripartite stakeholders in May 2018. During the period under review, a total of US\$56.24 million in external funds supported 58 projects and the services of 66 staff members in Lebanon (including the regional office staff) and 34 staff members in Jordan.

In an effort to ensure validity and reliability, findings were verified using multiple methods and multiple sources. Data were collected through a desk review of more than 120 documents, two country case studies, country missions to Lebanon and Jordan, and a visit to ILO headquarters. A total of 133 people were interviewed.

### SUMMARY OF FINDINGS

#### A. Relevance

The ILO's interventions in Jordan and Lebanon were well aligned with the critical priorities of the ILO's Strategic Plan and Programme and Budget (P&B) for the biennium 2014–15. In 2016–17, the ILO was transitioning from a results framework with 19 outcomes to one with ten outcomes. As a result, the ILO's interventions in Jordan and Lebanon were somewhat less well aligned with the Strategic Plan and P&B for the 2016–17 biennium. The ILO's interventions in Lebanon and Jordan are generally well aligned with national United Nations Development Assistance Frameworks (UNDAFs).

Lebanon and Jordan are at very different stages in terms of DWCP implementation. Lebanon recently signed its first DWCP, while Jordan just finalized its third. The drafting of the new Jordan DWCP for 2018–22 started in August 2017 and was developed through a participatory process with the involvement of the ILO tripartite constituents. However, interviews suggested that there was room for more involvement by national stakeholders.

The Syrian refugee crisis created a significant shock to the labour market in both Lebanon and Jordan. Addressing labour related challenges of the refugee crisis is part of the ILO's core mandate, recently further reinforced through the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205). Jordan's response to the Syrian refugee crisis was well integrated into the DWCP. The ILO's work on the DWCP in Lebanon is an achievement worth highlighting. The challenge the ILO

faced, particularly in Lebanon, was in supporting governments and social partners to pursue policies and programmes that addressed the Syrian refugee crisis and, at the same time, were inclusive of national constituents' needs.

In 2013, the ILO conducted an independent evaluation of the ILO's Decent Work Country Programmes, Strategies and Activities in Lebanon, Jordan and the Occupied Palestinian Territory. The 2013 evaluation found that the ILO was slow to respond to the Syrian refugee crisis. This evaluation explored that finding in more depth. The evaluation shows that the slow take-off was due to a variety of factors relating to the absence of clear contextualized guidance (until the adoption of Guiding Principles in July 2016 and Recommendation No. 205 in June 2017), ILO administrative processes, the political environment, and the discrepancy between donors' "humanitarian" funding and the ILO's positioning as a "rights-based" (normative) development partner. Over the two biennia, the ILO built momentum for an approach that sought to support sustainable job creation, normative work and social protection that were inclusive of refugees and nationals. The large extra-budgetary development cooperation portfolio for the Syrian refugee response exacerbated the challenge but also provided opportunities in finding the right balance between the two.

## **B. Coherence and validity of design**

There is evidence to show that the ILO's interventions in Lebanon and Jordan are crafted in response to genuine labour market challenges. However, they sometimes lack a coherent and explicit theory of change (ToC), and full analysis of risks and assumptions. The absence of ToCs may have created space for multiple expectations to emerge among diverse stakeholders. This lack of a common understanding had implications for perceptions among national constituents of relevance, efficiency (i.e. everyone may not have been working towards the same goal), effectiveness (i.e. working together, more could have been achieved) and sustainability.

## **C. Effectiveness**

The ILO is generally widely respected and trusted in both countries, but the overall effectiveness of its programmes has been mixed.

In terms of results-based management, the evaluation team assessed results within each strategic outcome and Country Programme Outcome (CPO) by country to the degree possible. The ILO in Lebanon provided support to the Founding Congress of Domestic Workers' Union; collected labour market statistics with the aim of informing decision-making; provided policy advice on job creation and skills development; and was involved with the elimination of child labour efforts. Effectiveness was mixed in terms of job creation and social dialogue. Despite advocacy efforts, policy advisory-related work was hard to implement due to the difficult political context.

The ILO in Jordan was effective in advancing work relating to employment, and social protection focusing particularly on refugees, including migrants and child labour. Effectiveness was mixed in terms of the promotion of freedom from discrimination, including gender discrimination, the formulation of fair migration policies, improvement of working conditions, entrepreneurship education for youth and fostering social dialogue.

The evaluation captured efforts undertaken by the ILO to ensure that gender considerations are being taken into account in its programming. However, the ILO's gender mainstreaming in Lebanon and Jordan can be improved to ensure that it is done systematically, and that both men and women have equal opportunities to participate and benefit from its projects.

Out-posting a Decent Work Technical Support Team (DWT) specialist in Jordan was found to be an innovative and successful way of increasing ILO's presence in a non-resident country. However, the ILO's status in Jordan still creates challenges, most notably in terms of attracting funding, recruitment procedures

and cost sharing of office expenditures among the development cooperation projects. The ILO project office in Amman received good support from the Regional Office, but remains in need of stronger support from the DWT for the Arab States.

Monitoring, reporting and self-evaluation are not done systematically in the countries evaluated, which represents a missed opportunity for projects to capture progress and to optimize learning and results achievement. Self-evaluations for smaller projects (under US\$500,000) rarely take place and, if they are carried out, they are not systematically captured in the Evaluation Office's central database (i-eval Discovery).

#### **D. Efficiency**

In both Lebanon and Jordan, the analysis of financial data suggests that the biggest share of funding comes from Extra-budgetary Technical Cooperation (XBTC) (on average 80 per cent) and the smallest from the Regular Budget for Technical Cooperation (RBTC) (on average 3 per cent).

In Lebanon, it was observed that the Regular Budget Supplementary Account (RBSA) increased by 21 per cent between the two biennia, the RBTC increased by 11 per cent and XBTC increased by 219 per cent. In Jordan, it was observed that the RBSA decreased by 15 per cent, the RBTC decreased by 14 per cent, and the XBTC increased by 214 per cent. The increase in the XBTC funds can be partially attributed to the London Donor Conference (2016), in which donors pledged their support for the Syrian Arab Republic and the region. The conference led to the formulation of a refugee response plan known as the Jordan Compact, for which the ILO established a strong programme of support, as referred to earlier.

In assessing the extent to which the ILO Regional Office for Arab States (ROAS) implemented its activities along approved budget lines, the evaluation observed fluctuation in the ratio of delivery rates in Lebanon and a good absorption rate in Jordan. Fluctuation in the ratio of delivery rates in Lebanon can be attributed to delays incurred in the implementation of two sizeable projects in the country, due to the difficult political context.

There are examples of synergies within the ILO programme and with the work of other agencies in each country, including United Nations (UN) partners, national governments, local municipalities and unions. However, in general, coordination among ILO initiatives in Lebanon and Jordan was limited, perhaps because of the ILO project office in Amman's configuration and authority. Also, synergies between ILO regions – e.g. between Lebanon and Jordan with Turkey, which has also received refugees – were not explored to their full potential.

#### **E. Impact**

The ILO's work in Lebanon and Jordan has a mixed potential for impact in terms of legal and institutional change, and in terms of capacity development of tripartite constituents. The potential impact of the ILO's work in terms of employment, decent work and enterprise development is positive.

Knowledge generation is seen as an added value of the ILO. The evaluation captured a common perception of the ILO as being a successful agency in conducting studies, "sitting on big amounts of knowledge", but that it is not giving enough visibility and branding to its work, and not always translating it into action. Thus, knowledge sharing, visibility and branding can be improved.

#### **F. Sustainability**

The sustainability of the ILO's work is dependent on internal and external factors such as: strategic vision and addressing long-term issues; political will and momentum; funding mobilization; and the willingness of donors to fund long-term transformative projects rather than short-term ones.

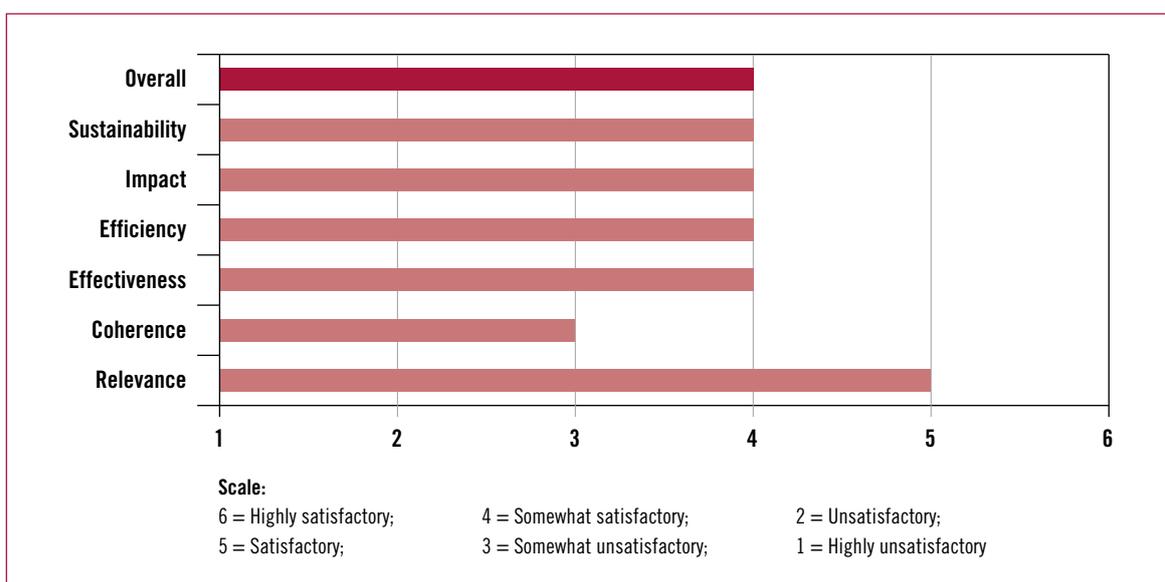
In all cases, the sustainability of the ILO's work is also dependent on the extent to which its interventions are part of a comprehensive, regional vision towards which several UN actors can aim to work collectively.

The ILO has a regional resource mobilization strategy. The region's success at mobilizing resources for the Syrian refugee crisis led to a larger monetary portfolio for the Syrian refugee response vis-à-vis that for other national development goals. This exacerbated the challenge of finding the right balance between the two.

## G. Overall performance

The overall scoring of the ILO's performance in the subregion was made by the Team Leader and was informed by a review of documents, field missions, case studies and the results of web-based surveys of ILO stakeholders (see figure 1).

Figure 1. Evaluation criteria rating



## H. Conclusions and lessons learned

The ILO operated in a difficult and complex context but managed to work positively with its tripartite constituents and implementation partners in both Lebanon and Jordan.

Overall, Jordan and Lebanon have made significant progress in their promotion of decent work. Good progress was achieved in employment and social protection areas, and less in the promotion of non-discrimination, including gender non-discrimination, the formulation of fair migration policies, improvement of working conditions, youth employment promotion and social dialogue.

The ILO has been challenged to develop a unified approach to decent work programming. Neither Lebanon nor Jordan is a party to the UN Convention relating to the Status of Refugees 1951 (ratified by 145 countries) or its 1967 Protocol. Moreover, Lebanon has not adopted any domestic legislation specially addressing the status of refugees. Therefore, the Regional Office has worked to ensure that the ILO policies and programmes addressing the Syrian refugee crisis were as inclusive as possible of national constituents' needs.

In assessing relevance, it was observed that the unpredictability of programme funds constrains the possibility of defining and implementing strategic priorities with a medium- to long-term vision. This may

result in a lack of continuity across thematic areas over time, which would negatively influence the relevance, effectiveness and sustainability of initiatives.

The evaluation noted that the ILO was initially slow to respond to the Syrian refugee crisis, due to a variety of factors. The initial absence of a systematic approach in setting up ILO activities in a context of fragility is one of the main causes of such difficulties. Also, the uncertain national political will required to address the Syrian refugee crisis has had a negative impact on the ILO's response.

On the whole, the experience of Jordan has again confirmed the findings from the high-level evaluation of the ILO's field operations and structure, and the high-level evaluation of the technical cooperation strategy. Those evaluations found that out-posting a DWT specialist to a country position could be an innovative and successful way of increasing the ILO's presence in a non-resident country. It has enabled the ILO to play a prominent and useful role within the UN and "One UN" in Jordan. It has also enabled the Organization to leverage access to programme resources. However, there is scope for the ILO project office in Amman to improve the administrative or programming support in Jordan, as well as the coordination among ILO initiatives in the country.

Insufficient monitoring and reporting, and gaps in self-evaluations, limit informed strategic management, institutional learning and accountability. They affect institutional memory and knowledge sharing, constraining the possibility to inform public debate on the ILO's experience on the ground, which is a key feature of a corporate strategy of an international knowledge network and knowledge broker.

The lessons that were learned from the evaluation show that a crisis requires decisive action at an early stage to clarify response priorities. Once clarified, facilitating processes can be adopted to adequately address the crisis, including the strategic use of unearmarked RBSA to leverage funding. Advocacy was also one of the interventions that was seen as having a good potential for positive impacts. However, that potential is contingent on momentum, decision-makers' engagement, public mobilization, etc.

## I. Recommendations

**Recommendation 1: The ILO needs to further position itself – in partnership with other UN agencies – to help governments to establish national policies and action plans which are inclusive and also extend protection and employment to refugees.** The ILO's work should reflect a coherent vision and strategy that is adaptive to quickly changing needs. This strategy should unfold at all levels, including programming and resource mobilization for each country in line with the DWCPs, with clear descriptions of priority areas for fundraising per year. The strategy should aim to ensure that short-term humanitarian needs and longer-term structural needs related to decent work are addressed in a balanced manner.

Responsible unit	Priority	Time implication	Resource implication
Deputy Director-General (DDG)/ Field Operations and Partnerships (FOP), DDG/Policy Development Section (POL), ILO headquarters, ILO ROAS, ILO in Jordan, Donors' Community	High	Long-term	Medium

**Recommendation 2: The ILO should better codify and clarify the organizational presence and structure of the ILO project office in Amman.** Improved management structures and a clear modus operandi would enable the ILO to manoeuvre with political challenges and ensure smooth implementation of the programme portfolio.

Responsible unit	Priority	Time implication	Resource implication
DDG/FOP, DDG/Management and Reform (MR), ILO ROAS, ILO project office in Amman	Medium	Long-term	Low

**Recommendation 3: In situation of crisis, the ILO's position in addressing the crisis should be made at an early stage, clarifying the response priorities and adopting facilitating processes to adequately address the crisis.** Systematically assessing needs, and developing set-up guidelines and more efficient mobilization of human resources are good strategies for interventions in the context of fragility.

Responsible unit	Priority	Time implication	Resource implication
DDG/MR, DDG/FOP, ILO ROAS	Medium	Long-term	Medium

**Recommendation 4: The ILO should facilitate the translation of its stock of knowledge into action by enhancing the visibility and branding its intellectual work.** Knowledge generation is seen as an added value of the ILO. The evaluation captured a common perception of the ILO as being a successful agency in conducting studies, "sitting on big amounts of knowledge". Steps should be taken to use this knowledge to leverage action.

Responsible unit	Priority	Time implication	Resource implication
DDG/POL, ILO ROAS	Medium	Medium-term	High

**Recommendation 5: The ILO should further strengthen its results-based management system and risk management practices and capacities by upgrading data collection and monitoring and evaluation (M&E) systems.** DWCPs should have comprehensive outcome monitoring frameworks, and should make explicit major assumptions or risks that underpinned their design.

Responsible unit	Priority	Time implication	Resource implication
Strategic Programming and Management Department (PROGRAM), ILO ROAS, tripartite constituents	High	Medium-term	High

**Recommendation 6: In Lebanon and Jordan, the ILO, should ensure that gender mainstreaming is systematic across all projects.** This could be accomplished by developing an integrated gender strategy for the countries to guide the policy-oriented dialogues with the decision-makers and collaboration with the partners, and to ensure that men and women are equally benefitting from its interventions.

Responsible unit	Priority	Time implication	Resource implication
DDG/POL, ILO ROAS, tripartite constituents, other UN agencies and partners	High	Medium-term	Medium

**Recommendation 7: The ILO should pay greater attention to the sustainability of structures and initiatives it creates.** Sustainability concerns should be integrated more effectively into the DWCP’s planning and monitoring processes. This could be accomplished by developing a sustainability plan for the Decent Work Agenda, elucidating the ILO’s and tripartite constituents’ commitments to ensure the sustainability of interventions.

Responsible unit	Priority	Time implication	Resource implication
ILO ROAS, tripartite constituents, development partners	Low	Long-term	Low



# 1. INTRODUCTION

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The present document contains the report of the Independent Evaluation of the ILO's Programme of Work in Lebanon and Jordan in Terms of Decent Work and the Response to the Syrian Refugee Crisis, carried out by the ILO Evaluation Office (EVAL), in collaboration with Universal Management Group. The evaluation was managed by EVAL in close coordination with the ILO Regional Office for Arab States (ROAS), the ILO Decent Work Technical Support Team for Lebanon and Jordan (DWT-Beirut), and the ILO project office in Amman.

As presented in the Terms of Reference (ToR), the main purpose of the evaluation was to validate the achievement of results and the ILO's contribution towards national development objectives, decent work, and the response to the Syrian refugee crisis for the 2014–15 and 2016–17 biennia.

The evaluation examined ILO's work, during 2014–18, in Lebanon and Jordan, two countries that have experienced an unprecedented refugee influx, as a result of one of the most protracted and complex humanitarian emergencies of modern times. This offered an opportunity to compare two country contexts and to look at the impact of such a crisis on the ILO's "regular" – non-crisis-related – work.

The evaluation attempts to contribute to organizational learning by identifying lessons learned and recommendations. These can inform future ILO strategies, the design of new DWCPs, and the response to humanitarian crisis situations.

The principal client for the evaluation is the ILO's Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include: the ILO Director-General and members of his Senior Management Team; the Evaluation Advisory Committee; the ROAS; the DWT/Country Office-Beirut; the ILO project office in Amman; other UN agencies and implementing partners; and tripartite constituents in the target countries.



## 2. BACKGROUND AND CONTEXT

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### 2.1. OVERVIEW<sup>1</sup>

Lebanon and Jordan face long-standing socio-economic challenges relating to employment creation, decent work and youth unemployment, working standards, gender inequality, ensuring respect for the fundamental rights of workers, child labour, the absence of social protection and the weakness of social dialogue.

The situation has worsened since 2011, as a result of the Syrian conflict and the influx of Syrian refugees into both countries, which has caused a considerable increase in the supply of labour and continues to have substantial effects on labour market dynamics, severely affecting the countries' socio-economic situation and exacerbating pre-existing labour market challenges.

Lebanon and Jordan became the two countries with the highest refugee rates in the world, where Lebanon hosts 1.5 million Syrian refugees and 450,000 Palestinian refugees, over a native population of 4.2 million. Jordan hosts 650 000 refugees over a native population of 9 million. The ratios are approximately one refugee per four inhabitants in Lebanon and one refugee per ten inhabitants in Jordan.

The refugee influx puts increased pressure on both countries' limited resources, and imposes severe stress on its public services, economic growth, trade, exports, tourism and investment, infrastructure and water, in turn leading to an increase in the budget deficit and public debt. The labour market effects of the Syrian refugee crisis range from a fall in average wage levels, lower employment opportunities and harsh working conditions, to rising child labour and an expansion of the informal labour market.

### 2.2. LEBANON'S CONTEXT<sup>2</sup>

#### 2.2.1. Economic situation (World Bank, 2015)

The Lebanese economy has grown at a moderate pace over recent decades, but growth has been uneven due to large, frequent and mostly "political" shocks. The latest such shock is the ongoing conflict in the Syrian Arab Republic which, given the strong linkages between the two countries, is generating serious negative spillover effects in Lebanon.

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<sup>1</sup> This section was mainly informed by (a) the country context information contained in the ILO's website, available at [www.ilo.org/beirut/countries/lebanon/WCMS\\_526989/lang--en/index.htm](http://www.ilo.org/beirut/countries/lebanon/WCMS_526989/lang--en/index.htm) (accessed 15 September 2018) and [www.ilo.org/beirut/countries/jordan/WCMS\\_474549/lang--en/index.htm](http://www.ilo.org/beirut/countries/jordan/WCMS_474549/lang--en/index.htm) (accessed 15 September 2018); (b) DWCP for Jordan 2012–15; and (c) Jordan Decent Work Country Diagnostic (2017).

<sup>2</sup> This section was mainly informed by the country context information contained in the ILO's website, available at [www.ilo.org/beirut/countries/lebanon/WCMS\\_526989/lang--en/index.htm](http://www.ilo.org/beirut/countries/lebanon/WCMS_526989/lang--en/index.htm) (accessed 15 September 2018).

### 2.2.2. The labour market, employment, skills and employability

The composition of the Lebanese population reflects that of a more developed country, with around 67.8 per cent of people in working age (15–64 years old) and a dependency ratio of around 48 per cent, relatively low compared with neighbouring Arab States.<sup>3</sup> According to the World Bank, labour force participation in Lebanon reached 51.9 per cent in 2015, with female labour force participation at 23.7 per cent, one of the lowest rates in the world.<sup>4</sup> While labour data in Lebanon is generally insufficient and rarely validated, an assessment of existing official sources clearly indicates that the most vulnerable groups in the labour market are (a) women and (b) youths. The labour market in Lebanon is dominated by males, who make up around 67.8 per cent of the economically active population.<sup>5</sup> Women account for only 24 per cent of the workforce and continue to be excluded from economic, social and political systems as a result of various cultural, traditional and political norms. This is in spite of the fact that economically active women are more educated than their male counterparts, with 43 per cent of employed females holding university degrees.<sup>6</sup>

According to the Lebanese Crisis Response Plan 2015–2016, unemployment rose to 20 per cent in 2014, with one-third of youth unemployed. The high unemployment rate can be explained by a number of factors, such as the insufficient creation of employment opportunities – especially for skilled workers, where Lebanon produces a surplus qualified labour force that the economy is incapable of absorbing – an educational system that does not equip graduates with the skills needed to easily transition into the labour market, and the influx of refugees.

These realities have influenced the overall standards of living in the country tremendously. A report by the International Monetary Fund (2015) indicates that 32 per cent of the population in Lebanon lives in poverty, with a very high population density in impoverished neighbourhoods. A key factor underlying the lack of inclusive economic growth is low employment-growth elasticity. In Lebanon, job creation has trailed the high growth in the labour force, and jobs have typically been of low quality. More recently, both poverty and jobs have likely been negatively impacted by the Syrian conflict and by the large influx of refugees. Indeed, the total number of people under the poverty line has risen by an estimated 66 per cent since 2011, from 1.2 million to 1.8 million. Lack of quality jobs at home continues to push a large share of Lebanese abroad, especially the educated youth (World Bank, 2015).

### 2.2.3. Migrant workers

More than 250,000 migrant domestic women workers reside in Lebanon. Compared with international standards, institutional and legal protection for migrant domestic women workers remains very weak in Lebanon, and efforts to ensure decent working conditions are confined to a limited number of local organizations, international actors and activists.

### 2.2.4. Child labour

Child labour is rife in Lebanon, and has been exacerbated by the recent influx of refugees from the Syrian Arab Republic, many of whom are children. The ILO's International Programme on the Elimination of Child Labour and the Lebanese Government have been active in combatting child labour since 2000. In November 2013, the President of Lebanon launched "The National Action Plan to Eliminate the Worst Forms of Child Labour by 2016", in accordance Lebanon's commitment at The Hague Global Child Labour Conference.

<sup>3</sup> Draft DWCP document for Lebanon.

<sup>4</sup> World Development Indicators Data, available at [data.worldbank.org](http://data.worldbank.org) (accessed 15 September 2018). Web. 15 Nov. 2016.

<sup>5</sup> Labour Market and Employment Policy in Lebanon, ETF, 2015.

<sup>6</sup> Ibid.

### 2.2.5. Tripartism and social dialogue

Tripartism and social dialogue in Lebanon are marked by political, structural, institutional and legislative challenges, which has not been conducive to national consensus-building or dialogue on key economic and social issues. There are a number of tripartite institutions, such as the National Social Security Fund, the National Employment Authority and the Economic and Social Council. The effectiveness of tripartite institutions has been dampened by the lack of autonomy and capacity of social partners to actively engage, inform and advocate for socio-economic change.

Lebanon has ratified the ILO Right to Organise and Collective Bargaining Convention, 1949 (No. 98). Though social dialogue institutions exist in Lebanon on the national level through the existence of different tripartite entities, these entities still fail to fulfil their role, leading to persisting imbalance and tensions in labour relations, in both the private and public sectors.

### 2.2.6. Social protection

Lebanon does not have a coherent national social protection policy encompassing the various components of social insurance and social assistance, including non-contributory transfers. Instead, social protection remains fragmented, relying on a variety of tools, such as end-of-service benefits for those employed in the formal economy and covered by the National Social Security Fund, and subsidies to those without formal employment contracts.

## 2.3. JORDAN'S CONTEXT<sup>7</sup>

### 2.3.1. Economic situation

Jordan's economy is among the smallest in the Middle East, with insufficient supplies of water, oil and other natural resources, underlying the Government's heavy reliance on foreign assistance. Other economic challenges for the Government include chronic high rates of poverty,<sup>8</sup> unemployment and under-employment, budget and current account deficits, and government debt.

### 2.3.2. The labour market, employment, skills and employability<sup>9</sup>

Jordan is predominantly a service-dominated economy, with services constituting 66 per cent of gross domestic product (GDP), compared with industry at 30 per cent in 2014. Jordan's public sector accounts for around 20 per cent of GDP and 27 per cent of annual government expenditure, which is one of the largest shares in the world. Jordan has made remarkable achievements in terms of increasing educational attainment levels. Expansion in the supply of educated workers, however, has not been met with a commensurate expansion in labour market demand. As per the Ministry of Labour's (MoL's) own analysis, skills mismatch, changing demographics and weak labour market information systems have all contributed to structural unemployment. The private sector appears unable to create the amounts and types of jobs necessary. This has led to a situation in which Jordan exports highly skilled labour while integrating foreign low-skilled, low-paid labour into its own labour force.

<sup>7</sup> This section was mainly informed by (a) the country context information contained in the ILO's website, available at [www.ilo.org/beirut/countries/jordan/WCMS\\_474549/lang--en/index.htm](http://www.ilo.org/beirut/countries/jordan/WCMS_474549/lang--en/index.htm) (accessed 15 September 2018); (b) DWCP for Jordan 2012–2015; and (c) Jordan Decent Work Country Diagnostic (2017).

<sup>8</sup> Nearly 20 per cent of the Kingdom's population has fallen into poverty, according to official figures in 2014, up from 13.3 per cent in 2008.

<sup>9</sup> A Challenging Market Becomes More Challenging: Jordanian Workers, Migrant Workers and Refugees in the Jordanian Labour Market Report, June 2017.

Jordan witnessed a total of 474 labour protests in 2014, with wages remaining chief among protestors' demands. The working poor in Jordan are particularly vulnerable to sliding into poverty, partly due to the downward pressure on wages caused by the influx of Syrian refugees, particularly in the informal labour market. Nowadays, the labour market situation of Jordanians is very much tied to the presence and situation of migrant workers and Syrian refugees.

The National Committee for Pay Equity<sup>10</sup> completed a review of the national legislation in 2013, and highlighted inconsistencies vis-à-vis International Labour Standards (ILS), particularly the Equal Remuneration Convention, 1951 (No. 100), and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111). Jordan's female unemployment rate (23 per cent) was more than double the male unemployment rate (11 per cent) in 2015. For those women who are employed, Jordanian labour law still does not explicitly state the principle of equal remuneration for men and women for work of equal value, nor does it provide information on any measures taken or envisaged to promote objective job evaluation methods in the public and private sectors. The average gender pay gap in Jordan stands on the level of 23 per cent.

### 2.3.3. Migrant workers

Jordan has a very high population of non-nationals<sup>11</sup> and over half the new jobs created annually are reportedly filled by foreign workers. Migrant workers in Jordan come primarily from Egypt and several countries in South-East Asia, such as Sri Lanka, Bangladesh, the Philippines and India,<sup>12</sup> employed primarily in agriculture, construction, garment, tourism and hospitality and domestic work. Despite encouraging progress in addressing the rights of migrant workers, significant gaps remain with regard to worker protections in different sectors of the Jordanian economy. Foreign nationals do not have equal access to the Jordanian labour market, as they are only able to participate in employment if they have qualifications that are not readily available in the Jordanian labour market, or if they are occupying jobs for which there is surplus demand. Once they secure their work permits, if foreign nationals change employers or perform a different kind of job from that described in the permit, it becomes invalid. Furthermore, each application for a work permit must be accompanied by a copy of the work contract, valid passport, and the associated employer's vocational license and social security registration. The wage gap between migrants and nationals prevails, with the median monthly income of migrant workers (200 JD) being 80 JD less than that of Jordanian nationals (280 JD). Graduate migrants earned 260 JD compared with 350 JD for graduate Jordanians.

### 2.3.4. Child labour

In recent years, Jordan has taken significant steps to strengthen its policy responses to child labour (for example, introduction of the National Framework to Combat Child Labour (NFCL) in 2011, establishment of the Child Labour Unit within the Ministry of Labour, a national database on child labour which contains data about child labourers and their referral to social services, and adoption of the Juvenile Law No. 32 in 2014). However, the number of child labourers in Jordan has more than doubled in less than ten years (from 33,190 children in 2007 to 75,982 children between the ages of 5 and 17 in 2016),<sup>13</sup> and

<sup>10</sup> The Jordanian National Committee for Pay Equity is comprised of 23 national institutions and organizations, including several women's rights organizations and media. It is supported by the ILO and jointly chaired by the MoL and the Jordanian National Commission for Women. It meets twice per year to discuss strategy and its annual plan.

<sup>11</sup> As per Jordan's MoL estimations, there are 1.5 million migrant workers in Jordan, half of whom are working illegally or without proper work permits

<sup>12</sup> As of June 2016, the total number of legally registered foreign workers was 300,691, the majority of whom (59 per cent) were Egyptians. Another 6 per cent were Arab nationals (6 per cent of whom were Syrians). Of the remainder, the highest concentrations of migrants were from Bangladesh (16 per cent), Sri Lanka (4 per cent), the Philippines (5 per cent) and India (4 per cent).

<sup>13</sup> National Child Labour Survey, 2016.

as a result, 1.89 per cent of the 4 million children in Jordan are employed (80 per cent are Jordanian and 15 per cent are Syrian). Most child workers are employed in the wholesale and retail trades, as well as the agriculture, forestry and fishing industries, and on average they work over 33 hours a week. Children are exposed to a number of hazards, including dust fumes, and engage in the worst forms of child labour, including street work. Programmes to combat the worst forms of child labour are insufficient to fully address the extent of the problem. In addition, Syrian children still face barriers to accessing education and Syrian refugee children are still largely unreported in the national NFCL database.

### 2.3.5. Tripartism and social dialogue

Article 23 (f) of the Constitution states that free trade unions may be formed within the limits of the law, and the Jordanian Labour Code protects the right to form and join a trade union. Collective bargaining is permitted, although not in the public sector. However, Jordanian law still includes restrictions on freedom of association and social dialogue. The law prescribes a trade union structure allowing for only a single trade union in any given sector, with the General Federation of Jordanian Trade Unions (GFJTU) being the sole recognized federation. The GFJTU is responsible for establishing by-laws for trade unions. In addition, Jordan so far has ratified only the Right to Organise and Collective Bargaining Convention, 1949 (No. 98); the Workers' Representatives Convention, 1971 (No. 135); and the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144). In spite of establishment of a series of tripartite bodies<sup>14</sup> that are mandated to lead on social dialogue in specific areas of work, the social partners' influence on policy remains weak, as they are unable to set the agenda or lead the pace of reform. Social dialogue has remained a government-led process, with little initiative from either of the social partners to conduct bipartite social dialogue on issues of common concern. Instead, the social partners continue to depend on the Government for tripartite social dialogue. The focus of social dialogue has also been limited to the formal economy, with scant attention paid to the informal economy and migrant workers or, more recently, the Syrian refugee crisis.

### 2.3.6. Social protection

In 2014, Jordan introduced a new social security law, which included notable milestones in the area of social protection. The pension system expanded to include the self-employed and unemployment insurance benefits, and maternity insurance was introduced, making Jordan the first country in the Middle East to boast a maternity insurance scheme with cash benefits. Even though these provisions had previously been introduced via the Social Security Law of 2010, that law was only temporary, so the 2014 Social Security Law was the first to formally include these provisions, and is in line with ILO labour standards. Jordan has also ratified the Social Security (Minimum Standards) Convention, 1952 (No. 102), making it the first country in the Middle East to have ratified this ILO flagship social security convention.

<sup>14</sup> These include the Economic and Social Council, which is a consultative tripartite plus institution, which facilitates dialogue on economic and social policies; the National Social Security Board; the High Council for Human Resource Development; and the E-TVET Council, which oversees the implementation of training activities for semi-skilled, skilled and technical level occupations. The 2010 Labour Code amendments also introduced several tripartite bodies, including the Tripartite Labour Committee, which has authority to fix the minimum wage and address issues related to labour legislation. In addition to the Tripartite Labour Committee, the Labour Code also established a Commission for the Extension of Collective Agreements; committees for occupational health and safety (applicable to enterprises with 50 workers or more); a committee for national dispute settlement, which addresses collective disputes at the central level; and a DWCP Tripartite National Committee, mandated to monitor and steer the DWCP.



### 3. EVALUATION CRITERIA AND QUESTIONS

The evaluation was conducted in line with the ILO’s policy and guidelines for evaluation and its evaluation protocol for DWCPs, which adhere to the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria, namely, the relevance of the programme to needs, the coherence and validity of the programme design, the programme’s effectiveness and efficiency, the impact of the results and the potential for sustainability. For each criterion, specific evaluation questions were suggested in the ToR. In the inception phase of the evaluation, these questions were revised and slightly reformulated as follows:

<b>Relevance</b>	Was the ILO’s work relevant to the various national, regional and international development frameworks, and to ILO’s Strategic Policy Framework (later called Strategic Plan) and P&B?
	How well was the response to the Syrian refugees’ crisis integrated into the DWCP documents?
	Did the ILO achieve an appropriate balance between responding to the Syrian refugee crisis and addressing the ILO’s mandate to promote employment, social dialogue, social protection and rights at work in Lebanon and Jordan? Has the ILO’s response to the Syrian refugee crisis skewed the ILO’s work at the expense of the constituents?
	What were the opportunity costs of the ILO’s response to the Syrian Refugee crisis? If the Regional Office had not responded to the Syrian Refugee crisis the way that it did, what else could it have done?
<b>Coherence and validity of design</b>	How well did the national projects support the ILO’s strategy to support host communities and refugees, and its Programme of Support to the Jordan Compact?
	Was the ILO’s work in Lebanon and Jordan coherent with the ILO’s Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market?
	Was the ILO’s work in Lebanon and Jordan logical and evaluable, and did the ILO’s work in Lebanon and Jordan apply principles of results-based management?
<b>Effectiveness</b>	What are the aggregated results within each strategic outcome and CPO by country?
	How well did the region’s results promote the ILO’s Strategic Policy Framework/ Strategic Plan?
	How well did the results contribute to the ILO’s cross-cutting themes of gender and non-discrimination?
	Were there any unexpected results?
	What were the key factors of success?
	What were the main internal and external constraints and challenges to attain the expected results?
<b>Efficiency</b>	What were the synergies in Lebanon and Jordan among strategic partners?
	How cost-efficiently did the ILO implement its strategy to support host communities and refugees and its Programme of Support to the Jordan Compact?
<b>Likelihood of impact</b>	How did the ILO’s work in Lebanon and Jordan influence coordination among the ILO and its strategic partners?
	How was the knowledge generated from the response to the crisis shared?

<b>Sustainability</b>	How did the ILO's work in the region build the capacity of tripartite constituents to contribute to the response to the crisis?
	What strategies does the Office use to mobilize funding for the response to the crisis?
	What positive and negative recommendations and lessons could be offered to improve the sustainability of the ILO's response to the crisis?
	How can the findings of the evaluation inform the region's strategic direction?

## 4. METHODOLOGY OF THE EVALUATION

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The evaluation adopted a utilization-focused approach aiming to increase the relevance and uptake of recommendations by stakeholders. The evaluation also adopted a mixed-methods approach, and triangulated different sources of information including document review; interviews with the ILO, tripartite constituents and strategic partners; observation; and survey results analysis.

Following a preliminary document review and virtual consultations with main project stakeholders (including ILO headquarters and ILO ROAS), the evaluation team produced an inception report that outlined the detailed evaluation methodology, the evaluation matrix and data collection tools (Appendices II and IV). The evaluation adheres to the evaluation rules and standards of the United Nations System, as well as the Evaluation Quality Standards from DAC/OECD and United Nations Evaluation Group standards. More specifically, the evaluation was conducted in accordance with EVAL Protocol No 2: High-level Evaluation Protocol for DWCP Evaluation.<sup>15</sup>

The desk review covered the following documentation: strategic regional documents; programme and project documents; progress reports; previous evaluation reports, DWCP documents, outcome-based workplans, Programme Implementation Reports, and other relevant material from secondary sources (see Appendix XIII for a detailed presentation of the documentation reviewed).

Data collection missions were held at ILO headquarters, ILO ROAS and the ILO project office in Amman, and took place 23 March–3 April 2018, during which the evaluation team held individual and group interviews with a variety of target groups such as: ILO partners in the countries (government representatives, workers' and employers' organizations, non-governmental organization (NGOs), UN country teams and donors); the DWT/Country Office–Lebanon, ILO ROAS and ILO project office in Amman specialists and administrative staff; and ILO headquarters staff. The list of all persons interviewed is available in Appendix XI.

The interviews were conducted based on detailed interview protocols (Appendix III). They were developed by the consultants in the inception phase of the evaluation and during a scoping mission that was carried out at ILO headquarters.

Data were complemented through three surveys among different groups of stakeholders: an online survey among strategic partners and donors; an online survey among ILO regional office, country and project staff; and a focus group beneficiary survey among refugees. The response rate to the survey was 63 per cent for surveyed ILO staff (total population of 47) and 45 per cent for ILO's strategic partners (total population of 47).

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<sup>15</sup> Available at [www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_215859.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_215859.pdf) (accessed 18 September 2018).

Figure 4.1. ILO staff survey response to the question: Please indicate if your work covers the following locations.

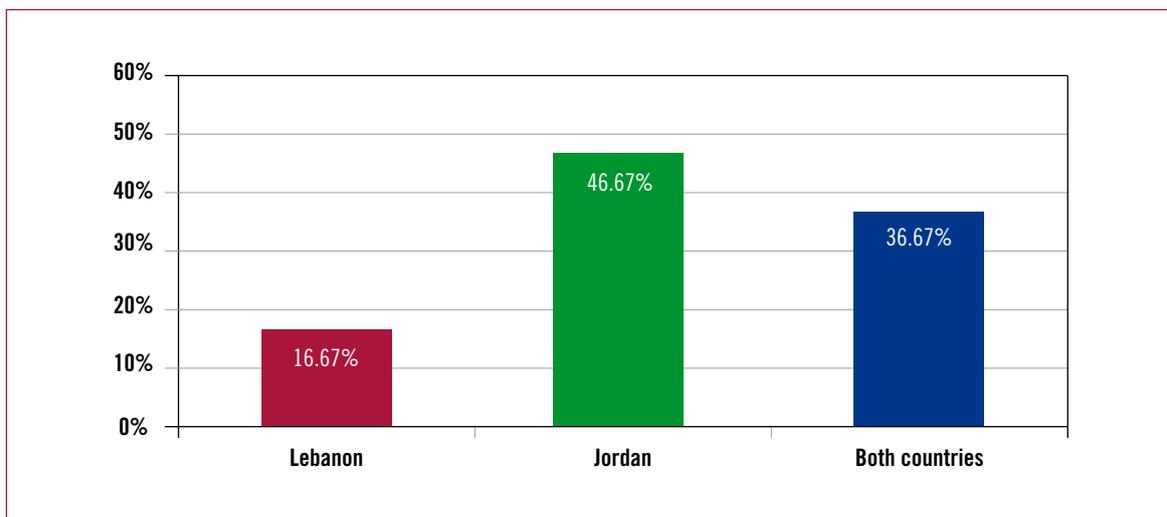
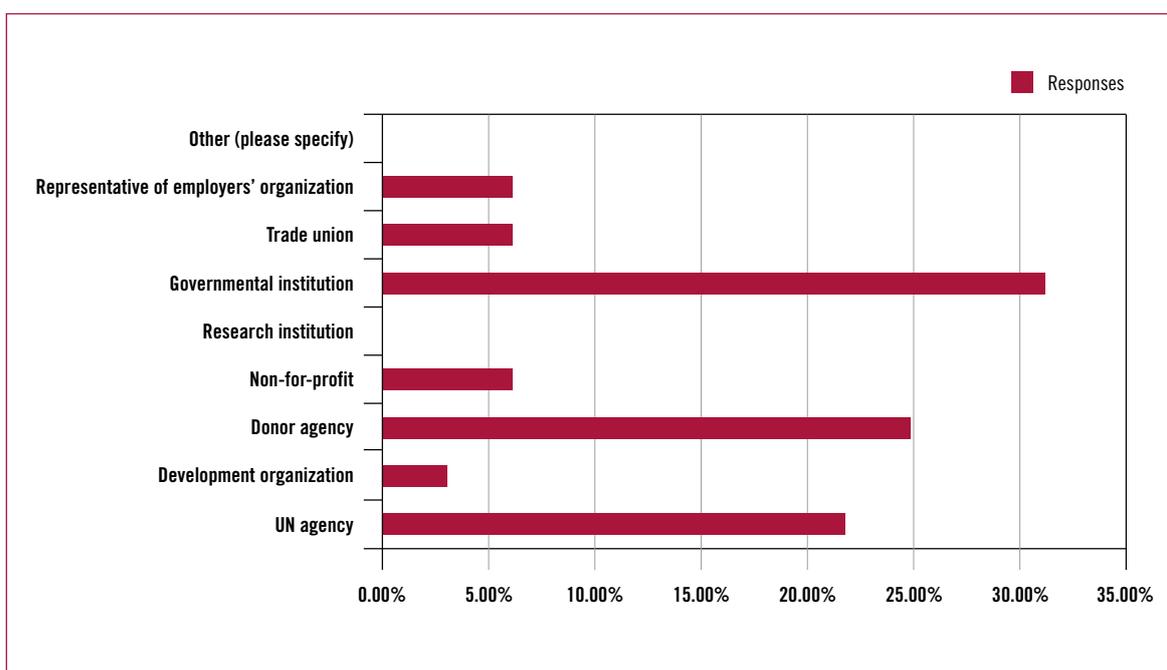


Figure 4.2. ILO partners' survey response to the question: Which type of organization do/did you work for?



Two country case studies were then prepared for Lebanon and Jordan based on data collected, which informed the formulation of this evaluation report.

In terms of the limitations of the evaluation, the desk review revealed an inconsistency in terms of availability and quality of data. Reporting on individual CPOs lacked overall homogeneity, and evaluation reports provided to the evaluation team did not cover all the projects that are within the scope of this evaluation; mainly, self-evaluations were not systematic. In order to mitigate this limitation, the evaluation team made extra efforts to collect additional and sufficient data for each of the CPOs. In the event where interviewees were not available and where data could not be triangulated, the evaluation team indicated in the main report that the information is based on self-reported data.

## 5. FINDINGS

### 5.1. RELEVANCE

**Finding 1.** During the 2014–15 biennium, the ILO’s interventions in Jordan and Lebanon were well-aligned with the ILO’s Strategic Plan and P&B critical priorities. In comparison, during the 2016–17 biennium, when the ILO was transitioning from a Strategic Plan with 19 outcomes to one with ten, the interventions were less well aligned. ILO’s interventions in Lebanon and Jordan were aligned with national UNDAFs.

#### 5.1.1. Alignment with the ILO’s Strategic Plan and P&B

The evaluation assessed the ILO’s interventions in the extent to which they were aligned with ILO P&B outcomes (2014–15 and 2016–17), the Jordan DWCP (2012–15 and 2016–17),<sup>16</sup> UNDAF and the United Nations Strategic Framework (UNSF) in Lebanon.

Gleaned from the desk review documents, and as shown in tables 5.1 and 5.2, it was observed that the ILO’s interventions in Lebanon and Jordan were well aligned with the ILO’s Strategic Plan and P&B critical priorities for the biennium 2014–15. In 2016–17, the ILO was transitioning from a results framework with 19 outcomes to one with ten outcomes. As a result, the ILO’s interventions in Jordan and Lebanon were somewhat less well aligned with the Strategic Plan and P&B for the 2016–17 biennium. The ILO’s interventions in Lebanon and Jordan are generally well aligned with national UNDAFs.

Table 5.1. The alignment of CPOs with ILO P&B outcomes, the Regional Refugee Response and Resilience Plan and UNSF outcomes for Lebanon

CPO Number	Policy Outcomes as per P&B (2014–2015)	Policy Outcomes as per P&B (2016–2017)	UNSF
LBN101	002	001	3.1
LBN102	003	004	3.1
LBN103	001	005	3.1
LBN104	001	not reported	2.1
LBN126	011	007	2.1
LBN127	012	not reported	2.1

<sup>16</sup> The Lebanon DWCP was only signed in May 2018.

CPO Number	Policy Outcomes as per P&B (2014–2015)	Policy Outcomes as per P&B (2016–2017)	UNSF
LBN151	005	009	2.2
LBN152	016	008	2.2
LBN153	004	003	3.2
LBN154	014	not reported	2.1
LBN155	008	not reported	2.1
LBN156	015	not reported	2.1
LBN157	005	not reported	2.2
LBN176	n.a.	006	2.2
LBN801	009	010	2.1
LBN802	010	010	2.1
LBN826	n.a.	002	2.1
LBN827	018	not reported	2.1
LBN901 <sup>17</sup>	n.a.	IP 16–2017	n.a.
LBN999	n.a.	not reported	n.a.

Table 5.2. The alignment of CPOs with ILO P&B outcomes, and DWCP and UNDAF outputs for Jordan

CPO	P&B		DWCP		UNDAF
	2014–2015	2016–2017	2012–2015/ 2016–2017	2018–2022	2013–2017
JOR101	003	not reported	1.1, 3.1	1.2, 3.2	2.1, 4.4
JOR102	013	001	1.2	1.2, 2.2	1.8
JOR103	007	009	1.2	1.2, 2.2	1.8
JOR104	002	not reported	3.1	-	4.4
JOR105	004	003	2.1, 2.2, 3.1	2.3	2.5, 4.4
JOR106	005	not reported	-	-	-
JOR107	008	not reported	1.4	-	3.4
JOR108	019	not reported	1.2, 3.2	-	1.8, 4.4
JOR109	001	3.1	1.1, 1.3, 3.2	4.4	
JOR110	002	001	-	1.1, 3.1, 3.2, 3.3	-
JOR111	005	not reported	-	-	-
JOR126	001	006	1.2	2.3	1.8
JOR127	011	007	1.2, 1.3	2.1	1.8, 2.1
JOR128	014	001	1.2, 1.3	-	1.8, 2.1

<sup>17</sup> Extracted from ILO Decent Work Results Dashboard 2016–2017.

CPO	P&B		DWCP		UNDAF
	2014–2015	2016–2017	2012–2015/ 2016–2017	2018–2022	2013–2017
JOR129	012	not reported	-	-	-
JOR151	018	not reported	-	-	-
JOR152	017	008	1.2, 1.4	2.1, 2.2, 2.3, 3.3	1.8, 3.4
JOR153	016	008	1.1	-	2.1
JOR154	015	not reported	1.2, 1.3	-	1.8, 2.1
JOR801	009	010	1.3	-	1.8
JOR802	010	1.3	-	1.8	
JOR826	018	002	-	-	-
JOR901	n.a.		-	-	-
JOR999			-	-	-

### 5.1.2. Areas where the ILO could be more relevant

The ILO has increased its humanitarian operations drastically in view of the Syrian refugee crisis in Jordan and in Lebanon. According to the ILO’s financial dashboard, the budget in Jordan went up from US\$2.95 million in 2013 to US\$17.88 million in 2017. The budget in Lebanon went up from US\$2.14 million in 2013 to US\$19.2 million in 2016–17. This is mostly due to the upscaling of operations with regard to employment creation for refugees and host communities following the Syrian crisis and the London Conference.

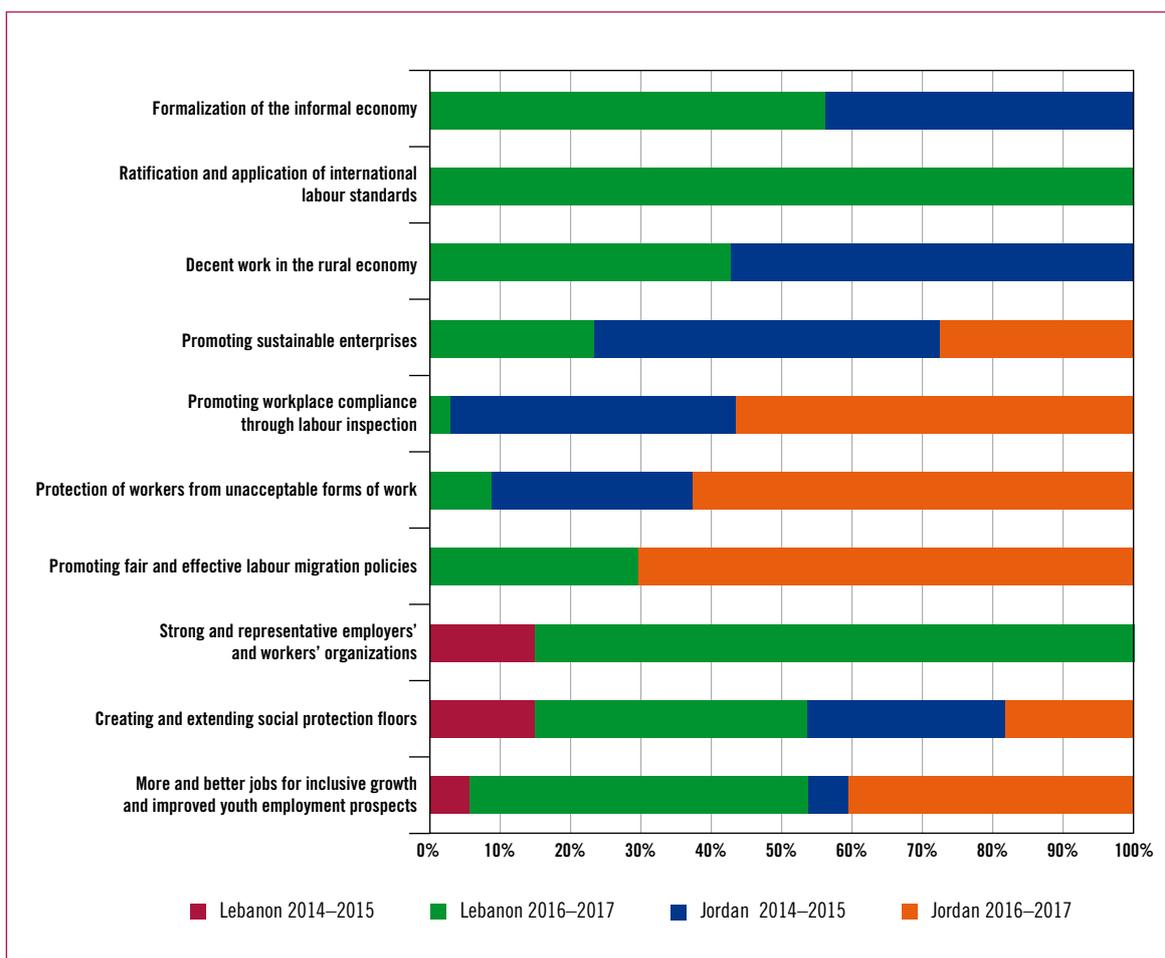
Following a thorough examination of the ILO’s budget evolution, per policy outcome, it was observed that the ILO’s work in Lebanon in 2014–15 was mainly focused on productive employment (large-scale labour force survey), social security, and workers’ organizations and ILS (capacity development and ratification of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)). Also, it was noted that there was an increase and diversification of the ILO’s work in the 2016–17 biennium. Data from the ILO’s financial dashboard indicates that – despite the important role that the ILO is playing in addressing issues relating to child labour, social protection, migrant workers, collecting data on the labour market and building the capacities of labour and trade unions – the evaluation identified key priorities within the current national context where the ILO could be more effective. These priorities include:

- (a) Youth employment, focusing specifically on long-term employment creation: The ILO’s current interventions in Lebanon do not promote sustainable employment, which is a missed opportunity to address one of the major issues in terms of the labour market. A Systematic Country Diagnostic conducted by the World Bank in 2015 identified jobs as one outcome/goal that stakeholders believe is needed for Lebanon and its citizens to achieve their development potential. The study states “An already-low job producing economy has also been exacerbated by the influx of Syrian refugees who are increasingly competing for jobs and putting downward pressure on wages, especially affecting the unskilled, women and youth” (World Bank, 2015). Indeed, the Employment Intensive Investment Programme’s (EIIP’s) midterm review (draft report dated April 2018) indicated that, in terms of the economic impact of beneficiary households, the created jobs through the EIIP project are short-term so the impact is limited. Jobs are restricted to the duration of the grant.

- (b) Advocacy and capacity building of the Ministry of Labour for the adoption of an employment policy: Lebanon does not have any employment policy that identifies a vision and a practical, comprehensive plan for achieving national employment goals.
- (c) Social dialogue: All of the ILO's interventions are based on tripartite participation. Bringing the national tripartite entities together for the ILO's interventions is a cornerstone in the social dialogue. However, while social dialogue is seen as a key to success in Lebanon, the ILO's work on social dialogue has been limited and CPOs provide few details about the targets and achievements in that area.

In Jordan, information gleaned from the desk review documents confirms that the vast majority of Jordan's interventions focused on promotion of more and better jobs for inclusive growth, some on the improvement of youth employment prospects, while the share of interventions focusing on social protection and labour migration was extremely low. Additionally, the policy outcome "More and better jobs for inclusive growth and improved youth employment prospects" grew to 21 times its value over the past few years, i.e. from US\$651,934 in the biennium 2012–13 to US\$14,128,898 in the biennium 2016–17; however, most of the projects were on jobs creation for Syrian refugees and Jordanian host communities rather than youth employment. At the same time, there was a steady decrease in interventions focused on social protection from 2013 to 2017. Simultaneously, there was an increase in interventions under "Promoting workplace compliance through labour inspection" and "Protection of workers from unacceptable forms of work" policy outcomes.

Figure 5.1. ILO Lebanon's and Jordan's programme portfolio disaggregated by policy outcome, per biennium



### 5.1.3. DWCP alignment

Lebanon and Jordan are at very different stages in terms of DWCP implementation. Lebanon recently signed its first DWCP, while Jordan just finalized its third.

The overall objective of Jordan's DWCP 2012–15 was to promote decent work through a coherent policy approach that was made operational by a set of priorities and outcomes. It was informed by international development agendas such as the UNDAF 2013–17; priorities on political and institutional reform, social protection and poverty alleviation; and youth economic empowerment. It was also fully aligned with the national development objectives (Jordan's National Agenda 2006–2015, Jordan's Executive Development Plan 2011–2013, Government Executive Programme 2013–2016, Jordan Vision 2025 and the National Employment Strategy). The document was developed and finalized in conjunction with ILO constituents, represented by the Ministry of Labour, the Jordan Chamber of Industry and the General Federation of Jordanian Trade Unions. The DWCP 2012–15 covered the four areas of the Decent Work Agenda: employment, social protection, labour standards and social dialogue. The Jordan DWCP for 2012–15 was extended for 2016–17 and focused on enhancing the access to decent work for all in Jordan, working with Jordanian host communities affected by the Syrian refugee crisis, alongside refugees, to promote decent work.

The drafting of the new Jordan DWCP for 2018–22 started in August 2017. It was based on the country diagnostic study conducted in mid-2017, which provided a short and comprehensive diagnosis of the work situation in Jordan, with respect to growth, productive employment and decent work. The stakeholder interviews indicated that the new DWCP was developed through a participatory process with the involvement of the ILO tripartite constituents. However, interviews suggested that there was room for more involvement by national stakeholders.

### 5.1.4. Integration of the response to the Syrian refugees' crisis into the draft DWCP documents

#### **Finding 2. Addressing labour related challenges of the refugee crisis in Lebanon and Jordan is part of ILO's core mandate in the region.**

As mentioned in the sections 2.2 and 2.3 on context, the Syrian refugee crisis created a significant shock to the labour market in Lebanon and Jordan. Addressing labour related challenges of the refugee crisis is part of the ILO's core mandate, recently further reinforced through the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (R205).<sup>18</sup>

A study conducted by the European Union (EU, 2016) found that the high number of refugee arrivals – in conjunction with the negative economic impact of the Syrian conflict – has had implications on the Lebanese labour market. Unemployment has increased from around 11 per cent before the crisis to an estimated 18–20 per cent in Lebanon, particularly affecting young workers 15–24 years old (*ibid.*, p. 9). This can be partly attributed to shrinking work opportunities associated with weak economic growth. However, the inflow of refugees, providing an increased supply of labour, has also played a role. In addition, the increase in labour supply for informal, low-paid jobs can contribute to downward pressures on wages and poor labour conditions.

Jordan's most pressing socio-economic challenge has been managing the influx of 650,000 UN-registered refugees,<sup>19</sup> more than 80 per cent of whom live in Jordan's urban areas. The majority of Syrian refugees in Jordan live in poverty: over 80 per cent live below the poverty line, 51 per cent are children, and 4 per cent

<sup>18</sup> 106th ILC session, Geneva, June 2017, Provisional Record 17.

<sup>19</sup> Jordan has a strong historical record of providing asylum to people displaced by regional crises – most notably Palestinians and Iraqis. Although Jordan is not a signatory to the UN Convention relating to the Status of Refugees 1951, its Constitution prohibits the extradition of political refugees. Additionally, the 1998 Memorandum of Understanding between the Office of the United Nations High Commissioner for Refugees (UNHCR) and Jordan gives UNHCR the right to determine the refugee status of asylum seekers in the country. However, domestic legislation and policies outlining refugees' rights are still lacking.

are elderly.<sup>20</sup> The labour market effects of the Syrian refugee crisis on Jordan range from a fall in average wage levels, lower employment opportunities and harsh working conditions, to rising child labour and an expansion of the informal labour market.<sup>21</sup>

Any labour market discussion in Jordan and Lebanon must consider the Syrian crisis. Trade, labour demand, and supply and investment have been fundamentally shaped by the crisis and the subsequent inflow of Syrian refugees. In Jordan, the response to the Syrian refugees' crisis was mentioned in four of 14 outcomes in the extended DWCP (with focus on incorporation of Syrian refugees into the labour market, access to decent employment and their formalization in the labour market) and in three of nine outcomes under the new DWCP (with a focus on job creation and improving working conditions). The DWCP identifies ongoing labour market challenges in Jordan, all of which have been influenced by the Syrian crisis. There are specific points that address the labour market aspects of the Syrian crisis, but the crisis underlies all components, including support for evidence-based policies and job creation in the private sector.

This quick non-exhaustive summary of the impact of the Syrian refugee crisis on the labour market clearly indicates that it is impossible to discuss the ILO's work in the region without discussing the labour-related challenges of the refugee crisis as part of its core mandate.

**Finding 3. Jordan's response to the Syrian refugee crisis was well integrated into the DWCP. The ILO's work on the DWCP in Lebanon is an achievement worth highlighting. The challenge the ILO faced, particularly in Lebanon, was in supporting governments and social partners to pursue policies and programmes that addressed the Syrian refugee crisis and, at the same time, were inclusive of national constituents' needs.**

As evident from the document review, the ILO project office in Amman integrated well the response to the Syrian refugees' crisis into both the 2016–17 and the 2018–22 DWCPs. The London donor conference (in February 2016) demonstrated a commitment from the international community, in solidarity with Jordan, to transition from providing humanitarian assistance to a development-based approach that focuses on job creation and enhancing livelihood opportunities.

During the conference, Jordan secured pledges for US\$1.7 billion in grants and concessional financial support for its Syrian refugee (national) response plan, as well as pledges to simplify the rules of origin to export to the European market.

The plan, known as the Jordan Compact, placed job creation for Syrian refugees and members of the Jordanian host communities at the centre of its vision. The ILO has established a strong Programme of Support to the Jordan Compact entitled "A Resilient Labour Market to Drive Inclusive Economic Growth for All" for 2017–21.

The Syrian refugee crisis informed the revised version of the extended DWCP for the 2016–17 biennium in Jordan. This revised version took into account the changes that had taken place in the Jordanian labour market over the period of implementation of the second DWCP in Jordan. It was based on the Jordan Response Plan 2016–18 and the Jordan Compact initiated at the London Conference, which focused on job creation and enhancing livelihood opportunities and contributed to the United Nations Sustainable Development Goals, with particular emphasis on Goal 8: Decent work and economic growth.

<sup>20</sup> See [https://reliefweb.int/sites/reliefweb.int/files/resources/FactSheetJordanFebruary2018-FINAL\\_0.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/FactSheetJordanFebruary2018-FINAL_0.pdf) (accessed 16 September 2018).

<sup>21</sup> See [https://sustainabledevelopment.un.org/content/documents/16665Compilation\\_of\\_Executive\\_Summaries\\_2017\\_VNRs.pdf](https://sustainabledevelopment.un.org/content/documents/16665Compilation_of_Executive_Summaries_2017_VNRs.pdf) (accessed 16 September 2018).

Table 5.3. Integration of the response to the Syrian refugee crisis into the extended and new DWCP

Extended DWCP for 2016–17		Draft DWCP for 2018–22	
<b>Outcome 2:</b> Social partners have increased capacity to engage in meaningful social dialogue both at the national and sector levels	<b>Output 2.3:</b> Trade unions have an increased capacity to reach out and organize workers (including migrant workers) in the informal economy	<b>Outcome 1.2:</b> The job creation potential of the private sector in targeted sectors is unleashed through Active Labour Market Programmes	<b>Output 1.2.5:</b> Access of Syrian women and men refugees to work permits is facilitated in the agriculture and construction sectors
<b>Outcome 5:</b> Improved Governance for enhanced compliance to decent work principles for migrants	<b>Output 5.4:</b> Study of five sectors undertaken with a view to Jordanization of the labour market, incorporation of Syrian refugees into the labour market and improved quality of work for economic migrants	<b>Outcome 1.3:</b> Increased job creation in construction and infrastructure sectors for Syrians and Jordanians	<b>Output 1.3.1:</b> Jordanians and Syrian individuals are better prepared for construction jobs and Jordanian companies are better prepared for the future reconstruction of the Syrian Arab Republic with the support of the New Centre of Excellence
<b>Outcome 12:</b> Constituents integrate in strategic decisions a long-term vision of the labour market and a comprehensive approach to its formalization		<b>Outcome 2.2:</b> Improved working conditions for Jordanian, migrant and refugee men and women, including in Special Economic Zones	<b>Output 2.2.1:</b> Compliance services in Special Economic Zones for garment, chemical, plastic and engineering sectors are ensured to contribute to improved working and living conditions
<b>Outcome 14:</b> The Jordan Compact benefits both Syrians and Jordanians in terms of formal, decent employment	<b>Output 14.1:</b> Syrians and Jordanians benefit from intermediary services to access the labour market (Recognition of Prior Learning, access to work permits, etc.)		

In an attempt to establish a decent work framework for Lebanon, the ILO in Lebanon initiated a participatory process for the formulation of a DWCP, and the process turned out to be highly iterative. The DWCP process started in 2012, when the ILO did a scan of all the strategies and plans within ministries to understand their needs and tailor the DWCP's response accordingly. The consultative process with tripartite constituents encountered several roadblocks, mainly due to the lack of consensus about priorities among tripartite constituents. The DWCP went through 14 revisions, until a consensus was reached in early 2018.

The DWCP for Lebanon has three main priorities, including improved labour governance in accordance with International Labour Standards (ILS) and with a focus on Fundamental Principles and Rights at Work; Productive Employment opportunities with focus on Lebanese youth employment; and social security, and protection and social dialogue among tripartite constituents. As the DWCP was being finalized (early 2018), elections took place at the General Confederation of Lebanese Workers, and the new administration requested further consultations. The DWCP document was finally signed in May 2018.

In Lebanon, the DWCP does not address the question of Syrian refugees. Indeed, the second priority places emphasis on a “focus on Lebanese youth employment”. Interviews with tripartite stakeholders and ILO staff revealed that the issue of the Syrian refugee crisis was discussed during the formulation of the first DWCP draft, but that it was difficult to reach a consensus on the inclusion of Syrian refugees among tripartite stakeholders. In that sense, the DWCP tripartite process has not been conducive to the integration of the response to the Syrian refugee crisis to the DWCP document.

Information collected during the field mission reflected some constituents' reservations with what they perceived to be an absence of regulation over the flow of Syrian refugees. Some expressed a willingness to create opportunities for Syrian refugees, as long as it does not negatively affect the national work force. Others indicated that there was no political will in their respective institutions to work with Syrian refugees while unemployment in Lebanon was so high. Preferential hiring practices for national workers over foreign workers was desired by some.

The perspective reflected above is not aligned with the ILO's stated position on labour rights and equality of opportunity and treatment as set out in the *Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market* (ILO, 2016). For example, section C states that national policies should at a minimum include measures to:

- (a) combat and prevent all forms of discrimination in law and in practice, forced labour and child labour, as they affect men, women and children refugees and other forcibly displaced persons;
- (b) facilitate the participation of all workers, including refugees and other forcibly displaced persons, in representative organizations, including in relation to their right to form and join trade unions, participate in collective bargaining mechanisms, and to access justice and judicial remedies against abusive working conditions;
- (c) adopt legislative measures and facilitate information, advocacy and awareness campaigns that combat xenophobic behaviour in the workplace and highlight the positive contributions of refugees and other forcibly displaced persons, with meaningful engagement of employers' and workers' organizations, civil society and other relevant stakeholders;
- (d) ensure that refugees and other forcibly displaced persons in the workplace are covered under relevant labour laws and regulations, including on minimum wages, maternity protection, working time, occupational safety and health, and provide information on the rights and obligations of workers, and the means of redress for violations, in a language they understand; and
- (e) provide necessary education and training for labour inspectorates, public servants and judicial bodies on refugee law and labour rights, and ensure that information and training for workers is provided in a language that workers understand.

It is worth noting that Lebanon was opposed to the ILO's Guiding Principles, despite their non-binding nature, claiming that proximity does not amount to responsibility.

**Finding 4. The ILO's initial response to the refugee crisis was perceived to be somewhat slow. This was due to a variety of factors within and outside its control. Over time, it built momentum for an approach that was inclusive of refugees and national constituents. The large extra-budgetary development cooperation portfolio for the Syrian refugee response exacerbated the challenge of finding the right balance between the two.**

In 2013, the ILO conducted an independent High-level Evaluation (HLE) of the ILO's Decent Work Country Programmes, Strategies and Activities in Lebanon, Jordan and the Occupied Palestinian Territory (ILO, 2013). The 2013 evaluation found that the ILO was slow to respond to the Syrian refugee crisis. This evaluation explored that finding in more depth.

Some donors, UN agencies and ILO staff believe that, even though the ILO is not a humanitarian emergency response agency, it should have responded faster, especially given the extent of the possible impact the Syrian crisis was expected to have on the national labour markets. The interviews with ILO staff indicated that the reasons for that can be summarized in four main points:

- (a) The absence of clear guidance (until the adoption of Guiding Principles (ILO, 2016) in July 2016 and Recommendation 205 in June 2017) on whether the ILO should be involved in the response to the crisis, the limited investment from the ILO in the early stages and the absence of a specifically designated ILO representative to "sit at the table" to position the ILO as a key player for the response to the crisis, in both countries.
- (b) The political environment and the lack of political will in Lebanon in addressing Syrian livelihoods and employment related questions and the hesitation of the Government of Jordan to provide access to the labour market for Syrians at the outset of the crisis and up to February 2016.

- (c) The ILO's processes were described as slow and not agile enough to allow country teams to respond quickly. In that sense, recruitment processes were described as being too long, where the ILO ROAS team was "struggling to get the right people (getting staff hired) on time".
- (d) The discrepancy between donors funding in the fast-paced humanitarian assistance programmes and the long-term nature of ILO's work. Given the nature of the funding in the response to the Syrian refugee crisis, and that is mostly available in the humanitarian sector, working with Syrian refugees was a challenge for the ILO. The available funding is focused on crisis and humanitarian-related work, leaving little space for longer-term development work. Therefore, the ILO ROAS had to succumb to the need to adapt its programming to the humanitarian sector's funding cycles, where large budgets needed to be disbursed and immediate results needed to be achieved in short timelines.

This process has also been accompanied by an increase in local and project staff and the changing profile of ILO representation in both countries. Interviews in Amman revealed that this growth of operations and staff had caused confusion among different Jordanian stakeholders on the core business and organization of the ILO. Not all stakeholders were aware of ILO as a tripartite organization, the status of the ILO presence in Amman was not clear, nor was the mandate of some ILO representatives. To some extent, the policy work on youth employment, social protection and labour migration seems eclipsed by other projects.

**Finding 5. Over the two biennia, the ILO built momentum for an approach that sought to support sustainable job creation, normative work and social protection that was inclusive of refugees and nationals.**

In its response to the Syrian refugee crisis in Jordan, the ILO engaged simultaneously at two levels: (a) policy engagement at the national and local government levels, and (b) community-level interventions to support employment opportunities for both refugees and host communities. This two-level strategy included several pilot interventions and research projects, such as the support for agricultural work permits through cooperatives, value chain analysis to identify opportunities for growth and employment, labour market analysis and child labour assessment. The ILO's approach of engaging at both levels through several selected interventions has contributed to the ILO being seen as a trusted partner both at the government and community levels. It allowed the ILO to make policy suggestions to government which were derived from its own concrete practical experience.

Adoption of the Jordan Compact and ILO's *Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market* opened a door for the ILO to get further involved in the response to Syrian refugee crisis and facilitate refugees' access to work and livelihoods. The challenge the ILO faced, particularly in Lebanon, was in supporting governments and social partners to pursue policies and programmes that addressed the Syrian refugee crisis and, at the same time, were inclusive of national constituents' needs.

In 2013, the ILO conducted a rapid assessment of the employment profile of Syrian refugees and implications of population influx on Lebanon's labour market, and developed a series of interventions as part of its response to the Syrian refugee crisis. First, ILO RBSA funding was allocated to a rural development project targeting both Syrians and host communities. This RBSA was a worthwhile investment, seen as an "entry point", where the ILO in Lebanon was able to position itself as a key player in the response to the Syrian refugee crisis, and ultimately led to an increased presence in the response to the Syrian refugee crisis.

One of the ways that the ILO increased its presence was through EIIPs. Such programmes have two major lines of action: (a) to contribute to mainstream development policy by placing key concerns of job creation, poverty reduction, enterprise promotion and improvement of working conditions in the broader framework of nationally defined macroeconomic employment and investment policy; and (b) to promote

employment-intensive works and public employment programmes in times of social and economic hardship and crisis.

In Jordan, the ILO's EIIP aimed to create jobs for Syrian refugees and Jordanian host communities through green works in agriculture and forestry (donor project code JOR/16/10/NOR). In Lebanon, the ILO initiated an EIIP that also aimed to create decent work opportunities for Syrian refugees and host communities through infrastructure improvement (donor project code LEB/16/03/DEU).

The project strategy of the Jordanian EIIP was straightforward: Generate temporary work opportunities for 700 workers for 10,000 workdays within the agriculture sector. Because of start-up delays, the project was implemented in four months. In spite of that limitation, the project exceeded its immediate objectives by generating employment for 1,199 workers for a total of 31,519 workdays. The overall ratio of Jordanian/Syrian workers employed was 58/42, short of the 50/50 target.

According to the report, the project applied decent work in quite concrete terms. Workers were paid 15 JD per day, compared with the more common 7.5 JD per day used even by the Directorates in their own projects. In addition, they worked eight hours per day, compared with the 12 hour days that unskilled workers frequently had to endure. Application of these decent work conditions were appreciated by both workers and the Directorates.

Other aspects of decent work – work safety and use of personal protective equipment – were applied inconsistently. This was perhaps not so much a concern for reforestation work in open fields. However, the work of cistern construction, where workers operated underground, may have required attention to ventilation, collapse of walls, etc.

This latter point was validated through interviews conducted during the field mission. For example, one interviewee was quoted as saying, “The ILO is doing an amazing work in Jordan in terms of the Syrian crisis response which ILO did not have in other countries in the world. However, ILO is focusing more on implementation of a huge amount of money [in support of] some of the ILO principles, in particular employment creation for refugees with provision of subsidies to employers or work with agricultural co-operatives, without paying attention to the issues of working conditions.”

The HLE also revealed that the absence of a common understanding about how change would come about created space for multiple expectations to emerge among diverse stakeholders. A case in point was the infrastructure EIIP, in Lebanon.

A mid-term evaluation of the project was conducted in the spring of 2018. The report stated that the EIIP was relevant and addressed needs in Lebanon regarding the Syrian refugee crisis and that the design of the programme was seen as being logical and practical. Because of delays in start-up, the project did not achieve some of its targets.

A total of 2,770 (32 per cent) of the EIIP workers were Lebanese, short of the 50 per cent target, and 5,776 (68 per cent) were Syrian. However, it slightly exceeded the target of 10 per cent female participation – although the target was quite low. The EIIP made a strong start in supporting the scale-up and institutionalization of the labour resource-based technology approach.

There seems to be a disconnect between the (mostly positive) results of the mid-term evaluation and information collected for the HLE. During the field missions, the EIIP project was criticized by development partners and tripartite constituents as being a short-term employment project that was not appropriately tailored to address the issues of employment in Lebanon.

Also, the project was criticized for conducting public works without providing proper training to the unskilled employed labour force. Finally, some interviewees questioned the choice of the sector of infrastructure and construction in a middle-income country such as Lebanon, and suggested it might be relevant for similar interventions to target more lucrative sectors such as the soap and oil export industry, wine production, sorting and recycling of garbage, and renewable energy.

## 5.2. COHERENCE AND VALIDITY OF DESIGN

**Finding 6. There is evidence to show that the ILO's interventions in Lebanon and Jordan are crafted in response to genuine labour market challenges. However, they lack a coherent and explicit theory of change (ToC), and proper analysis of risks and assumptions. The absence of ToCs may have created space for multiple expectations to emerge among diverse stakeholders. This lack of a common understanding had implications for perceptions among national constituents of relevance, efficiency, effectiveness and sustainability.**

Triangulated information demonstrated that the strong aspect of ILO interventions in Jordan and Lebanon is that they are backed by evidence from labour market and impact assessments, and crafted in response to wider labour market challenges.

However, the ILO's DWCPs in Lebanon and Jordan lacked an explicit ToC. The DWCPs in Jordan and Lebanon have only the results frameworks and log frames, while no ToC is included in the programming documents.

Overall, these DWCPs contain a strong analysis of both the national and legal context in which the programme intends to operate. They provide clear arguments for the justification of the interventions. However, they lack an explanation about the logical path from activities/outputs through intended outcomes/objectives to anticipated impacts. It is particularly crucial for countries such as Jordan and Lebanon, which have complex and challenging contexts.

This lacuna created space for multiple expectations to emerge among diverse stakeholders. There are some, particularly among constituents in Lebanon, who think that the ILO should focus on the most pressing needs in the national context, to the exclusion of refugees. There are others who think that its response to the Syrian refugee crisis has better positioned the ILO to address long-term and structural issues related to social dialogue, youth employment, skills development and capacity building of constituents. The lack of a common understanding regarding the ToC had implications for perceptions of relevance, efficiency (i.e. everyone may not have been working toward the same goal), effectiveness (i.e. working together, more could have been achieved) and sustainability.

The evaluation also observed a multiplicity of reference frameworks that outline ILO's objectives in Jordan. Prior to 2016, the ILO work in Jordan was guided by one document, the DWCP for 2012–15; however, afterwards it was extended for another two years and the new DWCP for the next five years is only in the process of finalization. Additionally, a separate Programme of Support to Jordan Compact focusing on Syrian refugee crisis was developed. Consequently, there are three different frameworks containing strategic priorities for the ILO's work in Jordan from 2016 to 2018. The challenge was that the priorities in each of the frameworks were not aligned with each other.

Assumptions and risks were not identified, either in DWCPs or in the Programme of Support. Assumptions are the conditions necessary to ensure that the activities will produce results, while risks include the possibility that they may not occur. Risks need to be recognized and prevented from happening to the extent possible, and contingency plans must be put in place to deal with them should they happen. Absence of the assumptions and risks analysis limit the possibility to easily identify why some achievements took place and others did not.

**Finding 7. The Regional Office adopted a somewhat bifurcated approach to the Decent Work Agenda in Lebanon. The ILO would have benefited from a unified approach.**

The challenge the ILO faced, particularly in Lebanon, was in supporting governments and social partners to pursue policies and programmes that addressed the Syrian refugee crisis and, at the same time, were inclusive of national constituents' needs. The ILO seems to have addressed the challenge through a somewhat bifurcated approach to the Decent Work Agenda. On the one hand, in Lebanon, the ILO has signed

a DWCP document that, as stated above, virtually ignores the question of Syrian refugees. On the other hand, the ILO has supported:

- (a) the Jordan Response Platform for the Syria Crisis, a strategic partnership mechanism for the development of a comprehensive refugee, resilience-strengthening and development response to the impact of the Syrian crisis on Jordan;
- (b) the Lebanon Crisis Response Plan, a joint plan between the Government of Lebanon and its international and national partners, which aims to ensure the protection of displaced Syrians, and vulnerable Lebanese and Palestinian refugees;
- (c) the Regional Refugee Response and Resilience Plan (3RP), a country-driven, regionally coherent plan to address refugee protection and humanitarian needs in the five most affected countries neighbouring the Syrian Arab Republic.

Within the framework of the 3RP, the ILO adopted a development-focused and employment-driven strategy to support host communities and refugees. The ILO strategy builds on its core mandate to promote employment, social dialogue, social protection and rights at work through three key pillars: (a) contributing to building the resilience of host communities and refugees by enhancing access to employment opportunities and livelihoods; (b) strengthening institutional capacities and coordination to eliminate child labour; and (c) supporting evidence-based policy development to ensure an employment-rich national response, embedded in the principles of decent work.

The strategy described above is firmly anchored within the broader institutional refugee response policy framework outlined in the ILO's *Guiding Principles on the Access of Refugees and other Forcibly Displaced Persons to the Labour Market* (ILO, 2016). The *Guiding Principles* were a response to the decision taken by the ILO Governing Body at its 326th Session (March 2016). Developed by a tripartite committee, they provide a framework for policy and interventions that is aligned with ILS and existing good practices.

**Finding 8. The national projects implemented in Jordan and Lebanon supported the ILO's strategy to support host communities and refugees and its Programme of Support to the Jordan Compact. The ILO's work in Jordan is coherent with the ILO's Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market and the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205); however, there is a lack of awareness about it among tripartite constituents.**

The ILO's work in Jordan was aligned both with the ILO's strategy to support host communities and refugees and its Programme of Support to the Jordan Compact, mainly with objectives 1 (Contribute to building the resilience of host communities by enhancing access to employment opportunities and livelihoods) and 3 (Support policy development to ensure an employment-rich national response, embedded in the principles of decent work) of the strategy; and strategic pillars 2 (Support the development of an enabling environment to underpin improved private sector productivity and creation of decent work) and 3 (Support the immediate creation of decent jobs for Syrian refugees and Jordanians to ease current conditions) of the *Programme of Support*.

The ILO's work in Lebanon was aligned with the ILO's strategy to support host communities and refugees, mainly with objective 1 (Strengthen labour market governance for improved compliance with decent work principles), objective 2 (Promote market-driven approach to skills development and technical and vocational education and training (TVET)) and objective 3 (Support the immediate creation of decent jobs for Syrian refugees and Lebanese to ease current conditions).

Evaluation interviews with tripartite constituents showed their low level of awareness about the ILO's *Guiding Principles on the Access of Refugees and other Forcibly Displaced Persons to the Labour Market* (ILO, 2016). Most of them heard about them but never saw and read them. The *Guiding Principles* were not presented to the constituents at the country level after their adoption.

### 5.3. EFFECTIVENESS

This section provides the results of the ILO's work in the areas of social dialogue, employment, social protection, strengthening workers' and employers' organizations and international labour standards, which are described below.

Lastly, there is an analysis that shows how the ILO's work contributed to the cross-cutting theme of gender and non-discrimination. Finally, an analysis of the management arrangements and the extent to which they impact the ILO's effectiveness is presented.

**Finding 9. In terms of results-based management, the evaluation team assessed the results within each strategic outcome and CPO by country to the degree possible. The ILO in Lebanon provided support to the Founding Congress of Domestic Workers' Union; collected labour market statistics with the aim of informing decision-making; provided policy advice on job creation and skills development; and was involved with the elimination of child labour efforts. Effectiveness was mixed in terms of job creation and social dialogue. Despite advocacy efforts, policy advisory-related work was hard to implement due to the difficult political context.**

**Finding 10. The ILO in Jordan was effective in advancing work relating to employment, and social protection with a particular focus on refugees, including migrants and child labour. Effectiveness was mixed in terms of promotion of freedom from discrimination, including gender discrimination, the formulation of fair migration policies, improvement of working conditions, entrepreneurship education for youth and fostering social dialogue.**

#### 5.3.1. Employment

##### Generating knowledge to inform policy and advocacy for decent work

In Lebanon, the ILO provided technical assistance and is implementing, with the Central Administration of Statistics, a large-scale Labour Force and Households' Living Conditions Survey (LFHLCS), funded by the European Commission. The latest most reliable data on the living conditions of the Lebanese population are more dated and were collected as part of the Living Conditions Survey 2007.

In Jordan, the ILO prepared a background note on Economic Growth and Decent Work in Jordan (2017), which was largely integrated as a subsection in Jordan's Voluntary National Review Report on the implementation of the 2030 Agenda for Sustainable Development. The key findings of the diagnostics report were used to provide inputs on employment and decent work in the Jordan Vision 2030 Document (UN document), and the forthcoming UNDAF for the period 2018–21.

##### Sustainable enterprises and decent work for vulnerable groups

In response to the impact of the Syrian crisis in Lebanon, the ILO, as part of wider UN efforts, in 2014 initiated a project with a focus on employment and livelihoods ("Enabling job resilience and protecting decent work conditions in rural communities affected by Syrian refugees' crisis in northern Lebanon"). The ILO's intervention served both capacity development activities relating to local economic development in crisis-affected areas, and to contribute to the positioning of the organization in the crisis scenario. The project has been instrumental in positioning the ILO in the Syrian refugee crisis response in Lebanon, where the ILO was requested to officially take on co-leadership of the Inter-Agency Livelihoods Working Group.

In Jordan, the ILO supported the establishment of Local Development Committees in the northern governorates of Mafraq and Irbid (mostly affected by the Syrian refugee crisis) and provided them with capacity-building activities. The Committees and other concerned local stakeholders in Mafraq and Irbid conducted

a value chain analysis for the vegetables and olive sectors, and are currently overseeing the implementation of the value chain interventions, including working with farmers to boost production and quality.

Supported by the ILO, the Ministry of Labour has trained representatives from newly established employment units in the Ministries of Health, Communication, Industry and Trade, Tourism, and Public Works and Housing, on the different ways of improving the coordination between the Government and private institutions in identifying labour market needs and addressing imbalances in various sectors, through the newly established units.

The ILO established 11 Employment Service Centres. More than 3,300 Jordanians and Syrians registered for services in the first three months, and some 1,500 people, 40 per cent of whom are women, have been placed in jobs to date. Skills and training were formalized for thousands of Jordanians and Syrians, through testing and issuing of Recognition of Prior Learning certificates, which covered 14 skilled and semi-skilled occupations across the construction sector and help re-entry into the labour market. Thirty joint business ventures were established through open competition.

### Employment Intensive Investment Programmes

The ILO implemented its flagship programme “Creating Decent Work Opportunities for Syrian Refugees and Host Communities through Infrastructure Improvement”, funded by KfW, the biggest cooperation project implemented in Jordan and Lebanon over the two biennia.

In Jordan, phase I was completed in October 2017 and phase II was planned to be launched in November 2017 and last until December 2018. However, phase II has not yet begun because of unforeseen delays. In total, 137,107 worker-days were generated: 13 per cent were women, 2 per cent persons with disability, and a total of 4,638 workers were employed in phase I, where 1,459 were employed for 40 days or more (job opportunities).

Project implementation in Lebanon started in January 2017 in cooperation with the United Nations Development Programme (UNDP). The infrastructure measures are complemented by trainings on employment-intensive methods for contractors and capacity building for public institutions. The project is ongoing. Four of its ten intended projects are currently being delivered. A mid-term review of the project revealed that a total of 8,546 worker days (representing 8 per cent of the target) have been created out of an end-of-programme target for phases I and II of 95,800. A total of 448 people have been employed (representing 18.7 per cent of the target) on EIIP out of an end-of-programme target for phases I and II of 2,395. A total of 2,770 (32 per cent) of the workers were Lebanese and 5,776 (68 per cent) were Syrian. By disaggregating the total, 931 (11 per cent) were female and 7,615 (89 per cent) were male. The target for Lebanese workers was 50 per cent and 10 per cent for women. The EIIP in Lebanon has made some strides in supporting the reform of work permit regulations and procedures for Syrians, but there are big challenges in scaling up reforms due to low capacity in the MoL and discrimination against Syrians. Building on recent legislation that removed the prohibition of displaced Syrians to work, the design states that the EIIP would support the MoL to issue 25,000 work permits to Syrians. Upon implementation, it became clear that the cost of work permits remained prohibitive and the MoL was not sufficiently equipped and capacitated to handle the vast demand for work permits. Thus, the numeric value for work permits was changed into a qualitative indicator based on a discussion between the ILO and KfW.

### Youth employment

In Jordan, through ILO technical assistance during the 2013–14 biennium, youth employment was fully integrated in (a) the National Employment Strategy, and (b) the Employment, Technical and Vocational Education Training Strategy, and a national apprenticeship was agreed with upgraded informal apprenticeship practices that would benefit young Jordanians and Syrian refugees. The ILO supported the design

and adoption of guidelines for testing and certification for the seven occupations/jobs, as well as a glossary of TVET and M&E terms by the National Centre for Accreditation and Quality Assurance.

### Enterprise-support programmes

By means of its “Enhancing SME productivity and competitiveness in Jordan and Lebanon through responsible workplace practices”<sup>22</sup> – a project funded from both RBSA and Regional Office funds – and the implementation of the Work Improvement in Small Enterprises (WISE) Training Programme, the ILO in Lebanon and Jordan developed an integrated approach for workplace improvement with skills (core and technical) and business management training that aimed to build SME capacities to achieve higher productivity/competitiveness and improved working conditions. The process was informed by an assessment conducted on 24 enterprises in Lebanon and 29 enterprises in Jordan. Self-reported data indicate that participating enterprises successfully increased the efficiency of their preventative maintenance plan, which led to decreased machine downtime and errors, and increased compliance with safety measures, which led to a decrease in work-related accidents and in employee turnover rate, as well as to the creation of decent jobs for nationals.

In Jordan, due to the technical support of the ILO, the Ministry of Education of Jordan and the Business Development Centre have integrated the ILO “Know About Business” programme in regular training and education. A total of 1,377 students, 54 per cent of whom were female, learned Know About Business during the academic years 2015–16 and 2016–17.

The ILO Skills for Trade and Employment Project in Jordan made different skills interventions on both technical and management levels for the food processing and beverage sector and the pharmaceutical sector, including technical curricula for machine operators, Training of Trainers workshops, guiding manuals on Strategic Human Resource Management, marketing development training, and manuals on the use of BIOTECH and LEAN management.

### Upgrading the informal economy

The ILO provided technical support to the Department of Statistics for a study on existing research on informality in Jordan. The ILO established a National Working Group including tripartite constituents, in addition to the Social Security Corporation and the Department of Statistics, which launched a gender-sensitive National Framework on the Formalization of the Informal Economy in 2015, then developed a draft national action plan to regularize informality.

#### 5.3.2. Social protection

The ILO’s work in Lebanon and Jordan contributed to generating knowledge, building the capacity of tripartite stakeholders for the adoption of a national Social Protection Framework (SPF). The ILO’s efforts were successful in Jordan through a new social security law.

In Lebanon, the ILO conducted and published social security statistics, and provided assistance and capacity building to tripartite constituents, members of the General Confederation of Lebanese Workers and selected Parliamentarians on social security principles, policies, financing and legal drafting. The ILO provided an updated actuarial valuation for the reform of the end-of-service indemnity into a pension scheme, as well as a technical report containing a legal assessment of the new draft pension legislation, in light of ILO social security standards. The Government of Lebanon and the social partners agreed in December 2017 on the reform of the end-of-service indemnity for private sector workers and on the es-

<sup>22</sup> This project was mentioned in the Project Implementation Report (PIR), but was not included in the list of projects that were held in Lebanon during the 2013–17 period.

establishment of a pension scheme covering old-age, disability and death benefits. The pension scheme is, however, yet to be adopted by the Government.

In Jordan, ILO's work on social protection can be linked to two projects funded by the Social Security Corporation and two projects funded by RBSA. The ILO supported the full application of Convention No. 102 by Jordan, which was ratified with the assistance of the ILO in February 2014. Also, the new Social Security Law No. 1 (2014) was drafted with the support of the ILO and adopted by Parliament in January 2014.

In addition, the ILO conducted capacity-building activities for the Jordanian Social Security Investment Fund and supported the creation of the advisory board by developing the terms of reference, establishing a first draft of the road map for implementation of a national SPF. The ILO finalized and disseminated several SPF-focused studies in 2015 and 2017, which served as guidance for the SPF in Jordan. Consequently, a road map for implementation of a national social protection floor was developed and endorsed by tripartite constituents in 2017.

### 5.3.3. Rights at work

#### Promoting workplace compliance through labour inspection

Between 2014 and 2017, the ILO did not have a specific project that related to labour inspection and labour administration in Lebanon.

In Jordan, the ILO, through the Better Work Jordan programme, contributed to the development, with MoL and other national stakeholders, of a draft national occupational safety and health strategy.

The labour inspection system was also modernized to effectively monitor the enforcement of labour legislation. The capacities of labour inspectors were developed through seminars, trainings, manuals and workshops, increasing the use of modern inspection procedures and protocols. The ILO's programme Better Work Jordan also launched a "transparency portal" in 2017. The compliance status of Jordanian factories on selected critical issues is posted regularly on the site (<https://portal.betterwork.org/transparency/compliance>).

#### Women in the labour market and patterns of discrimination

In Jordan, the ILO provided technical expertise on legal issues, policy dialogue and capacity building to a group of women teachers who were members of a grassroots campaign for fair wages entitled "Stand up with the Teachers". The campaign was built on an ILO gender pay gap study from 2013, revealing that women earn 42 per cent less than men in private schools in Jordan. The ILO has also encouraged extensive media reporting on this topic.

Through the provision of the technical support by ILO to the tripartite National Committee for Pay Equity, a Collective Bargaining Agreement and related Unified Contract for the private education sector were signed in March 2017 by the General Federation of Jordanian Trade Unions and the Association of Owners of Private Schools, under the supervision of the Ministry of Labour and the National Committee for Pay Equity. The two-year Agreement became effective in September 2017.

The ILO also supported advocacy efforts that resulted in the development of a national framework for child care in Jordan in 2017. The national framework prevents discriminatory practices whereby women are fired on the basis of pregnancy and family responsibilities. In July 2017, the Government of Jordan passed regulations to open the door for licensing home-based day care centres. The Ministry of Social Development raised the age of day care children from 0–5 years of age, rather than 0–4, thus closing the 4–5-year-old preschool gap year.

### Combatting child labour

In Lebanon, the ILO's contribution in combatting child labour is covered by a total of six projects<sup>23</sup> focusing mainly on research and knowledge generation, and capacity building through a survey and sensitization workshops in Beqaa and Tripoli for 12 municipalities in Beqaa Valley. The ILO also trained 140 members of industrialists' and financial institutions, and engaged the Association of Lebanese Employers and Lebanese Industrialists in awareness-raising activities to remove child labour from chains of production.

Finally, following the ILO and MoL's advocacy efforts to cancel an agreement that was signed between the Ministry of Interior and Municipalities and the Farmers Union and that allows Syrian seasonal workers to bring in their children who are over 10 years old, the General Security issued a memo (November 2016) prohibiting work in the agriculture sector for those under 16 years of age, including for Syrian refugees. A child labour monitoring system was established in Beqaa by the Ministry of Labour and is intended to expand to other regions in the country.

In Jordan, the ILO's work in combatting child labour is linked to three projects<sup>24</sup> and contributed to strengthening the legal and policy framework to combat child labour in the country, while also linking the response to Syrian refugee children.

At the policy level, child labour concerns were included in the new amended Juvenile Law that was adopted by the Government of Jordan in 2014, and the ILO provided technical advice during the drafting process through applying the conclusions of the Committee of Experts. The ILO also provided technical assistance to inform the formulation of National Framework to Combat Child Labour (NFCL), and provided technical advice for the implementation of the national child labour survey and the production and presentation of the final report.

The ILO also provided capacity-building activities to the main institutions in charge of prevention of child labour in Jordan (MoL, Ministry of Social Development, Ministry of Education and municipal authorities) to help improve their services and capacity to prevent unacceptable forms of work. A web-based Child Labour Monitoring System/Database that links the Ministries of Labour, Social Development and Education has been established, and more than 700 officials have been trained to use it.

### Protecting the rights of vulnerable groups (migrant workers, Palestinian refugees)

The ILO's work supported the Government of Lebanon and social partners in reform related to the rights and working conditions of migrant domestic workers, in line with the principles of the Domestic Workers Convention, 2011 (No. 189) and Domestic Workers Recommendation, 2011 (No. 201). The ILO's assistance included a technical revision of the labour laws to cover migrant domestic workers, a revised standard unified contract, a model Memorandum of Understanding on wage protection between MoL and banks, a model of a bilateral agreement, and advice on regulation of Private Placement Agencies. The ILO's work was complemented by policy advice on labour migration and trafficking, with the aim to contribute to advancing policy and legislation for better protection of migrant workers in line with relevant ILS and the Multilateral Framework for Labour Migration. The ILO's advocacy efforts successfully led

<sup>23</sup> These include (a) Combating the Worst Forms of Child Labour among Syrian Refugees and Host Communities in Lebanon, 2016–18, US\$715,732.60; (b) Labour Force and Households' Living Conditions Survey 2014 (LFH LCS), 2017–18, US\$1,005,136.89; (c) Study on Child Labour in the Arab States, 2017, US\$53,500.00; (d) Supporting National Action to Combat the Worst Forms of Child Labour in Lebanon, 2012–14, US\$629,042.65; (e) Tackling Child Labour among Syrian Refugees and their Host Communities in Jordan and Lebanon, 2015–17, US\$665,423.70; and (f) Working Street Children in Lebanon: Profile and Size Assessment, 2013–15, US\$50,000.00.

<sup>24</sup> These include (a) Moving towards a Child Labour-Free Jordan (2011–16, funder United States Department of Labour); (b) Pilot Project for the Elimination of Child Labour among Refugees and Host Communities in Jordan (2016–17, funder Employment and Social Development Canada); and (c) Tackling Child Labour among Syrian Refugees and their Host Communities in Jordan and Lebanon (2015–17, funder Regional Development and Protection Programme, Government of Denmark).

to the adoption of a decree that makes it illegal for recruitment agencies to claim a recruitment fee from workers. A ministerial memo was communicated to all security and recruitment agencies about the illegality of this recruitment fee.

The ILO also provided trainings to the newly re-established National Steering Committee on Domestic Workers, a consultative mechanism between relevant ministries and recruitment agencies. Although policy change was hard to achieve due to the difficult political situation, work through the re-established committee helped in preventing the adoption of measures that were not aligned with international standards. For example, following MoL's decision to proceed to the deportation of irregular workers, the ILO succeeded in preventing the adoption of such regulation and shifting the focus towards looking at reasons that lead to labour irregularity.

Capacity-building activities were also provided to recruitment agencies in Lebanon (SORAL) to ensure their members are aware of standards and good practices on recruitment. SORAL adopted a code of conduct, thanks to ILO efforts, a commitment made by recruitment agencies to ensure fair recruitment, and came up with rating criteria of recruitment agencies.

Support was provided to empower and assist migrant domestic workers to organize. ILO provided technical support to the Domestic Workers' Union in Lebanon, from its inception to official announcement made during its first congress. The newly created Domestic Workers' Union has yet to be recognized by the Government.

In Jordan, the ILO organized capacity-building activities for the authorities and concluded an agreement with the Ministry of Planning of Jordan for the inclusion of more detailed information on migrant workers and refugees in the quarterly labour force survey.

Moreover, the ILO contributed to advancing policy and legislation for better protection of migrant workers in line with the Multilateral Framework for Labour Migration and relevant international labour standards. Under the ILO Work in Freedom project, policy briefs were developed for constituents on practices and regulation of recruitment to domestic work; practices and regulation of recruitment to garment work; and anti-trafficking laws, policies and practices. In close cooperation with Tamkeen Legal Aid and Human Rights, the ILO provided technical advice and recommendations on the draft Anti-Trafficking Law in a workshop in 2016. The ILO reviewed and provided technical inputs on the draft Regulation for Private Recruiting Agencies of non-Jordanian Domestic Workers and the draft Instructions for the Conditions and Procedures of Bringing and Employing Non-Jordanian Domestic Workers. Furthermore, the ILO provided technical support to the Government of Jordan to develop the Anti-Trafficking Strategy 2017–20 and its Action Plan.

At the policy level, a new unified contract for all migrant workers in Jordan's garment sector was announced at Better Work Jordan's international buyers' forum in Amman in 2015.

#### **5.3.4. Social dialogue**

##### **Strengthening institutional mechanisms for collective bargaining**

The ILO in Jordan contributed to the improvement of the collective bargaining environment by providing capacity-building support and technical assistance to the social partners. Ongoing collective negotiations resulted in an addendum to the first sector-wide collective bargaining agreement in the garment industry in August 2014, which provides for the gradual elimination of discriminatory practices in the calculation of overtime and benefits for migrant workers in the sector, increased seniority bonuses, improved standards of dormitories for foreign workers and provision of wages that are on average 4 per cent higher than the legal minimum.

### Strengthening employers' organizations

In both Lebanon and Jordan, the ILO built Customer Relationship Management systems tailored to the needs of the Association for Lebanese Industrialists and the Jordan Chamber of Industry, and established an ILO Helpdesk to assist staff members in the event of technical problems. The Association for Lebanese Industrialists and the Jordan Chamber of Industry are using the Customer Relationship Management daily as part of their key operations.

In Jordan, the ILO contributed to the capacity of employers' organizations and chambers by conducting a workshop that assisted Jordanian employers' organizations and employers in building up their position ahead of national dialogue on social protection.

### Strengthening workers' organizations

In strengthening institutional capacity of workers' organizations,<sup>25</sup> as a result of the socio-economic crisis and the political deadlock in Lebanon, new structures began calling for an independent and representative trade union movement challenging the restrictions on trade union freedoms in the country and pressuring for the amendments of the labour legislation to be in conformity with the ILS. The ILO's work supporting independent workers' unions was not pursued, due to discontinued investment and unresponsiveness at the government level.

A key achievement relating to strengthening workers' organizations is the ILO's contribution to the establishment of the first Domestic Workers' Union in Lebanon in January 2015, a first of its kind in the Arab world.

In Jordan, the ILO supported the workers' organizations (mainly the General Federation of Jordanian Trade Unions (GFJTU) and the Federation of Independent Trade Unions in Jordan to agree on common areas concerning the respect of Fundamental Principles and Rights at Work to effectively participate and influence the labour law amendments, the DWCP and implanted policies in view of the ILS and towards the ratification of Convention No. 87.

As a result of the ILO technical assistance, the GFJTU actively participated in the discussions to amend the Jordanian Labour Law. A proposal more in line with the ILS, especially Conventions Nos. 87 and 98, was submitted to the parliamentary committee in charge. They succeeded in increasing annual leave from 17 to 21 days, but the Parliament refused to discuss the articles related to freedom of association. The Federation of Independent Trade Unions in Jordan provided comments on the draft law on freedom of association for public sector workers that were proposed by the Government of Jordan.

The ILO has also assisted the GFJTU and its affiliates in the construction, food processing, packaging and printing, garment and private schools sectors to enhance their organizational capacity and representativeness. The focus was on workers in informality, including migrant workers and refugees, and to effectively engage in sectoral collective bargaining processes through provision of a series of workshops on ILS, occupational safety and health, freedom of association and collective bargaining, basic trade union principles, organizing migrant workers and workers in the informal economy.

### Tripartite social dialogue

The ILO provided technical advisory services aimed at assessing and improving the capacity of social partners to engage in collective bargaining in the garment sector and supported the implementation of a collective bargaining agreement in the garment sector between the employers' and workers' representatives to work together to improve working conditions and strengthen the sector as a whole.

<sup>25</sup> The results mentioned in this paragraph are based on self-reported data. Due to the non-responsiveness of workers' unions (CGTL and FENASOL) to the evaluation, it was not possible to validate the achievements mentioned above.

The ILO conducted preparatory work for the extension of these services to social partners in the pharmaceutical, printing and packaging sectors, as well as construction.

### 5.3.5. Cross-cutting themes

**Finding 11. The evaluation captured efforts undertaken by the ILO to ensure that gender considerations are taken into account in its programming. However, the ILO's gender mainstreaming in Lebanon and Jordan can be improved to ensure that gender mainstreaming is done systematically and that both men and women have equal opportunities to participate and benefit from its projects.**

The evaluation captured that the DWCPs for Jordan and for Lebanon are gender mainstreamed. The focus on women in DWCP for Jordan for 2012–15 was under priority 1 (Decent work opportunities for young Jordanian men and women are expanded through the promotion of better work conditions, non-discrimination and equal rights at work), while in new draft DWCP for 2018–22 it is under priority 1 (Employment creation contributes to economic and social stability at household and community levels). Both DWCPs' log frames have several indicators focusing on gender issues. The focus on women in DWCP for Lebanon in the draft DWCP is under priority 2 (Productive employment opportunities are enhanced, with focus on Lebanese youth employment). Lebanon's and Jordan's DWCPs' log frames have several indicators focusing on gender issues.

In both Lebanon and Jordan, the evaluation captured some specific actions where gender mainstreaming was taken into consideration. However, the gender mainstreaming approach was not systematic throughout the ILO's programming in both countries: the evaluation has not found evidence of gender analysis. Sex-disaggregated data have been collected by projects but have not been reported systematically by all interventions.

In Lebanon, there are currently no projects being implemented by the ILO that specifically target women. However, the evaluation captured that the Labour Force and Households' Living Conditions Survey design included gender-specific considerations such as the household chores, child care, etc. The evaluation observed that there was a lack of evidence of specific actions undertaken by projects in Lebanon to ensure that women's specific needs were explicitly taken into account during projects' delivery. In the absence of women-specific projects or a proper gender mainstreaming approach, the ILO's interventions in Lebanon run the risk of delivering projects that provide unequal opportunities for women and men. In some cases, it was mentioned by ILO staff that projects targeted both men and women, but were having difficulties reaching women beneficiaries, mainly due to cultural beliefs and family structure. Finally, the ILO in Lebanon is not ensuring that gender is taken into consideration through the selection of project areas of work. For example, the EIIP project that is currently being implemented in Lebanon involves construction works. Beyond the choice of sector that is mainly man-dominant, the project aims to involve 10 per cent women and 90 per cent men. The EIIP is an example of a project where gender mainstreaming can be improved.

In Jordan, despite cultural and mind-set barriers towards the issues of gender equality, the evaluation concludes that the ILO worked on policy and grass-roots levels to promote gender equality in Jordan, and was successful in promoting pay equity in the private education sector, reducing structural barriers for women to enter the labour market through promotion of maternity protection, regulating the care economy sector to be more woman-friendly and promoting non-discriminatory protection to all groups of workers, including women and migrant workers, under the signed sectoral collective bargaining agreement in the garment sector. Gender equity seems to be well integrated into pay equity,<sup>26</sup> child labour<sup>27</sup> and domestic workers'

<sup>26</sup> The projects include "Re-valuing women's employment: Implementing equal pay for work of equal value in Jordan"; "Promoting gender equality and women's empowerment in the world of work"; and "Ensuring a Gender-responsive Approach to Decent Work – Jordan".

<sup>27</sup> The projects include "Child Labour-Free Jordan" and "Moving towards a Child Labour-Free Jordan".

interventions,<sup>28</sup> while the Better Work Jordan programme focused on non-discrimination in the workplace and included gender-specific components.

In addition, the ILO has mainstreamed gender equality and non-discrimination throughout its interventions under the Syrian crisis response in Jordan. These include advocating for the Government to facilitate Syrian refugees' access to work and livelihoods through giving them work permits in specified sectors, in line with Jordanian labour regulations and enhancing employment opportunities and livelihoods in Jordanian communities hosting Syrian refugees. Nonetheless, despite exceeding the target of reaching Syrian women refugees under employment-intensive programmes (13 per cent (actual) versus 10 per cent (planned)), limited results were achieved in terms of supporting Syrian refugee women with access to employment, as only 4 per cent of work permits were issued to Syrian women from January 2016 to December 2017.<sup>29</sup> In addition, the gender targets were modest for employment-intensive programmes in comparison with the size of the target group (52 per cent of Syrian refugees are women (Verme et al., 2016)), i.e. the target is 10 per cent women and one of two sectors selected (construction) is more male-dominated.

### 5.3.6. Management arrangements

**Finding 12. Out-posting a DWT specialist in Jordan was found to be an innovative and successful way of increasing the ILO's presence in a non-resident country. However, the ILO's status in Jordan still creates challenges, most notably in terms of funding attraction, recruitment procedures and cost sharing of office costs among the technical cooperation projects. The ILO project office in Amman received good support from the Regional Office, but remains in need of stronger support from the DWT for the Arab States.**

The ILO project office in Amman is not set up as a country office. As a result, not all management and technical functions are available within the office. The ILO, on a global and regional level, is working to obtain recognition of its residency status in Jordan. The last request was submitted to the Government of Jordan in March 2017, but has not yet been approved by the Ministry of Foreign Affairs.

Before 2016, the ILO project office in Amman did not have a Country Coordinator. Following the recommendations of the mid-term review of DWCP for 2012–15, a Country Coordinator was appointed in January 2016. This position was filled by the Skills Technical Specialist out-posted from the DWT in Beirut. The evaluation interviews indicated that the introduction of this post was important, as it unified the position of the ILO in the country, ensured continuity of relationships with stakeholders, and improved synergies among projects.

Although the Country Coordinator position was introduced, it was not given administrative or programming support. The ILO project office in Amman does not have staff members dedicated to monitoring and evaluation, procurement, administration and finance, or communication who are vital for ensuring the application of results-based management programming, coherence across the programme portfolio and visibility of all the work undertaken in the country. The ILO needs a full-time “manager” in Jordan who has the authority to guide and oversee the project managers him/herself. Currently, the Country Coordinator performs two roles:

- (a) representation of the ILO in the country and coordination of programme portfolio (60 per cent of working time); and
- (b) acting as Regional Skills Specialist with backstopping of 16 skills projects in five countries of the region, including Jordan, Lebanon, Yemen, Kuwait and the Syrian Arab Republic (40 per cent of working time). Following his appointment as Country Coordinator in Jordan, the role of Regional

<sup>28</sup> The project is “Improving the Protection of Labour Rights in Jordan”.

<sup>29</sup> Ministry of Labour's Syrian Refugee Unit, Syrian Refugee Unit Work Permit Progress Report, December 2017.

Skills Specialist changed from participating in direct implementation of the skills related projects to the provision of technical inputs during the design/implementation of the projects.

In terms of management structure, the project office in Amman is composed of a Country Coordinator and a Syrian Refugees Crisis Response Coordinator, who are supported by five project managers, 35 project staff members and 50 consultants. The project office has only one staff position (Country Coordinator, P5) funded by Regular Budget funds, while all other project managers are budgeted through TC projects including the Syrian Refugees Crisis Response Coordinator (P3 then P5). Despite the increased ILO presence during the DWCP implementation in Jordan, there was no increase in ILO staff, which created an insufficiency of resources for administration, finance and human resources-related work.

The current configuration of the project office in Amman has negative implications in terms of ability to effectively mobilize resources. Compared with the ILO in Turkey, which was able to use the Programme of Support to attract funding from the EU financial instruments focusing on refugees (e.g. EU Regional Trust Fund in Response to the Syrian Crisis),<sup>30</sup> the project office in Amman was not able to do it because of its non-resident status.

The project office in Amman has benefited from the strong and continuous support of the Regional Director and the Deputy Regional Director. In view of interviewed ILO staff in Jordan, this has been an important element of the achievements in Jordan. Their support empowered the field team to expand activities and allowed for the necessary networking at a higher level.

On a whole, the experience of Jordan has again confirmed the findings from the high-level evaluation of the ILO's field operations and structure (ILO, 2017a) and the high-level evaluation of the technical cooperation strategy (ILO, 2015). Those evaluations found that out-posting a DWT specialist to a country position can be an innovative and successful way of increasing the ILO's presence in a non-resident country.

However, this evaluation also reconfirmed the finding of field operations and structure evaluation, which mentioned that some stakeholders reported the need for greater coordination between headquarters, ROAS, DWT and in-country activities. These stakeholders reported receiving inconsistent advice and guidance in relation to procedures for purchasing supplies, late or lack of response from DWT, and overly lengthy recruitment processes. Indeed, below is a sample of the comments that reflect the insufficient and fragmented collaboration received by ILO Amman from the ROAS DWT:

- (a) "They (DWT) usually provide the recommendations which either lack practicality or are not adjusted to the country context."
- (b) "DWT is overwhelmed as it is covering 12 countries in the Arab States region... They would like to work on the business-as-usual model but cannot work like that in a crisis situation."

On the whole, evaluation concludes that the recruitment system does not deliver the right set of talents for projects in a timely manner and puts an undue burden on a limited number of staff who are handling multiple projects at the same time. The findings from this HLE concur with the findings and recommendations from the 2015 HLE on Technical Cooperation and the independent evaluation of the ILO's field operations and structure 2010–16 that the "ILO should find ways to invest in "country managers" in non-resident member States with large TC portfolios" (ILO, 2017a, p. 65).

### 5.3.7. Monitoring and evaluation

**Finding 13. Monitoring, reporting and self-evaluation are not done systematically in the countries evaluated, which represents a missed opportunity for projects to capture progress and to optimize learning and results achievement.**

<sup>30</sup> Available from [https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/syria/madad\\_en](https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/syria/madad_en) (accessed 17 September 2018).

Monitoring and evaluation in the Arab Region is covered through a variety of streams. The evaluation captured six different reporting lines, i.e. reporting (a) to CPOs through PIRs; (b) on DWCP; (c) to donors; (d) on the 3RP, Jordan Response Plan and Lebanon Crisis Response Plan; (e) on UNDAF (UNSF for Lebanon); and (f) ad hoc requests from ILO headquarters. Interviews with ILO staff showed that the reporting is in general labour-intensive and time-consuming.

In addition to the multiplicity of reporting streams, the evaluation captured an impression within project teams that, by reporting on CPOs within PIRs, accountability is fulfilled. This can be problematic because PIRs are reported directly by country staff, and self-reporting is not an optimal tool to ensure quality and internal and external accountability. Desk review also revealed that the reporting in investment programmes and PIRs under different CPOs vary in quality and, in most cases, it is more activities-based rather than results-oriented. Finally, PIRs do not report on good practices, underachievements and lessons learned.

In terms of evaluation, the ILO ROAS office employs one Regional Evaluation Officer, covering all evaluations conducted in the region. The ILO's Policy on Evaluation establishes a set of minimum requirements that depend on the project budget and duration, ranging between the conduct of self-evaluations, internal evaluation and independent evaluations (see table 5.4).

Given the small size of most projects covered by this evaluation, only few of them have a requirement to conduct a final independent evaluation. In preparation for the conduct of this evaluation mandate, the evaluation team requested a list of all evaluations for projects that were implemented from 2014 to 2018.

Of 58 projects covered during the period of this evaluation, the evaluation team received a total of nine evaluation reports. Table 5.5 provides the number of self-evaluations, internal evaluations and independent evaluations conducted from 2014 to June 2018. It can be observed that – compared with other regions – the ROAS is on track in terms of internal and independent evaluation, with some evaluations being finalized. Except for the Asia Region, self-evaluations for smaller projects (under US\$500,000) rarely take place and, if they are carried out, they are not systematically captured in the Evaluation Office's central database (i-eval Discovery), which represents a missed opportunity for learning from smaller projects not requiring internal or independent evaluation.

Table 5.4. ILO policy requirements for project evaluations (minimum requirements)<sup>31</sup>

Project US\$	Under 18 months	18 to 30 months	Over 30 months	Multiphase projects
Over 5 million	Initial M&E appraisal by EVAL see Evaluation Tool: M&E plan appraisal tool, independent Mid-term and Final independent, Recommended: evaluability assessment	Initial M&E appraisal by EVAL, annual review, independent mid-term and final independent. Recommended: evaluability assessment	Initial M&E appraisal by EVAL, annual review, mid-term independent, final independent. Recommended: evaluability assessment	Once project has passed the various time thresholds, the requirement for that timeframe kicks in
1 million to 5 million	Final independent evaluation	Mid-term (self or internal) & final independent evaluation	Annual review, midterm (self or internal), final independent evaluation	Once project budget reaches US\$ 1 million an independent evaluation is required
500,000 to 1 million	Final internal evaluation	Annual review, final internal evaluation	Annual review, midterm internal, final internal evaluation	--
Under 500,000	Final self-evaluation	Annual review, final self-evaluation	Annual review, midterm self, final self evaluation	--

<sup>31</sup> ILO, 2017b.

Table 5.5. Number of self-evaluations, internal evaluations and independent evaluations from 2014 to June 2018

	Self-evaluations due	Self- completed	Internal evaluations due	Internal completed	Independent evaluations due	Independent completed
Africa	134	0	59	29	105	66
Americas	58	0	14	10	35	24
Arab States	51	0	15	14	14	14
Asia	174	97	55	47	95	84
Europe	35	0	14	10	13	13

The evaluation assessed reporting on DWCPs in Jordan, and captured an imbalance, starting from 2015, of the reports on decent work, i.e. most of the reports are focused on Syrian refugee crisis neglecting the other areas of ILO work in the country including migrant workers, child labour, youth, working conditions, etc.

#### 5.4. EFFICIENCY

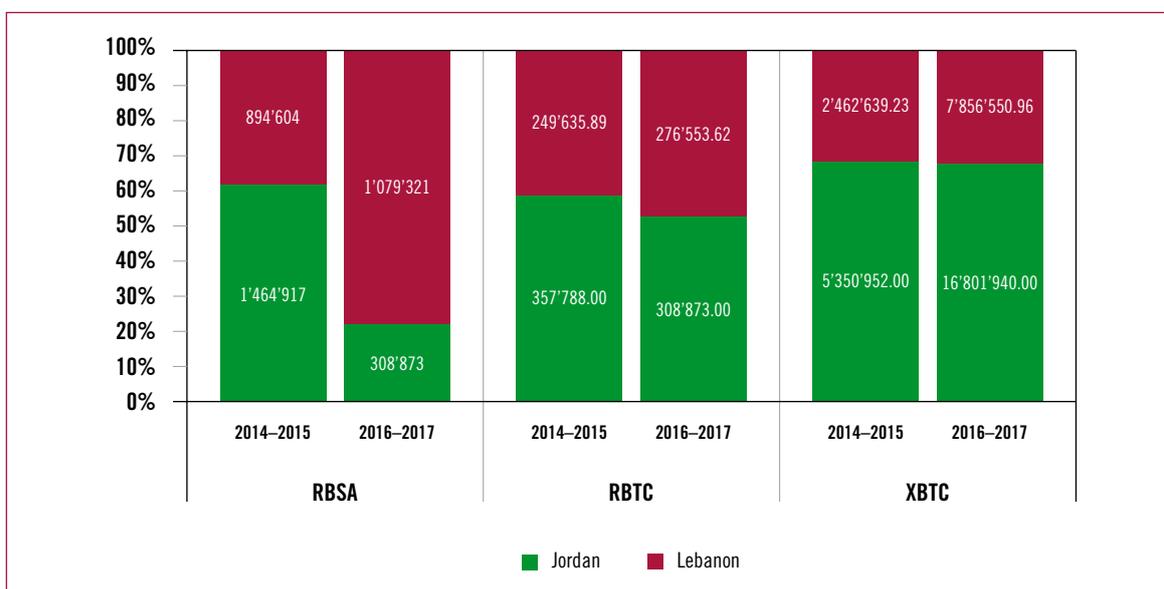
**Finding 14. The evaluation observed fluctuation in the ratio of delivery rates in Lebanon and a good absorption rate in Jordan.**

Efficiency can usually be measured through various indicators, such as the adequacy of resource allocation with respect to project needs, or the delivery rates on termination of implemented project activities. A comprehensive picture of resource allocation for Lebanon and Jordan was not possible because the current reporting system does not track Regular Budget expenditures in a systematic fashion.

The ILO Budget Department and the ROAS team in Lebanon provided a summary of expenditures recorded for Lebanon and Jordan's budget allocations in the reference period.

Figure 5.2 shows expenditures for Lebanon and Jordan for RBSA, RBTC and XBTC, and summary of expenditures recorded for budget allocations.

Figure 5.2. RBSA/RBTC/XBTC expenditures per biennium (US\$) in Jordan and Lebanon



In Lebanon, it can be observed that RBSA increased by 21 per cent between the two biennia,<sup>32</sup> RBTC increased by 11 per cent and XBTC increased by 219 per cent. In Jordan, it can be observed that RBSA decreased by 15 per cent, RBTC decreased by 14 per cent, and XBTC increased by 214 per cent. This increase in XBTC funds can be attributed to the London Donor Conference (2016) and its ensuing pledges to “Supporting Syria and the Region”,<sup>33</sup> where donors – the six largest were the European Union, United States, Germany, the United Kingdom, Norway and Japan – committed to provide US\$12 billion in pledges – US\$6 billion for 2016 and a further US\$6.1 billion for 2017–20 to enable partners to plan ahead. In both Lebanon and Jordan, the analysis of financial data suggests that the biggest share of funding comes from XBTC (on average 80 per cent) and the smallest from RBTC (on average 3 per cent).

The expenditure per CPO in Lebanon shows that the biggest expenditures in two biennia were under LBN101 (US\$ 5.5 million, mostly represented by “Creating Decent Work Opportunities for Syrian Refugees and Host Communities Through Infrastructure Improvement in Lebanon”); LBN103 (US\$2.3 million, primarily “Towards improved formal and non-formal TVET in Lebanon”); and LBN152 (US\$1.39 million, relating to “Labour Force and Households’ Living Conditions Survey 2014 (LFHLCs)”, “Supporting National Action to Combat the Worst Forms of Child Labour in Lebanon”, “Tackling child labour among Syrian refugees and their host communities in Jordan and Lebanon” and “Combating the Worst Forms of Child Labour among Syrian Refugees and Host Communities in Lebanon”).

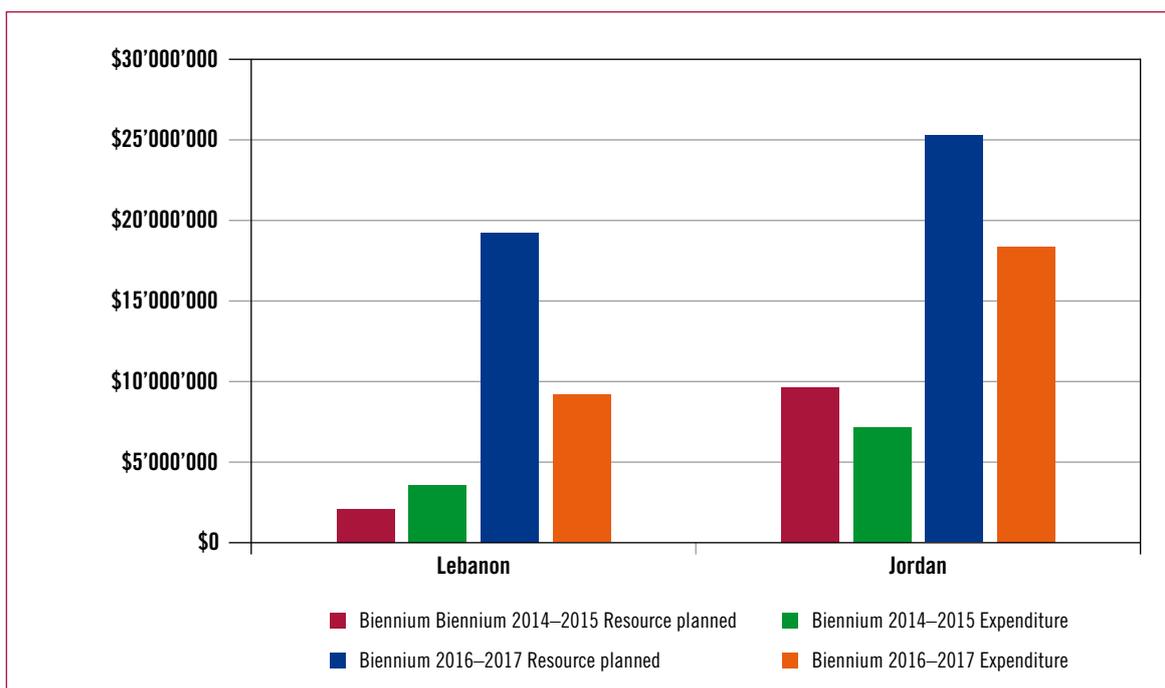
The expenditure per CPO in Jordan shows that the biggest expenditures in two biennia were under JOR109 (US\$ 13.23 million, mostly represented by “Employment intensive programmes for Jordanians and Syrian refugees”, “Job creation for Syrian refugees and Jordanian host communities through green works in agriculture”, and “Supporting the strategic objectives of the London Syria Conference 2016, Phase 1 and Phase 2”); JOR153 (US\$3.18 million, primarily “Moving towards a Child Labour Free Jordan project”); JOR102 (US\$2.94 million, largely “Better Work Jordan Phase II”); and JOR127 (US\$2.25 million, “Better Work Jordan Phase I and Phase II”).

In assessing the extent to which the ILO ROAS implemented its activities along approved budget lines, figure 5.3 showcases fluctuation in the ratio of delivery rates in Lebanon and a good absorption rate in Jordan. In Lebanon, the 2014–15 biennium’s expenditures (excluding Regular Budget) were higher by 68 per cent than the resources planned. This can be attributed to funding received for unplanned projects, due to the Syrian crisis response and the London Conference pledges. The 2016–17 biennium’s expenditures represent only 48 per cent of the planned resources. This may be attributed to delays that the ILO in Lebanon incurred in implementation of two sizeable projects in Lebanon (labour force survey and EIIP). The ILO project office in Amman implemented its activities along approved budget lines, where the overall utilization rate was quite high in each biennium, i.e. 74 per cent in the 2014–15 biennium and 73 per cent in the 2016–17 biennium.

<sup>32</sup> RBSA was used to fund a rural development project targeting both Syrians and host communities. Because of this project, the ILO was able to position itself as a key player in the response to the Syrian refugee crisis. This, ultimately, led to an increased presence in the response to the Syrian refugee crisis.

<sup>33</sup> Available at <http://webarchive.nationalarchives.gov.uk/20180313172041/https://www.supportingsyria2016.com/> (accessed 17 September 2018).

Figure 5.3. Comparison of disbursement against planned sources, per biennium, per country



### Synergies

**Finding 15.** There are examples of synergies within the ILO programme and with the work of other agencies in each country, including UN partners, national governments, local municipalities and unions. However, in general, coordination among ILO initiatives in Lebanon and Jordan was limited, perhaps because of the ILO project office in Amman's configuration and authority. Also, synergies between ILO regions – e.g. between Lebanon and Jordan with Turkey, which has also received refugees – were not explored to their full potential.

Synergies between the ILO in Lebanon and Jordan and other UN agencies were captured through projects and partnerships between the ILO and UNDP, the United Nations Children's Fund (UNICEF) and the Food and Agriculture Organization of the United Nations (in Lebanon); and UNHCR and UNICEF (in Jordan). The evaluation also captured strategic partnerships with local institutions – including the national Government, local municipalities and unions – where the ILO is ensuring that tripartite constituents were both beneficiaries and key actors. The ILO's work has also been complementary with the work of partners both from inside the UN as One Agenda and outside the UN system.

Synergies among ILO initiatives in Lebanon and in the region were, however, limited and can be improved. Limited evidence is available on the synergies among ILO initiatives in Jordan and Lebanon with other countries in the region. The review of the technical cooperation portfolio shows that, of 69 projects implemented in Lebanon and Jordan during 2014–17, there are only one global and five regional projects. Indeed, many ILO staff and tripartite constituents' interviewees indicated that synergies were not explored to their full potential and can be further developed among the ILO's projects between Lebanon and Jordan, and with ILO's projects in Turkey.

## 5.5. LIKELIHOOD OF IMPACT

**Finding 16.** The ILO's work in Lebanon and Jordan has a mixed potential for impact in terms of legal and institutional change and in terms of capacity development of tripartite constituents. The potential for impact of the ILO's work in terms of employment, decent work and enterprise development is positive.

### 5.5.1. Legal and institutional change

In Jordan, the ILO's potential for impact can be seen in the areas of combating child labour and advancing social protection, where the Government has extended the National Framework to Combat Child Labour (NFCL) 2011–16 to all 12 governorates, and passed a new Juvenile Law in 2014. The Government of Jordan also adopted a new Jordanian Social Security Law No. 1 (2014) and ratified the Social Security (Minimum Standards) Convention, 1952 (No. 102).

In Lebanon, the ILO's impact in terms of policy change was visible in the adoption of national measures that combat child labour. However, in some other areas of work, the ILO's interventions have not yet reached a stage where the potential for impact and sustainability is strong, due to a variety of external and internal factors. Beyond ministerial decrees that are temporary, advocacy efforts in Lebanon have not been conducive to policy change. On the ILO's work relating to labour inspection, and in the absence of substantive investments from the MoL to increase staff capacities, there is not a strong potential to generate long-term and sustaining results.

### 5.5.2. Capacity development of tripartite constituents

The ILO's capacity development of tripartite constituents has a mixed impact. In Lebanon, support provided to unions that aim to protect migrant workers and capacity development activities conducted with workers' and employers' representatives enhanced their capacity to better respond to the needs of their members. However, the ILO's work relating to social dialogue is undermined by the non-supportive political context and the unwillingness of tripartite stakeholders to work together.

In Jordan, in the area of social dialogue, a sector-wide collective bargaining agreement was extended to the garment sector, of which 80 per cent of all workers are migrant workers. The first collective bargaining agreement was signed in 2013 and renewed again in 2015. A new Collective Agreement and Unified Contract has been in place in the private education sector since February 2017. It is effective as of September 2017 and it guarantees coverage over the holiday period and compensation above the minimum wage for 37,000 private schools teachers, the majority of them women. The "Stand Up with Teachers" campaign expanded to three governorates with an increase of the number of teachers' complaints. Garment industry stakeholders negotiated and renewed the garment sector collective bargaining agreement in March 2017. About 70 per cent of participating factories have active bipartite committees.

### 5.5.3. Employment, decent work and enterprise development

The ILO's work in Lebanon in terms of enterprise development and value-chain development activities has a good potential for impact in terms of improving working conditions within enterprises and productivity, increased compliance with ILS, and linkages between local farmers and international buyers. Pending changes to the design of the ILO's EIIP work, the potential for generating sustainable impact in terms of response to the Syrian refugee crisis is mixed.

In Jordan, a National Strategy for the Jordanian Garment Industry was developed. The ILO also supported government, workers' unions and employers' organizations in addressing youth employment issues, such as improving informal apprenticeship systems and building the capacity of micro, small and medium-sized enterprises. The ILO also contributed to fostering an entrepreneurial culture in Jordan by promoting entrepreneurship education among youth. The ILO supported an integrated approach for upgrading the informal economy in Jordan, with the aim of addressing the structural challenge of weak labour market governance leading to informality, which has been exacerbated by the influx of Syrian refugees in Jordan. The ILO successfully advocated for changes in the regulatory environment to facilitate access of Syrians to work permits – six decrees were passed in 2017, based on evidences and proposals generated by the ILO.

The ILO's impact in terms of enhancing the access to the labour market for women is low, and the labour market remains significantly unequal.

#### 5.5.4. Coordination

**Finding 17. The ILO in Lebanon and Jordan is contributing to the coordination of tripartite partners and national and international partners. Nevertheless, there is room for improvement of internal coordination among ILO projects and further strengthening of tripartite mechanisms at the national level.**

Evaluation interviews in the course of the HLE demonstrate that the ILO has succeeded in building good partnerships with MoL in Lebanon and Jordan. A phrase repeatedly brought up during the interviews was “ILO has good relations with MoL, better than any other development actor present in the country... ILO is very close to the MoL and it values its technical expertise.” The ILO has also maintained partnerships with other government ministries since 2014, such as the Ministry of Planning, Ministry of Social Development, Ministry of Education (Jordan), and the Ministry of Social Affairs (Lebanon).

The overall coordination of the projects implemented in Lebanon was ensured through the ILO's involvement in a variety of working groups. For example, in Lebanon, the ILO is represented in the Livelihood Working Group, created an advocacy working group on the access rights for the Syrian refugees in Lebanon, and proposed advocacy messages supporting other UN agencies on delivering a common message in dealing with the tensions in Lebanon relating to competition on access to work. The ILO is also part of the Livelihoods Coordination Sector, co-led by the ILO and the UNDP, and provides support to the National Steering Committee to Combat Child Labour.

In Jordan, coordination with the tripartite constituents has been done through two main channels: (a) the DWCP Tripartite Committee; and (b) technical cooperation projects where the tripartite constituents have been either members of the Steering Committees and/or one of the implementing partners. Tripartite dialogue was featured most recently during the drafting of the DWCP 2018–22. Since 2014, new partners have been incorporated into dialogue through the Livelihoods Task Force. This brings together all NGOs and UN agencies working toward the employment of Syrian refugees. Nevertheless, the activeness of the DWCP Tripartite Committee should be further improved, as the meetings were not conducted regularly<sup>34</sup> and the Committee's oversight role of the programme and in M&E should be further reinforced as the achievements under different priority areas have not been discussed and shared systematically. Further work is also needed to collect and streamline data from various employment projects. Further capacity building could benefit social partners and help them raise concerns in an effective manner. When it comes to the projects when the constituents are not directly involved in the implementation but serve as members of the steering committees, in some cases they claimed that they did not have updated information about projects status as usually steering committees meetings were held at the beginning and at the end of the project. At the same time, the ILO project office in Amman is actively engaged in dialogue and coordination with UN agencies and other organizations (including the UN Country Team in Jordan, Secretariat of the Jordan Response Plan Livelihoods Taskforce and the Livelihoods Working Group<sup>35</sup>).

Coordination among ILO projects within each country can, however, be improved, for example under the Germany-funded project “Employment-intensive programmes for Jordanians and Syrian refugees” (components on infrastructure and work permits) or under EU–ILO collaboration in the monitoring of labour aspects in the implementation of the EU's rules of origin initiative for Jordan (components implemented by Syrian crisis response team and the Better Work Jordan programme). Another example from Lebanon includes the coordination of surveys to inform different projects and advocacy efforts undertaken by the ILO.

<sup>34</sup> They were planned to be held monthly but were conducted every three to five months.

<sup>35</sup> The Livelihoods Working Group is a part of the inter-sector coordination for the refugee response, with more than 150 members from UN agencies funds and programmes, NGOs, donor countries and private sector representatives.

**Finding 18. Knowledge generation is seen as a value added of the ILO, but can be improved in terms of knowledge sharing, visibility and branding.**

#### 5.5.5. Knowledge generation and sharing

The ILO is seen as an agency that conducts research and generates data that fill a gap in countries that lack a statistical culture. Beyond its strength in knowledge generation, knowledge dissemination and sharing can be improved. Indeed, several non-ILO interviewees recognized the strength of the ILO in conducting surveys and research that are highly relevant. However, the evaluation captured a common perception of the ILO as being a successful agency in conducting studies, “sitting on big amounts of knowledge”, but that is not giving enough visibility and branding to its work, and not always translating it into action.

The interviews with tripartite constituents gave a mixed picture in terms of the knowledge sharing by the ILO. Government agencies consider that the ILO is the most transparent agency and proactive in information sharing in comparison with other development actors. On the other hand, the social partners reflected that they do not have a full picture about the ILO portfolio in the country and knowledge sharing does not happen in a systematic way. However, representatives from tripartite partners have a consensus that their views are regularly solicited for purposes of report writing and evaluations, but the final reports and documents are not always shared with them, especially when conducted from headquarters.

## 5.6. SUSTAINABILITY

**Finding 19. The sustainability of the ILO’s work is dependent on internal and external factors such as strategic vision and addressing long-term issues, political will and momentum, and funding mobilization and the willingness of donors to fund long-term transformative projects rather than short-term ones.**

For the purpose of improving the participation of men, women and youths in the labour market, the sustainability of the ILO’s work depends on the extent to which the ILO responds strategically to a quickly changing labour market, while ensuring the coherence of its interventions, a strategic vision and addressing long-term issues such as employment creation, entrepreneurship and economic development. The insufficiency of the creation of employment opportunities and the mismatch of education and labour market needs are also seen as some of the main challenges related to the sustainability of labour market reform and employment in Lebanon and Jordan.

Sustainability of the ILO’s work in terms of social dialogue and policy advocacy are highly dependent on external factors such as political will and institutional capacity, as well as momentum. The comparison of country cases for Lebanon and Jordan indicates that the ILO’s work in terms of advocacy and social dialogue showed results only in the cases, or for the periods of time, when the political will of the governments triggered the desired results.

In all cases, the sustainability of the ILO’s work is also dependant on the extent to which its interventions are part of a comprehensive, regional vision towards which several UN actors aim collectively.

Overall, resources were mobilized by ILO headquarters, the ILO ROAS and the ILO project office in Amman. In spite of the number of big successes in terms of resource mobilization in responding to the Syrian refugee crisis, there are some areas where the ILO has not succeeded in attracting funding, such as child labour, gender, migration, youth and social dialogue, mainly due to donors’ lack of interest in funding these areas of work.

The ILO ROAS has a resource mobilization strategy that aims to “support the ILO’s efforts to raise the funds needed to promote decent work in the Arab States, while taking into account the volatile context in the region, and the need to respond to humanitarian crises immediately as they emerge in fragile conflict-

affected countries”.<sup>36</sup> The region’s success at mobilizing resources for the Syrian refugee crisis led to a larger monetary portfolio for the Syrian refugee response vis-à-vis that for other national development goals. This exacerbated the challenge of finding the right balance between the two.

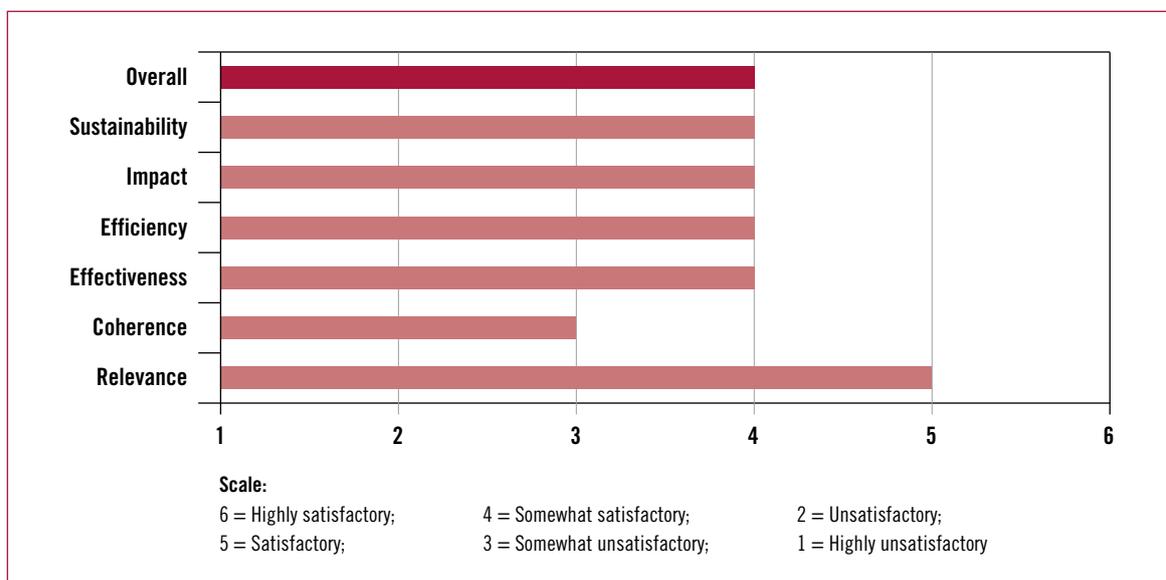
The ILO office in Amman does not have a stand-alone donor strategy. The resource mobilization strategy document successfully identified challenges that the ILO might face in its resource mobilization and drafted an action plan to mitigate some of the potential roadblocks. Identified challenges include “Insufficient focus at the country level”.

Indeed, as mentioned in the coherence section, the ILO’s interventions in Lebanon and Jordan somehow lack a strategic vision and a theory of change, a common thread that identifies the main long-term changes that the ILO is trying to achieve, and the means that are allocated to meet these goals. This makes it difficult for development partners to easily recognize the ILO as the go-to agency for specific themes or areas of work, and may represent a challenge for the ILO to maintain focus, and avoid dispersion and dependence on donor preferences, which are determinants to the ILO’s potential for impact and sustainability.

## 5.7. OVERALL PERFORMANCE

The overall scoring of the ILO’s performance in the subregion was made by the Team Leader and was informed by a review of documents, field missions, case studies and the results of web-based surveys of ILO stakeholders see figure 5.4.

Figure 5.4. Evaluation criteria rating



<sup>36</sup> ILO (2015). Resource Mobilization Strategy of the ILO Regional Office for Arab States. 2016–2017. DRAFT – November 2015.

## 6. CONCLUSIONS AND LESSONS LEARNED

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The ILO operated in a difficult and complex context but managed to work positively with its tripartite constituents and implementation partners in both Lebanon and Jordan.

Overall, Jordan and Lebanon have made significant progress in their promotion of decent work. Good progress was achieved in employment and social protection areas, and less in the promotion of non-discrimination, including gender non-discrimination, the formulation of fair migration policies, improvement of working conditions, youth employment promotion and social dialogue.

The ILO has been challenged to develop a unified approach to decent work programming. Neither Lebanon nor Jordan is a party to the United Nations Convention relating to the Status of Refugees 1951 (ratified by 145 countries) or its 1967 Protocol. Moreover, Lebanon has not adopted any domestic legislation specially addressing the status of refugees. Therefore, the Regional Office has worked to ensure that the ILO policies and programmes addressing the Syrian refugee crisis, were as inclusive as possible of national constituents' needs.

In assessing relevance, it was observed that the unpredictability of programme funds constrained the possibility of defining and implementing strategic priorities with a medium- to long-term vision. This may result in a lack of continuity across thematic areas over time, which would negatively influence the relevance, effectiveness and sustainability of initiatives.

The evaluation noted that the ILO was initially slow to respond to the Syrian refugee crisis due to a variety of factors. The initial absence of a systematic approach in setting up ILO activities in a context of fragility is one of the main causes of such difficulties. Also, the uncertain national political will required to address the Syrian refugee crisis has had a negative impact on the ILO's response.

On the whole, the experience of Jordan has again confirmed the findings from the high-level evaluation of the ILO's field operations and structure, and the high-level evaluation of the technical cooperation strategy. Those evaluations found that out-posting a DWT specialist to a country position could be an innovative and successful way of increasing the ILO's presence in a non-resident country. It has enabled the ILO to play a prominent and useful role within the UN and "One UN" in Jordan. It has also enabled the Organization to leverage access to programme resources. However, there is scope for the ILO project office in Amman to improve the administrative or programming support in Jordan, as well as the coordination among ILO initiatives in the country.

Insufficient monitoring and reporting, and gaps in self-evaluations, limit informed strategic management, institutional learning and accountability. They affect institutional memory and knowledge sharing, constraining the possibility to inform public debate on the ILO's experience on the ground, which is a key feature of a corporate strategy of an international knowledge network and knowledge broker.

The lessons that were learned from the evaluation show that a crisis requires decisive action at an early stage to clarify response priorities. Once clarified, facilitating processes can be adopted to adequately address the crisis, including the strategic use of unearmarked RBSA to leverage funding. Advocacy was also among the interventions that was seen as having a good potential for positive impacts. However, that potential is contingent on momentum, decision-makers' engagement, public mobilization, etc.

## 7. RECOMMENDATIONS

The evaluation team developed a total of seven actionable recommendations that are based on this evaluation's findings. Recommendations are addressed to ILO headquarters, ILO ROAS and project teams, international donors, the national tripartite partners, and UN agencies and partners. They are based on the findings of the evaluation and are articulated in order to improve the design, effectiveness, efficiency and sustainability for the preparation of further projects. Recommendations are intended to be constructive and future-oriented, facilitating a smooth development and improvement of the project's goals and functions.

**Recommendation 1: The ILO needs to further position itself – in partnership with other UN agencies – to help governments to establish national policies and action plans which are inclusive and also extend protection and employment to refugees.** The ILO's work should reflect a coherent vision and strategy that is adaptive to quickly changing needs. This strategy should unfold at all levels, including programming and resource mobilization for each country, in line with the DWCPs, with clear descriptions of priority areas for fundraising per year. The strategy should aim to ensure short-term humanitarian needs and longer term. Structural needs related to decent work are addressed in a balanced manner.

Responsible unit	Priority	Time implication	Resource implication
Deputy Director-General (DDG)/ Field Operations and Partnerships (FOP), DDG/Policy Development Section (POL), ILO headquarters, ILO ROAS, ILO in Jordan, Donors' Community	High	Long-term	Medium

**Recommendation 2: The ILO should better codify and clarify the organizational presence and structure of the ILO project office in Amman.** Improved management structures and a clear modus operandi would enable the ILO to manoeuvre with political challenges and ensure smooth implementation of the programme portfolio in non-resident countries.

Responsible unit	Priority	Time implication	Resource implication
DDG/FOP, DDG/Management and Reform (MR), ILO ROAS, ILO project office in Amman	Medium	Long-term	Low

**Recommendation 3: In situation of crisis, the ILO's position in addressing the crisis should be made at an early stage, clarifying the response priorities and adopting facilitating processes to adequately address the crisis.** Systematically assessing needs, and developing set-up guidelines and more efficient mobilization of human resources are good strategies for interventions in the context of fragility.

Responsible unit	Priority	Time implication	Resource implication
DDG/MR, DDG/FOP, ILO ROAS	Medium	Long-term	Medium

**Recommendation 4: The ILO should facilitate the translation of its stock of knowledge into action by enhancing the visibility and branding its intellectual work.** Knowledge generation is seen as a value added of the ILO. The evaluation captured a common perception of the ILO as being a successful agency in conducting studies, "sitting on big amounts of knowledge". Steps should be taken to use this knowledge to leverage action.

Responsible unit	Priority	Time implication	Resource implication
DDG/POL, ILO ROAS	Medium	Medium-term	High

**Recommendation 5: The ILO should further strengthen its results-based management system and risk management practices and capacities by upgrading data collection and M&E systems.** DWCPs should have comprehensive outcome monitoring frameworks and should make explicit major assumptions or risks that underpinned their design.

Responsible unit	Priority	Time implication	Resource implication
Strategic Programming and Management Department (PROGRAM), ILO ROAS, tripartite constituents	High	Medium-term	High

**Recommendation 6: In Lebanon and Jordan, the ILO should ensure that gender mainstreaming is systematic across all projects.** This could be accomplished by developing an integrated gender strategy for the countries to guide the policy-oriented dialogues with the decision-makers and collaboration with the partners, and to ensure that men and women are equally benefitting from its interventions.

Responsible unit	Priority	Time implication	Resource implication
DDG/POL, ILO ROAS, tripartite constituents, other UN agencies and partners	High	Medium-term	Medium

**Recommendation 7: The ILO should pay greater attention to the sustainability of structures and initiatives it creates.** Sustainability concerns should be integrated more effectively into the DWCP's planning and monitoring processes. This could be accomplished by developing a sustainability plan for

the Decent Work Agenda, elucidating the ILO's and tripartite constituents' commitments to ensure the sustainability of interventions.

Responsible unit	Priority	Time implication	Resource implication
ILO ROAS, tripartite constituents, development partners	Low	Long-term	Low



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## APPENDIX I. TERMS OF REFERENCE

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**DRAFT – Terms of Reference Independent Evaluation of The Independent Evaluation of ILO’s Work in Lebanon and Jordan in terms of Decent Work and the Response to the Syrian refugee crisis**

### INTRODUCTION

In November 2017, the ILO’s Governing Body approved EVAL’s rolling workplan for 2018 which included an independent evaluation of a cluster of ILO Decent Work Country Programmes (DWCP) supported by the Regional Office for the Arab States.

Following a review of resources allocation in the region and consultation with the Regional Office it was decided that the main focus of the evaluation would be on the ILO’s Decent Work agendas in Lebanon and Jordan with an emphasis on the response to the Syrian refugee crisis<sup>37</sup>. According to the status of Decent Work Country Programme development in the Arab States region, as of 31 August 2017, both countries are in the process of developing Decent Work Country Programmes (DWCP).

The evaluation will inter alia examine how the Regional Office is allocating DWCT and CO resources (organizational effectiveness and accountability) to support the ILO’s development focused and employment-driven strategy to support host communities and refugees. A brief description of the strategy can be found in the following section on context.

The evaluation will adhere to ILO’s evaluation policy and its evaluation protocol for DWCPs which conform to the UN System Evaluation Norms and Standards and apply OECD/DAC Evaluation Quality Standards. The evaluation should address the OECD DAC evaluation criteria such as relevance, effectiveness, efficiency and sustainability.

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<sup>37</sup> According to UNHCR, the number of refugees fleeing the conflict in Syria to neighbouring countries has passed four million. This figure comprises 1,805,255 Syrian refugees in Turkey, 249,726 in Iraq, 629,128 in Jordan, 132,375 in Egypt, 1,172,753 in Lebanon, and 24,055 elsewhere in North Africa.

## BACKGROUND AND CONTEXT

In 2013, the ILO conducted a High-level Evaluation (HLE) of the ILO's Decent Work Country Programmes, Strategies and Activities in Lebanon, Jordan and the oPt.<sup>38</sup> The report contained a recommendation for the Regional Office to:

Develop and share the ILO's strategy to address the issue of Syrian refugees in Jordan and Lebanon: The political instability in the region and the resulting changes in the priorities and concerns of constituents is a challenge. At the same time, the movement of refugees is a reality that needs to be taken into account in future DWCPs. As the Office of the United Nations High Commissioner for Refugees (UNHCR) suggests, Syrian refugees in camp as well as non-camp settings need long-term support in employment and income generation. The ILO has considerable experience and expertise in crisis interventions and these should be considered in the development of a strategy to address the needs of Syrian refugees.

At about the same time that the ILO was conducting its HLE (March 2012), the first multilateral Regional Response Plan was issued. After two iterations, that plan has evolved into today's Regional Refugee Response and Resilience Plan (3RP). The 3RP is a country-driven, regionally coherent plan to address refugee protection and humanitarian needs. At the same time, it builds the resilience of vulnerable groups and impacted communities and strengthens the capacity of national delivery systems in the five most affected countries neighbouring Syria.<sup>39</sup>

In response to that HLE recommendation, and within the framework of the 3RP, the ILO has adopted a development-focused and employment-driven strategy<sup>40</sup> to support host communities and refugees. The ILO strategy builds on its core mandate to promote employment, social dialogue, social protection and rights at work through three key pillars:

- 1) Contributing to building the resilience of host communities and refugees by enhancing access to employment opportunities and livelihoods;
- 2) Strengthening institutional capacities and coordination to eliminate child labour, and;
- 3) Supporting evidence-based policy development to ensure an employment-rich national response, embedded in the principles of decent work.

The strategy described above is firmly anchored within the broader institutional refugee response policy framework outlined in the ILO's 2016 *Guiding Principles on the Access of Refugees and other Forcibly Displaced Persons to the Labour Market*.<sup>41</sup> The guiding principles were a response to the decision taken by the ILO Governing Body at its 326th Session (March 2016). Developed by a tripartite committee, they provide a framework for policy and interventions that is aligned with International Labour Standards and existing good practices.

Also in 2016, the United Kingdom, Germany, Kuwait, Norway and the United Nations hosted a Syria Donor Conference in London, where members of the international community came together and pledged their support for Syria and the region. During the conference, Jordan secured pledges for \$1.7 billion in grants and concessional financial support for its Syria refugee (national) response plan, as well as pledges to simplify the rules of origin to export to the European market.<sup>42</sup>

<sup>38</sup> Independent evaluation of the ILO's strategy to promote decent work in the Arab region: a cluster evaluation of Jordan, Lebanon and the Occupied Palestine Territory: 2008–2012 / International Labour Office – Geneva: ILO, 2013.

<sup>39</sup> 3RP Regional Refugee & Resilience Plan 2017–2018. Regional Strategic Overview.

<sup>40</sup> The ILO Response to the Syrian Refugee crisis March 2017 Update.

<sup>41</sup> [http://ilo.org/wcmsp5/groups/public/@ed\\_protect/@protrav/@migrant/documents/genericdocument/wcms\\_536440.pdf](http://ilo.org/wcmsp5/groups/public/@ed_protect/@protrav/@migrant/documents/genericdocument/wcms_536440.pdf).

<sup>42</sup> The Jordan Compact: A New Holistic Approach between the Hashemite Kingdom of Jordan and the International Community to deal with the Syrian Refugee Crisis.

The plan, known as the Jordan Compact, placed job creation for Syrian refugees and members of the Jordanian host communities at the centre of its vision. The ILO has established a strong Programme of Support to the Jordan Compact that relies on three pillars tackling short-term and long-term challenges of the Jordanian labour market:

- 1) Improved governance for greater compliance to decent work principles;
- 2) Private sector support to allow companies to take advantage of the new trade agreement; and,
- 3) Immediate job creation.

## XBTC PORTFOLIO

In terms of resources, the ILO has allocated so far approximately US\$ 40 million in response to the crisis, combining its own resources and project funding from partners. Under the Syrian 3RP, the ILO is seeking additional funding of US\$ 35.5 million for 2017–18 to deliver on: i) Livelihoods, Jobs and Skills, ii) Child Labour, and iii) Labour Market Governance.<sup>43</sup>

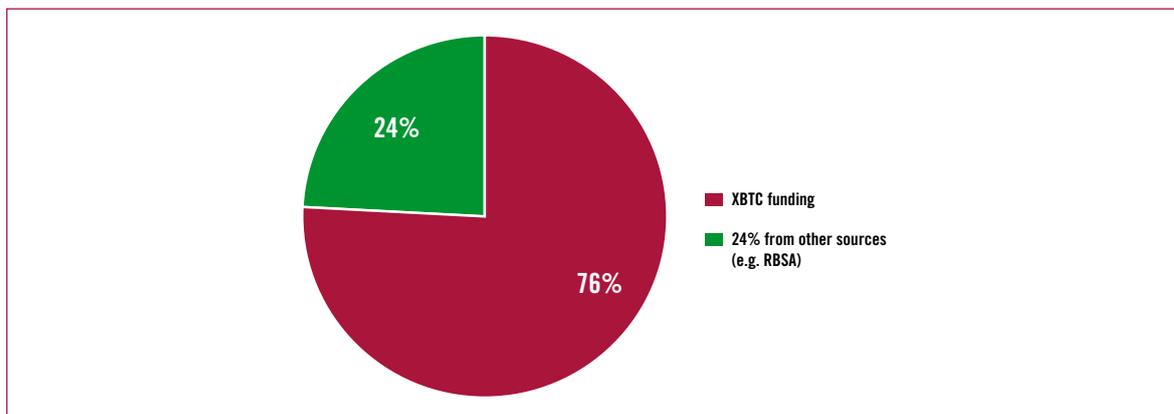
Analysis of the ILO ODA data from the Arab States yielded the XBTC project counts for Jordan and Lebanon, respectively, which are found below in the table.

Levant	Count of Project Status
Jordan	38
Lebanon	20
Grand Total	58

Annex 1 contains a list of the XBTC projects focusing on the Syrian Refugee Crisis that were implemented during the evaluation period. It appears that, of the total XBTC projects in Jordan almost a quarter (24 per cent) focused on the Syrian refugee crisis. In Lebanon, the percentage was even higher – 35 per cent. It should be noted that no evaluation reports were available in i-EVAL Discovery for any of the projects on the list.

Further analysis of the ODA data shows that the total amount of XBTC funding for refugee projects was US\$ 30,388,836. If the Regional Office has allocated approximately US\$ 40 million, as stated above, then it appears that approximately 76 per cent of that amount came from XBTC and 24 per cent came from other sources – such as RBSA.

Figure I.1 Percentage of XBTC funding allocated to Syrian refugee crisis



<sup>43</sup> Ibid

In Jordan, the ILO has used US\$1.76 million of its Regular Budget Supplementary Account (RBSA) funding to kick start activities targeting Syrian refugees and their host communities.

Below are some of the results that have been achieved:

- Intensive evidence-based advocacy on the right to work for Syrian refugees has contributed to the commitment of the government to ease Syrian access to the labour market.<sup>44</sup>
- Once the Jordan Compact was approved, the ILO designed and continued to implement innovative approaches that allowed for refugees to access work permits.
- The RBSA also allowed for the ILO to establish a strong Programme of Support to the Jordan Compact that is now partly funded and is in the process of implementation.
- The RBSA also supported the ILO to become one of the main actors of the livelihoods sector.<sup>45</sup>

With regard to the last bullet point; RBSA has enabled the ILO to position itself as a lead UN agency in employment and livelihoods in Jordan in response to the Syrian crisis. The ILO is supporting the Ministry of Labour in chairing the livelihoods task force, which contributes to the livelihoods sector under Jordan Response Plan JRP and 3RP. The ILO response coordinator, funded under RBSA, has been seconded to the Ministry of Labour as an advisor to the ministry, to support the implementation of the Jordan Compact. The ILO is also tasked with the implementation of one-third of the employment intensive investment.

## PURPOSE, SCOPE AND CLIENTS

The present evaluation has a dual-purpose: accountability and organizational learning. The evaluation will seek to determine how well the region achieved the outcomes planned in response to the Syrian refugee crisis as well as other deliverables of the broader Decent Work agendas in Lebanon and Jordan. The evaluation will also attempt to contribute to organizational learning by identifying lessons that have been learned and emerging good practices. This information can inform future ILO strategies and the design of new DWCPs.

The evaluation will undertake a comprehensive review of the ILO's development-focused and employment-driven strategy<sup>46</sup> to support host communities and refugees. It will also examine the ILO's Programme of Support to the Jordan Compact. This will involve reviews of technical cooperation project evaluations. The timeframe for study is 2014–15, 2016–17 and part of the 2018–19 biennia.

The principal client for the evaluation is the Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include the Director-General and members of his Senior Management Team, the Evaluation Advisory Committee, the Regional Office for the Arab States and the DWT-Beirut, and tripartite constituents in Lebanon and Jordan.

## CRITERIA AND QUESTIONS

ILO DWCP evaluations usually focus on the OECD DAC criteria including the relevance of the programme to beneficiary needs, the coherence of the programme design, the programme's efficiency and effectiveness, the impact of the results and the potential for sustainability. For each criterion, two or three specific evaluation questions are suggested. The questions seek to address priority issues and concerns for the national constituents and other stakeholders.

<sup>44</sup> This was presented at the February 2016 "Supporting Syria and the Region" conference in London, through the Jordan Compact.

<sup>45</sup> ILO Response to the Syrian Refugee Crisis in Jordan Regular Budget Supplementary Account (RBSA) January 2017

<sup>46</sup> The ILO Response to the Syrian Refugee crisis March 2017 Update

Table I.1 Evaluation Criteria and Questions

Assessment Criteria	Questions to be addressed
Relevance	<ul style="list-style-type: none"> <li>■ Did the ILO's achieve an appropriate balance between responding to the Syrian refugee crisis and addressing the core mandate to promote employment, social dialogue, social protection and rights at work in Lebanon and Jordan?</li> <li>■ Was the ILO's work relevant to the various national and international development frameworks (e.g. 3RP)?</li> <li>■ Was the ILO's work relevant to the ILO's Strategic Policy Framework (later on Strategic Plan) and Programme &amp; Budgets?</li> </ul>
Coherence & Validity of Design	<ul style="list-style-type: none"> <li>■ How well did the national projects support the ILO's strategy to support host communities and refugees and its Programme of Support to the Jordan Compact?</li> <li>■ Was the ILO's work coherent with the ILO's Guiding Principles on the Access of Refugees?</li> <li>■ Was the ILO's work in Lebanon and Jordan logical and evaluable?</li> <li>■ Did the ILO's work in Lebanon and Jordan apply principles of Results-Based Management?</li> </ul>
Effectiveness	<ul style="list-style-type: none"> <li>■ What are the aggregated results within each strategic outcome and CPO by country?</li> <li>■ How well was the response to the crisis integrated into the draft DWCP documents?</li> <li>■ How well did the region's results promote the ILO's Strategic Policy Framework/ Strategic Plan?</li> <li>■ Did the response to the Syrian Refugee crisis detract from the ILO's decent work agenda in Lebanon and Jordan?</li> <li>■ How well did the results contribute to the ILO's cross-cutting themes of gender and non-discrimination?</li> <li>■ Were there any unexpected results?</li> <li>■ What were the key factors of success?</li> <li>■ What were the main internal and external constraints/challenges to attain the expected results?</li> </ul>
Efficiency	<ul style="list-style-type: none"> <li>■ How cost efficiently did the ILO implement its strategy to support host communities and refugees and its Programme of Support to the Jordan Compact?</li> <li>■ What were the opportunity costs of the ILO's response to the Syrian Refugee crisis? If the Regional Office had not responded to the Syrian Refugee crisis the way that it did, what else could it have done?</li> <li>■ What were the synergies in Lebanon and Jordan among strategic partners?</li> </ul>
Likelihood of Impact	<ul style="list-style-type: none"> <li>■ How did the ILO's work in Lebanon and Jordan influence coordination among the ILO and its strategic partners?</li> <li>■ How was the knowledge generated from the response to the crisis shared?</li> </ul>
Sustainability	<ul style="list-style-type: none"> <li>■ How did the ILO's work in the region build the capacity of tripartite constituents to contribute to the response to the crisis?</li> <li>■ What strategies does the Office use to mobilize funding for the response to the crisis?</li> <li>■ What positive and negative recommendations and lessons could be offered to improve the sustainability of the ILO's response to the crisis?</li> <li>■ How can the findings of the evaluation inform the region's strategic direction?</li> </ul>

## EVALUATION APPROACH

The evaluation will use mix of evaluation approaches. It will, in part, use a goal-based approach to examine the Country Programme Outcome achievement. It will, in part, use a case study approach to examine both Lebanon and Jordan. It will, in part, use a mixed methods approach (e.g. document analysis, interviews, direct observation and surveys) to ensure the validity and reliability of the findings. It will, in part, use a participatory approach in that, to the extent possible, the evaluation will involve ILO key stakeholders such as beneficiaries, ILO Tripartite Constituents, ILO staff and strategic partners.

## EVALUATION METHODOLOGY

One of the first tasks of the evaluation team will be to conduct a desk review of appropriate material, including strategic regional documents, programme and project documents, progress reports, previous

evaluation reports and relevant material from secondary sources. This includes baselines and any government documents. Information from the desk review, together with that gathered from the scoping mission to the Regional Office, will be used to write the inception report.

Upon approval of the inception report, the evaluation team will conduct field missions to both of the selected countries in the region. During the field missions, the team will prepare two country/thematic case studies. Annex 1 contains information to guide the preparation of the case studies. The desk review and the case studies will provide the information needed to answer the evaluation questions in the final report. Finally, EVAL has interest in experimenting with new methodologies that are ILO specific such as normative work or social dialogue.

The evaluation will be based upon the ILO's evaluation policy which adheres to international standards and best practices, articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group (UNEG). More specifically the evaluation will be conducted in accordance with *EVAL Protocol No 2: High-level Evaluation Protocol for DWCP Evaluation*.

The evaluation team will request all programme and budgetary documentation pertaining to the ILO's response to the crisis. This will include information on: (1) regional programme planning (CPOs), (2) technical corporation projects portfolio planning, implementation management and reporting, (3) the region's RB, RBTC and RBSA allocations and expenditures, (4) project M&E frameworks and implementation strategies, and (5) a list of products that have resulted from ILO resources.

## GENDER

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover, the evaluators should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

## EXPECTED OUTPUTS

The deliverables from the evaluation will include:

- Inception report: This document constitutes the operational plan of the evaluation, and should be aligned with the ToR. The purpose of the inception report is to ensure that a common understanding and agreement on the ToR is reached.
- Country case studies: These studies seek to examine the ILO's response to the Syrian refugee crisis in the context of the Decent Work agendas in Lebanon and Jordan. They will explore the balance between responding to the Syrian refugee crisis and addressing the core mandate to promote employment, social dialogue, social protection and rights in Lebanon and Jordan.
- Draft report: the evaluation team should submit a complete and readable draft report to the evaluation manager. The draft report should reflect the evaluative reasoning and critical thinking that were used to draw values-based conclusions following the evidence. The evaluation manager is responsible for checking the quality of the draft report in terms of adequacy and readability. The evaluation manager circulates the report among stakeholders.
- Final report: the evaluation manager compiles the comments received and forwards them in a single communication to the evaluator. The evaluator incorporates them as appropriate and submits the final report to the evaluation manager.

The evaluation team will consolidate information from the desk review and country case studies into draft report that will answer the questions set out in the previous section. The length of the report will not exceed 80 pages (excluding annexes).

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

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

## RESOURCES AND MANAGEMENT

A Senior Evaluation Officer (SEO) from ILO HQ will manage and participate in the evaluation process. The SEO’s responsibilities include managing the contract, consulting on methodological issues and facilitating access to primary and secondary data. Secondary data would include CPO data and project evaluation data among others.

In the region, logistics support will be provided by the Regional Programming Services Team and by the Regional Evaluation Officer. The ILO Director of Evaluation will provide oversight and guidance and input from other EVAL team members may be sought throughout the evaluation process.

The evaluation will be conducted with the support of individual consultants, a team or a company with extensive experience in the evaluation of development or social interventions, preferably including practical experience in assessing comprehensive policy/programme frameworks or national plans.

The capacity of the individual, team or company to mobilize required expertise and support to undertake the evaluation will be an important consideration in the selection process. The responsibilities and profile of the “evaluation team” can be found in Table i.2. Stakeholders will be consulted on the consultant selection.

Table I.2 Responsibilities and Profile of evaluation consultant.

EVALUATION TEAM	
Responsibility	Profile
<ul style="list-style-type: none"> <li>■ Drafting the inception report, producing the draft reports and drafting and presenting a final report;</li> <li>■ Providing any technical and methodological advice necessary for this evaluation;</li> <li>■ Ensuring the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases.</li> <li>■ Ensuring the evaluation is conducted as per TORs, including following ILO EVAL guidelines, methodology and formatting requirements</li> </ul>	<ul style="list-style-type: none"> <li>■ Adequate Contextual Knowledge of the UN, the ILO and the Arab States region;</li> <li>■ Adequate Technical Specialization: Demonstrated knowledge and expertise of labour and industrial relations topics;</li> <li>■ At least 10 years’ experience in evaluation policies, strategies, country programmes and organizational effectiveness;</li> <li>■ Experience conducting country programme evaluations for UN organizations</li> <li>■ Expertise in qualitative and quantitative evaluation methods and an understanding of issues related to validity and reliability;</li> <li>■ Fluency in spoken and written English and an understanding of ILO cross-cutting issues.</li> </ul>

It is estimated that the scope of effort required by the evaluation will be approximately 50–60 days. The successful evaluation consultant or team will be remunerated on an output based total fee. Proposals should include within this amount the costs related to the hiring of national consultants or interpreters as

appropriate. Travel and DSA will be provided in a lump-sum and the team will be required to make his or her (their) own travel arrangements for the field missions.

The ILO Code of Conduct for independent evaluators applies to all evaluation consultants. The principles behind the Code of Conduct are fully consistent with the Standards of Conduct for the International Civil Service to which all UN staff is bound. UN staff is also subject to any UNEG member specific staff rules and procedures for the procurement of services. The selected team shall sign and return a copy of the code of conduct with their contract.

Interested parties are requested to submit an Expression of Interest (EoI) including: a cover letter explaining what kind of expertise would be mobilized to undertake the evaluation, how the candidate(s) meet(s) the desired profile, CV(s), fee structure and availability. EoIs should be sent to the ILO Evaluation Office (eval@ilo.org) with copy to Craig Russon (russon@ilo.org).

# APPENDIX II. EVALUATION MATRIX

Evaluation Criteria <sup>1</sup>	Questions	Indicators	Data Collection Methods	Sources of Information
1. Relevance	Was the ILO's work relevant to the various national and international development frameworks? <sup>2</sup>	<p>Level of alignment of ILO's work (CPOs) in Lebanon and Jordan with national frameworks such as 3RP, national HRP, and DWCPs1 (Within the period covered by the evaluation)</p> <p>Common understanding amongst stakeholders about the expected and actual links between ILO DWCPs results and selected national priorities in Lebanon and Jordan</p> <p>Stakeholders' perceptions on the relevance of ILO's interventions in Lebanon and Jordan</p> <p>Evidence of consultative processes for the formulation of ILO's interventions</p> <p>Identification of national priorities and targets in the ILO results frameworks and a clear theory of changes for how ILO supported programmes will make a contribution</p>	<p>Doc. Review</p> <p>Individual/Group Interviews</p> <p>Survey among strategic partners and donors</p> <p>Survey among ILO RO, country and project staff</p>	<p>Documentation</p> <p>ILO project staff</p> <p>ILO country tripartite stakeholders</p> <p>Strategic Partners</p> <p>Donors</p>
	Was the ILO's work relevant to the ILO's Strategic Policy Framework (later called Strategic Plan) and Programme & Budgets?	<p>Evidence in documentation on the alignment of ILO's work in Lebanon and Jordan with ILO's strategic orientations such as:</p> <ul style="list-style-type: none"> <li>■ ILO's Strategic Policy Framework (later on Strategic Plan)</li> <li>■ Programme &amp; Budgets (P&amp;B)</li> </ul> <p>Perception of ILO HQ and ILO RO of the alignment of ILO's work in Lebanon and Jordan with ILO's strategic orientations</p>	<p>Doc. Review</p> <p>Individual/Group interviews</p>	<p>Documentation</p> <p>ILO HQ</p> <p>ILO RO, CO staff</p>
	How well was the response to the Syrian refugees' crisis integrated into the draft DWCP documents? <sup>2</sup>	<p>Extent to which the DWCP frameworks<sup>3</sup> provide a contextualized and evidence-based response to the Syrian refugees' crisis</p>	<p>Doc. Review</p> <p>Individual/Group Interviews</p>	<p>Documentation</p> <p>ILO RO and CO staff</p> <p>ILO country tripartite stakeholders</p> <p>UNHCR</p>
Did the response to the Syrian Refugee crisis detract from the ILO's decent work agenda in Lebanon and Jordan? Did the ILO achieve an appropriate balance between responding to the Syrian refugee crisis and addressing the ILO's mandate to promote employment, social dialogue, social protection and rights at work in Lebanon and Jordan?	<p>Extent to which ILO's resource allocation has been affected by the response to the Syrian refugees' crisis (human resources, time, expertise, funds among others)</p> <p>Nature of resources that have been detracted from ILO's initially planned activities to feed to the Syrian refugee response</p> <p>Extent to which the ILO interventions were donor-driven or based on the constituents expressed/existed needs</p>	<p>Doc. Review</p> <p>Individual/Group Interviews</p> <p>Survey among ILO RO, country and project staff</p>	<p>Documentation</p> <p>ILO RO, CO and project staff</p> <p>ILO Tripartite stakeholders</p> <p>Strategic Partners</p> <p>Donors</p>	

Evaluation Criteria <sup>1</sup>	questions	Indicators	Data Collection Methods	Sources of Information
	<p>If the Regional Office had not responded to the Syrian Refugee crisis the way that it did, what else could it have done?                      Has the ILO's response to the Syrian refugee crisis skewed the ILO's work at the expense of the constituents?                      What were the opportunity costs of the ILO's response to the Syrian Refugee crisis?<sup>3</sup></p>	<p>Stakeholders' perceptions on the difference in return, if any, between what ILO's interventions to respond to the refugees' crisis and what could have been done                      ILO's senior staff perception of the impact of ILO's response to the Syrian refugees' crisis on initially planned national strategies (prior to the crisis)                      Perception of opportunity costs that the Syrian refugees' crisis has generated. What were the compromises that the ILO has had to do?</p>	<p>Individual/Group interviews                      Intervention's SWOT Analysis                      Document review</p>	<p>ILO relevant staff who has corporate historic memory                      Project beneficiaries                      Tripartite stakeholders                      Policy Documents</p>
<p><b>2. Coherence &amp; Validity of Design</b></p>	<p>How well did the national projects support the ILO's strategy to support host communities and refugees and its Programme of Support to the Jordan Compact?</p>	<p>Extent to which the implemented national projects:                      a) contributed to building the resilience of host communities and refugees                      b) strengthened institutional capacities and coordination to eliminate child labour                      c) supported evidence-based policy development to ensure an employment-rich national response</p>	<p>Doc. Review                      Individual/Group Interviews</p>	<p>Documentation                      ILO RO, CO and project staff                      ILO country tripartite stakeholders</p>
	<p>Was the ILO's work (country CPOs) in Lebanon and Jordan coherent with the ILO's Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market?</p>	<p>Extent to which ILO's interventions intended to promote economic and employment policies on access to labour markets; inclusive labour markets; labour rights and equality of opportunity and treatment.                      Extent to which ILO intervention's planning intended supporting the "promotion of national, bilateral, regional and global dialogue on the labour market implications of large influxes of refugees and other forcibly displaced persons, and the importance of access to livelihoods and decent work."</p>	<p>Doc. Review                      Individual/Group Interviews</p>	<p>Documentation                      ILO project staff                      ILO country tripartite stakeholders</p>
	<p>Was the ILO's work in Lebanon and Jordan logical and evaluable?</p>	<p>Existence of an ILO Theory of change at the country level (overall), and for each CPO                      Coherence of ILO's CPOs overall in each country                      Plausibility of intervention logic. Congruence between project strategy and root causes. Time availability for implementation                      Level of complementarity of ILO's work with other existing UN and non-UN development partners, and Government initiatives                      Availability and comprehensiveness of relevant monitoring and evaluation policy, tools, data and reports on projects implemented during the period subject to evaluation</p>	<p>Doc. Review                      Individual/Group Interviews</p>	<p>Documentation                      ILO RO, CO and project staff                      Governments                      Social partners                      Strategic partners</p>

Evaluation Criteria <sup>1</sup>	Questions	Indicators	Data Collection Methods	Sources of Information
	Did the ILO's work in Lebanon and Jordan apply principles of Results-Based Management?	<p>Quality of results-based management reporting (progress reporting, monitoring and evaluation)</p> <p>Extent to which ILO's interventions in Lebanon and Jordan:</p> <ul style="list-style-type: none"> <li>■ Identify clear and measurable results</li> <li>■ Measure progress for each indicator and objective</li> <li>■ Use feedback loops to learn and adapt</li> </ul> <p>Existence of a RBM unit</p> <p>Number and nature of projects that have a clear performance measurement framework</p>	<p>Doc. Review</p> <p>Individual/Group Interviews</p> <p>Survey among ILO RO, country and project staff</p>	<p>Documentation</p> <p>ILO HQ relevant staff</p> <p>ILO RO, country and project staff</p>
3. Effectiveness	<p>What are the aggregated results within each strategic outcome and CPO by country?</p> <p>How well did the region's results promote the ILO's Strategic Policy Framework/ Strategic Plan?</p> <p>How well did the results contribute to the ILO's cross-cutting themes of gender and non-discrimination?</p>	<p>Evidence of reported outcomes in ILO's monitoring data system, by country, by CPO</p> <p>Beneficiaries' perceptions of ILO's contribution to each reported result in the PIRs</p> <p>Stakeholders at both the strategic and programmatic levels can offer examples, stories for how new skills, abilities, services have led to, or are leading to, changes in institutional performance and/or behaviours</p> <p>Number and nature of results that promote the ILO's 19 Strategic outcomes, as mentioned in the Strategic Policy Framework<sup>4</sup> (2012–13 and 2014–15)</p> <p>ILO strategies, results and indicators have been informed by gender analysis and some understanding of how women and men experience problems differently in Lebanon and Jordan</p> <p>Evidence and nature of the results contribution to the ILO's cross-cutting themes of gender and non-discrimination in terms of:</p> <ul style="list-style-type: none"> <li>■ Gender policy to women's economic empowerment and livelihoods</li> <li>■ Capacity development of local partners that support women's economic empowerment and livelihoods</li> <li>■ Evidence of gender mainstreaming strategy with clear and defined objectives</li> </ul> <p>Stakeholders at both the strategic and programmatic levels can offer examples, stories for how gender and non-discrimination were applied during the programming process</p> <p>Where relevant, ILO CPO/project indicators are disaggregated by gender, age, ethnicity, income levels, and geographic location</p>	<p>Doc. Review</p> <p>Individual/Group Interviews</p> <p>Focus groups</p> <p>Beneficiary survey</p> <p>Doc. Review</p> <p>Individual/Group Interviews</p> <p>Focus groups</p> <p>Beneficiary survey</p> <p>Doc. Review</p> <p>Individual/Group Interviews</p> <p>Focus groups</p> <p>Beneficiary survey</p>	<p>Documentation</p> <p>ILO RO, CO and project staff</p> <p>Project beneficiaries</p> <p>Project Documentation</p> <p>ILO HQ</p> <p>ILO RO</p> <p>Project Documentation</p> <p>M&amp;E data on gender mainstreaming</p> <p>ILO project staff</p> <p>Project beneficiaries</p> <p>Tripartite stakeholders</p>

Evaluation Criteria <sup>1</sup>	Questions	Indicators	Data Collection Methods	Sources of Information
	<p>Were there any unexpected results?</p>	<p>Stakeholders' perceptions on any unexpected results, positive or negative that occurred/are occurring in beneficiaries' life and/or constituents following the ILO's interventions in Lebanon and Jordan</p> <p>Evidence of unexpected results, positive or negative in project reporting</p>	<p>Doc. Review</p> <p>Individual/Group Interviews</p> <p>Focus groups</p>	<p>Documentation</p> <p>ILO project staff</p> <p>Project beneficiaries</p> <p>ILO country tripartite stakeholders</p>
	<p>What were the key factors of success?</p>	<p>Perceptions of staff achievements/ challenges/facilitating factors/ constraints for ILO's work</p>	<p>Interventions' SWOT Analysis</p> <p>Document review</p>	<p>Progress reports</p> <p>ILO RO, CO and project staff</p> <p>Donors</p>
	<p>What were the main internal and external constraints/challenges to attain the expected results?</p>	<p>Effectiveness of management arrangements and coordination between the RO and Jordan country team.</p> <ul style="list-style-type: none"> <li>■ Clarity of the division of roles between the RO and CO</li> <li>■ Effectiveness of administration and finance processes</li> </ul> <p>Nature and evidence of facilitating factors / constraints in PIRs</p>	<p>Individual/Group interviews</p> <p>Survey among ILO RO, country and project staff</p>	
<p><b>4. Efficiency</b></p>	<p>What were the synergies in Lebanon and Jordan among strategic partners?</p>	<p>Existence of specific projects and partnerships developing and establishing synergies between the ILO and other actors/partners (UN, Government, etc.)</p> <p>Nature and means of ILO's communication and coordination with other actors/partners</p> <p>Perception of a change in ILO's positioning over the evaluation period, as a result of partnerships, if any</p> <p>Perceptions of ILO staff and partners on effective current synergies, and the potential for future synergies</p>	<p>Document review</p> <p>Individual/Group interviews</p> <p>Survey among strategic partners and donors</p>	<p>Project documentation</p> <p>ILO RO, CO and project staff</p> <p>ILO tripartite stakeholders</p> <p>Relevant UN agencies</p> <p>Donors</p>
	<p>How cost efficiently did the ILO implement its strategy to support host communities and refugees and its Programme of Support to the Jordan Compact?</p>	<p>Cost in view of results achieved compared to costs of similar projects from other organizations</p> <p>Adequacy of project choices in view of existing context, infrastructure and cost</p> <p>Occurrence of change in project design/implementation approach (i.e. restructuring) when needed to improve projects efficiency</p> <p>Level of discrepancy between planned and utilized financial expenditures</p> <p>Procedures in place to be cost-effective (i.e. bidding, cost-sharing, etc.)</p>	<p>Document review</p> <p>Individual/Group interviews</p>	<p>Project documentation</p> <p>ILO RO, CO and project staff</p> <p>Donors</p> <p>Strategic partners</p>
<p><b>5. Likelihood of Impact</b></p>	<p>How did the ILO's work in Lebanon and Jordan influence coordination among the ILO and its strategic partners?</p>	<p>Evidence of establishment of effective coordination groups/project committees that include tripartite stakeholders</p> <p>Perception of benefits deriving from improved coordination among the ILO and its strategic partners</p>	<p>Document review</p> <p>Individual/Group interviews</p> <p>Survey among strategic partners and donors</p> <p>Survey among ILO RO, country and project staff</p>	<p>Project documentation</p> <p>ILO project staff</p> <p>Tripartite stakeholders</p> <p>Relevant UN agencies</p>

Evaluation Criteria <sup>1</sup>	questions	Indicators	Data Collection Methods	Sources of Information
	How was the knowledge generated from the response to the crisis shared?	<p>Existence of an effective monitoring and evaluation system that generates lessons learned and good practises</p> <p>Extent to which, and processes through which lessons learned were disseminated internally and externally to inform similar contexts</p> <p>Evidence of a CPO relating to producing knowledge and learning, if any (i.e. similar to the Taqeeem initiative, what works in decent work interventions in the context of refugees' crisis)</p> <p>Evidence of the inclusion of other UN agencies in knowledge sharing events/workshops (i.e. protection clusters on decent work for refugees, if any)</p> <p>Extent to which lessons learned were shared at the country level (between Lebanon and Jordan projects), Regional levels, and at HQ level, including between Jordan, Turkey and Lebanon teams</p>	Document review Individual/Group interviews	Project documentation ILO project staff Tripartite stakeholders Relevant UN agencies Donors
<b>6. Sustainability</b>	How did the ILO's work in the region build the capacity of tripartite constituents to contribute to the response to the crisis?	<p>Extent to which the project facilitated transfer of knowledge and capacity strengthening and level of ownership of tripartite constituents to contribute to the response to the crisis</p> <p>Nature and availability of means and resources supporting capacity development of tripartite constituents, to contribute to the response to the crisis</p>	Document review Individual/Group interviews	Project documentation ILO project staff ILO tripartite stakeholders Strategic partners Donors
What strategies does the Office use to mobilize funding for the response to the crisis?	<p>Evidence of a donor strategy at the country, regional and HQ levels</p> <p>Extent to which the HQ, RO and CO have pre-established and implemented fundraising objectives</p> <p>Planned vs. actual funds leveraged</p> <p>Identification of good practices on resource mobilization</p>	Document review Individual/Group interviews	Projects documentation ILO project staff ILO RO ILO HQ Donors	
What positive and negative recommendations and lessons could be offered to improve the sustainability of the ILO's response to the crisis?	Answers to this question will derive from the evaluation's findings and from benchmarking on similar contexts, such as in Turkey.	n.a.	n.a.	
How can the findings of the evaluation inform the region's strategic direction?	Answers to this question will derive from the evaluation's findings.	n.a.	n.a.	

<sup>1</sup> This question was mentioned in the ToR as an Effectiveness question. The evaluation team suggests it's a relevance question, therefore, it was moved to this section. <sup>2</sup> Draft DWCP for Lebanon. <sup>3</sup> These questions were mentioned in the ToR under Efficiency. The evaluation team suggests it's a relevance question, therefore, it was moved to this section. <sup>4</sup> Listed in Appendix VII.

## APPENDIX III. INTERVIEW PROTOCOLS

### GENERAL INTRODUCTION TO THE EVALUATION

Universalia, a consulting group based in Montreal, Canada, was commissioned by the International Labour Organization to conduct the Independent Evaluation of ILO's work in Lebanon and Jordan pertaining to its Decent work agenda overall and the Response to the Syrian refugee crisis.

The purpose of the evaluation is to examine the relevance and coherence of ILO's interventions in Lebanon and Jordan, the level of outcomes achievements, the likelihood for sustainable impact, and efficiency.

The evaluation will also attempt to contribute to organizational learning by identifying lessons that have been learned and emerging good practices. This information can inform future ILO strategies and programmes.

You have been identified as a key informant for the study, and we appreciate your participation in this interview.

The interview is fully confidential and anonymous. Your specific contribution to the study will be anonymous and we will not associate your name with anything specifically included in this report.

### INTERVIEWS WITH ILO CO, RO AND HQ

Name

Position / Organization

Role within the project

Please describe the nature of your collaboration on the ILO projects

#### Relevance questions

1. How does the ILO ensure the alignment of its interventions with national priorities in Lebanon/Jordan? And with ILO's strategic orientations?
  - a. Prompt: are national consultations held? When and how? Please describe the process

#### Coherence and design questions

2. In terms of planning and funding, to what extent were the ILO interventions affected by the Syrian refugee crisis? And how?  
Prompt:
  - a. Did it lead to major concessions in terms of ILO's "regular" programming? Please explain
  - b. Did this have implications on activities relating to the DWCP?
  - c. Do you consider that there is currently an appropriate balance between ILO'S response to the crisis and addressing the core mandate of the ILO?
  - d. Would there be other interventions that need to be undertaken and that are not taken care of? Please explain.
3. Is there an overall strategy/logic behind the selection of ILO's interventions in Lebanon/Jordan? Please explain.
  - a. Prompt: what is the ILO trying to achieve overall at the country level? And how aligned are the current projects/CPOs/funding with these targets?

<b>Effectiveness questions</b>
4. In terms of the projects that you have collaborated on, what are three key achievements of ILO interventions (use the summary table of CPO and identify results achieved and ILO's contribution to relevant CPOs)
5. What are the achievements in terms of results that you are most proud of? Please explain and give examples.
<b>M&amp;E questions</b>
6. What are the existing processes to collect data on projects? How systematic is data collection? How comprehensive is the data?
7. Do you find that the current reporting system allows you to capture in an adequate way the progress made? does it provide sufficient data to inform decision making?
8. Please provide specific examples on how gender and non-discrimination are taken into consideration in M&E and reporting.
<b>Collaboration questions</b>
9. Has the interaction between field-led projects and Regional office been effective and efficient?
10. Did the projects you worked on provide a space for collaboration with other projects/partners, whether within the UN or outside?
<b>Gender considerations questions</b>
11. How does the ILO in Lebanon/Jordan take gender into consideration?
12. Please provide specific examples on how gender and non-discrimination are taken into consideration in project design, implementation, M&E, reporting. Prompt: a. Are you aware of a gender policy? Gender mainstreaming strategy? b. Any specific action in support of Women's economic empowerment?
<b>Efficiency and funding questions</b>
13. Did you encounter any issues relating to availability of resources (Financial, human, etc.)?
14. How do you ensure that projects are implemented efficiently? Prompt: explore timely disbursement of budget by HQ, financial reporting, etc.)
15. Does the ILO have a strategy to mobilize funding in Lebanon and Jordan? Are there any fundraising objectives? Is there a discrepancy between the actual budget compared to the planned one?
16. What have been the best practises in terms of fund mobilization?
<b>Sustainability questions</b>
17. If the ILO's interventions were to be stopped, what results would continue to occur? And do they have a potential sustain without additional financial resources? What are the currently existing factors/strategy to ensure a longer-term impact of attained results, and what can be done in addition to improve sustainability of results?
18. What are the currently existing factors/strategy to ensure a longer-term impact of attained results, and what can be done in addition to improve sustainability of results?
<b>Recommendations</b>
19. Do you have any <b>recommendations</b> for similar project planned in the future based on lessons learnt (For instance, design, choice of partners, timeframe, etc.? What should be done differently?

## INTERVIEWS WITH KEY STAKEHOLDERS (TRIPARTITE)

Name

Position / Organization

Please describe the nature of your collaboration on the ILO projects

### Relevance questions

1. Are ILO mandates translated adequately into the ILO projects in Jordan/Lebanon?
2. Have the ILO interventions in Jordan/Lebanon been successful in addressing the needs expressed by tripartite constituents?
3. Did the ILO achieve an appropriate balance between responding to the Syrian refugee crisis and addressing the core mandate to promote employment, social dialogue, social protection and rights at work in Lebanon and Jordan? (Probe: To what extent the ILO interventions were donor-driven or based on the constituents expressed/existed needs?)
4. In your view, to what extent have ILO interventions in Jordan/Lebanon been innovative? What were barriers to innovation (e.g. lack of flexibility imposed by donor constraints, political factors, lack of budget, staff or resources?)
5. How well was the response to the Syrian refugees' crisis integrated into the draft DWCP documents?
6. If the Regional Office had not responded to the Syrian Refugee crisis the way that it did, what else could it have been done?

### Coherence and design questions

7. Are the ILO interventions in Jordan/Lebanon truly holistic, or are there important elements not considered? Were national consultations held? When and how? Please describe the process?
8. Was the ILO's work (country CPOs) in Lebanon/Jordan coherent with the ILO's Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market?
9. In your view, did ILO work in Jordan/Lebanon complement with other existing UN and non-UN development partners, and Government initiatives? If yes, how? If no, why not?

### Effectiveness questions

10. Please name 3-5 main achievements ILO interventions in Jordan/Lebanon during 2014–2017. Any unexpected results (positive/negative)? What were the success/limiting factors (internal/external)?
11. Has institutional capacity of tripartite constituents been enhanced by the ILO interventions? If yes, how? If no, why not? What else is needed?
12. In your view, did the response to the Syrian Refugee crisis detract from the ILO's decent work agenda in Lebanon and Jordan?
13. Were there any synergies between the ILO and other actors/partners (UN, Government, etc) in Jordan/Lebanon? Please elaborate.
14. Have gender and non-discrimination been mainstreamed in the implementation of the ILO interventions in Jordan/Lebanon? Please provide detailed examples.
15. What mechanisms did the ILO use to communicate with constituents? Are they effective? What shall be improved? (Probes: Did stakeholders feel that they were kept abreast of developments, delays and delivery? Is there effective coordination among government, social partners, ILO and implementing partners? and how?)

### Impact questions

16. What can you say about the overall impact of the ILO interventions in Jordan/Lebanon during 2014–2017? Have ILO actions had more impact in some areas?
17. To what extent have ILO interventions had a true impact on the end beneficiaries?
18. How was the knowledge generated from the response to the crisis shared by ILO with tripartite constituents?

### Sustainability questions

19. If the ILO's interventions were to be stopped, what results would continue to occur? And do they have a potential to sustain without additional financial resources? (Probe: Have the activities been truly nationally 'owned', or have they been subject to differences between different 'national owners'?)

### Lessons learned questions

20. Based on lessons learned from previous ILO programming, what should be done differently in the future? (Probe: What lessons can be learned from the implementation in order to improve performance, results and effectiveness in the future?)

## FOCUS GROUP DISCUSSION QUESTION GUIDE – REFUGEE CAMPS

<b>Date:</b>	<b>Name of facilitator:</b>
<b>Location:</b>	How were the FGD participants identified:
<b>Time:</b>	

**Duration:** One hour and a half to two hours.

### Protocol:

- Welcome and explanation of the purpose of the evaluation and the focus group.
- Explanation of how focus group discussion allows to dig deeper into some topics.
- Explanation of how privacy and confidentiality will be maintained (role of evaluation team and their own role)
- Set the ground rules for the discussion. In specific terms:
- “We are interested in the opinions and experiences of everyone present, so please provide each other with enough time and space to contribute”; “Raise your hand if you wish to contribute so as to aid our facilitation of the discussion”; “Do avoid parallel discussions as this will make it very difficult for the note taker to capture the discussion”; “Please respect the opinions of others. We are interested in a diversity of viewpoints regardless of whether they represent those of the majority of the group”
- Ask for permission to take notes and to record the discussion.

### Focus group composition [fill out below overview]

i. Sex:	ii. Age groups:
<input type="checkbox"/> Male <input type="checkbox"/> Female	<input type="checkbox"/> Children <input type="checkbox"/> Youth (15-25) <input type="checkbox"/> Adults (25+)
iv. Total Number of participants:	
v. Location (Where is the FGD held?):	
Any other notes:	

### Questions:

1. When did you come to the camp?
2. Where did you come from?
3. Who did you come with?
4. How did you learn about the ILO?
5. What type of assistance did you need, request and receive from the ILO? When?
6. What type of assistance was the most valuable for you/your family?
7. What is your assessment of the quality of assistance received from the ILO?
8. What are the benefits of assistance received from the ILO? (Probe: evidence of changes which occurred in the lives of beneficiaries (if any) after receiving ILO support)
9. Are refugee families able to make a living by working in the local economy?
10. What are your most important needs that are not met?

Thank them for their participation and remind them of the confidentiality of what was said in the focus group.

## APPENDIX IV. SURVEY QUESTIONNAIRES

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### SURVEY QUESTIONNAIRES

Survey among ILO Staff



### Survey among ILO staff

**High Level Evaluation of ILO's work in Lebanon and Jordan**

The ILO Evaluation Office in collaboration with Universalialia Management Group Limited ("Universalialia") is conducting an Independent Evaluation of ILO's Programme of Work in Lebanon and Jordan in terms of Decent Work and the Response to the Syrian refugee crisis.

The purpose of the evaluation is to examine the relevance and coherence of ILO's interventions in Lebanon and Jordan, the level of outcomes achievements, the likelihood for sustainable impact, and efficiency.

The evaluation will also attempt to contribute to organizational learning by identifying lessons learned and emerging good practices. This information can inform future ILO strategies and programmes.

You have been identified as a key informant for the study, and we appreciate your participation in this survey.

May you have any questions or technical issues, please send us an email at [rslaibi@universalialia.com](mailto:rslaibi@universalialia.com).



## Survey among ILO staff

1 Please indicate if your work covers the following locations

- Lebanon
- Jordan
- Both countries



## Survey among ILO staff

2 In your opinion, to what extent do the ILO interventions in **Lebanon** reflect national priorities?

- Fully
- Substantially
- Partially
- Minimally
- Don't know/No opinion/not applicable

3 In your opinion, to what extent do the ILO interventions in **Jordan** reflect national priorities?

- Fully
- Substantially
- Partially
- Minimally
- Don't know/No opinion/not applicable

4 In your opinion, to what extent do the ILO interventions in **Lebanon** reflect regional priorities and international development frameworks?

	Fully	Substantially	Partially	Minimally	Don't know/No opinion/not applicable
UNSF (UNDAF for Lebanon)	<input type="radio"/>				
ILO's strategic policy framework and P&B (2014-2015)	<input type="radio"/>				
ILO's strategic policy framework and P&B (2016-2017)	<input type="radio"/>				
Regional Refugee Response and Resilience Plan(3RP)	<input type="radio"/>				
SDGs	<input type="radio"/>				

5 In your opinion, to what extent do the ILO interventions in **Jordan** reflect regional priorities and international development frameworks?

	Fully	Substantially	Partially	Minimally	Don't know/No opinion/not applicable
DWCP	<input type="radio"/>				
UNDAF for Jordan	<input type="radio"/>				
ILO's strategic policy framework and P&B (2014-2015)	<input type="radio"/>				
ILO's strategic policy framework and P&B (2016-2017)	<input type="radio"/>				
Regional Refugee Response and Resilience Plan (3RP)	<input type="radio"/>				
SDGs	<input type="radio"/>				

6 In your opinion, to what extent did the ILO achieve an appropriate balance between responding to the Syrian refugee crisis and addressing ILO's mandate to promote employment, social dialogue, social protection and rights at work in **Lebanon**?

- To a Great Extent
- To Some Extent
- To a Small Extent
- To a Very Small Extent
- Don't know/No opinion/not applicable

7 In your opinion, to what extent did the ILO achieve an appropriate balance between responding to the Syrian refugee crisis and addressing ILO's mandate to promote employment, social dialogue, social protection and rights at work in **Jordan**?

- To a Great Extent
- To Some Extent
- To a Small Extent
- To a Very Small Extent
- Don't know/No opinion/not applicable

8 In your opinion, to what extent is ILO's work in **Lebanon** coherent with the ILO Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market?

- Fully
- Substantially
- Partially
- Minimally
- Don't know/No opinion/not applicable

9 In your opinion, to what extent is ILO's work in **Jordan** coherent with the ILO Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market?

- Fully
- Substantially
- Partially
- Minimally
- Don't know/No opinion/not applicable

10 In **Lebanon**, to the best of your knowledge, how well was the response to the Syrian refugee crisis integrated into the draft DWCP document?

- Fully
- Substantially
- Partially
- Minimally
- Don't know/No opinion/not applicable

11 **Jordan:** To the best of your knowledge, how well was the response to the Syrian refugee crisis integrated into the DWCPs?

- Fully
- Substantially
- Partially
- Minimally
- Don't know/No opinion/not applicable

12 In your opinion, how effective overall have the ILO interventions been in providing the assistance required for Syrian refugees during 2014-2017?

- Fully
- Substantially
- Partially
- Minimally
- Don't know/No opinion/not applicable

## Survey among ILO staff

- 13 In your opinion, how well have the ILO interventions in **Lebanon** managed partnership and cooperation with tripartite constituents and strategic partners?

	Fully	Substantially	Partially	Minimally	Don't know/No opinion/not applicable
a. Government	<input type="radio"/>				
b. Workers organizations	<input type="radio"/>				
c. Employers organizations	<input type="radio"/>				
d. Strategic partners	<input type="radio"/>				

- 14 In your opinion, how well have the ILO interventions in **Jordan** managed partnership and cooperation with tripartite constituents and strategic partners?

	Fully	Substantially	Partially	Minimally	Don't know/No opinion/not applicable
a. Government	<input type="radio"/>				
b. Workers organizations	<input type="radio"/>				
c. Employers organizations	<input type="radio"/>				
d. Strategic partners	<input type="radio"/>				

- 15 In your opinion, to what extent is ILO's work in **Lebanon** strategic?

- Fully
- Substantially
- Partially
- Minimally
- Don't know/No opinion/not applicable

16 In your opinion, to what extent is ILO's work in **Jordan** strategic?

- Fully
- Substantially
- Partially
- Minimally
- Don't know/No opinion/not applicable

17 How effective were management arrangements and coordination between the ILO ROAS and ILO **Jordan**?

- Very effective
- Somewhat effective
- Not Very effective
- Not at all effective
- Don't know/No opinion

18 In your opinion, to what extent do national projects disaggregate data by gender, and incorporate gender issues into the design of interventions (e.g. livelihoods programmes)?

- Fully
- Substantially
- Partially
- Minimally
- Don't know/No opinion/ not applicable

19 Comments

**Thank you very much for your participation!**

## SURVEY AMONG ILO'S STRATEGIC PARTNERS



### Survey among strategic partners and donors

#### **High Level Evaluation of ILO's work in Lebanon and Jordan**

The ILO Evaluation Office in collaboration with Universalialia Management Group Limited ("Universalialia") is conducting an Independent Evaluation of ILO's Programme of Work in Lebanon and Jordan in terms of Decent Work and the Response to the Syrian refugee crisis.

The purpose of the evaluation is to examine the relevance and coherence of ILO's interventions in Lebanon and Jordan, the level of outcomes achievements, the likelihood for sustainable impact, and efficiency.

The evaluation will also attempt to contribute to organizational learning by identifying lessons learned and emerging good practices. This information can inform future ILO strategies and programmes.

You have been identified as a key informant for the study, and we appreciate your participation in this short survey.

May you have any questions or technical issues, please send us an email at [atrslaibi@universalialia.com](mailto:atrslaibi@universalialia.com).



## Survey among strategic partners and donors

1 Which type of organisation do/did you work for:

- UN agency
- Development organization
- Donor agency
- Non-for-Profit
- Research institution
- Governmental institution
- Trade Union
- Representative of employers' organization
- Other (please specify)

2 Please indicate if your work covers the following locations:

- Lebanon
- Jordan
- Both countries



## Survey among strategic partners and donors

- 3 Which year(s) have you collaborated with ILO in **Lebanon**?
- Prior to 2014
  - Since 2014
  - Since 2015
  - Since 2016
  - Since 2017
  - Since 2018
- 4 Which year(s) have you collaborated with ILO in **Jordan**?
- Prior to 2014
  - Since 2014
  - Since 2015
  - Since 2016
  - Since 2017
  - Since 2018
- 5 In your opinion, to what extent did the ILO achieve an appropriate balance between responding to the Syrian refugee crisis and addressing ILO's mandate to promote employment, social dialogue, social protection and rights at work in **Lebanon**?
- To a Great Extent
  - To Some Extent
  - To a Small Extent
  - To a Very Small Extent
  - Don't know/No opinion/not applicable

6 In your opinion, to what extent did the ILO achieve an appropriate balance between responding to the Syrian refugee crisis and addressing ILO's mandate to promote employment, social dialogue, social protection and rights at work in **Jordan**?

- To a Great Extent
- To Some Extent
- To a Small Extent
- To a Very Small Extent
- Don't know/No opinion/not applicable

7 In your opinion, how effective overall have the ILO interventions in **Lebanon** been in providing the assistance required for host communities in **Lebanon** during 2014-2017?

- To a Great Extent
- To Some Extent
- To a Small Extent
- To a Very Small Extent
- Don't know/No opinion/not applicable

8 In your opinion, how effective overall have the ILO interventions in **Lebanon** been in providing the assistance required for Syrian refugees in **Lebanon** during 2014-2017?

- To a Great Extent
- To Some Extent
- To a Small Extent
- To a Very Small Extent
- Don't know/No opinion/not applicable

9 In your opinion, how effective overall have the ILO interventions in **Jordan** been in providing the assistance required for host communities in **Jordan** during 2014-2017?

- To a Great Extent
- To Some Extent
- To a Small Extent
- To a Very Small Extent
- Don't know/No opinion/not applicable

10 In your opinion, how effective overall have the ILO interventions in **Jordan** been in providing the assistance required for Syrian refugees in **Jordan** during 2014-2017?

- To a Great Extent
- To Some Extent
- To a Small Extent
- To a Very Small Extent
- Don't know/No opinion/not applicable



## Survey among strategic partners and donors

11 How effective would you describe the interaction between the ILO interventions in **Lebanon** and your organization?

- Highly effective
- Effective
- Neutral
- Ineffective
- Highly ineffective
- Don't know/No opinion/not applicable

12 How effective would you describe the interaction between the ILO interventions in **Jordan** and your organization?

- Highly effective
- Effective
- Neutral
- Ineffective
- Highly ineffective
- Don't know/No opinion/not applicable

13 In **Lebanon**, for each of the questions below, please check the box under the choice that best represents your opinion.

	Yes, to a Great Extent	Yes, to Some Extent	Yes, to a Small Extent	Not at all	Do not know/ No opinion
Is the focus of the ILO interventions relevant in the current development context?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Does ILO's strategy and approach emphasize participation and ownership by stakeholders who stand to benefit from implementation?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Is ILO's approach appropriate to ensure that benefits achieved are lasting and sustainable?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Does the ILO fulfill its role in implementing project/program/s in Lebanon in an effective way?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

14 In **Jordan**, for each of the questions below, please check the box under the choice that best represents your opinion.

	Yes to a Great Extent	Yes, to Some Extent	Yes, to a Small Extent	Not at all	Do not know/ No opinion
Is the focus of the ILO interventions relevant in the current development context?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Does ILO's strategy and approach emphasize participation and ownership by stakeholders who stand to benefit from implementation?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Is ILO's approach appropriate to ensure that benefits achieved are lasting and sustainable?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Does the ILO fulfill its role in implementing project/program/s in Lebanon in an effective way?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



## Survey among strategic partners and donors

15 In your opinion, how much assistance have the ILO interventions in **Jordan** provided to:

	Substantial assistance	Some assistance	Little assistance	No assistance	Don't know/ No opinion
contributing to strengthen labour market governance for improved compliance with decent work principles	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
support the development of an enabling environment to underpin improved private sector productivity and the creation of decent work	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
support the immediate creation of decent jobs for Syrian refugees and Jordanians to ease current conditions	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

16 In your opinion, how focused has the ILO interventions in **Jordan** been during 2014-2017 in the following priorities:

	Fully	Substantially	Partially	Minimally	None
Employment creation contributes to economic and social stability at household and community levels	<input type="radio"/>				

	Fully	Substantially	Partially	Minimally	None
Decent working conditions for all creates a level playing field for Jordanians, refugees and migrant women and men	<input type="radio"/>				
Social partners increased contribution to decent work	<input type="radio"/>				
Decent work opportunities for young Jordanian men and women are expanded through the promotion of better work conditions, non-discrimination and equal rights at work	<input type="radio"/>				
A Minimum level of social security is extended to the most vulnerable groups of society through the social protection floor, as part of a more comprehensive social security system in Jordan.	<input type="radio"/>				
Employment opportunities are enhanced, with focus on youth employment	<input type="radio"/>				



## Survey among strategic partners and donors

17 In your opinion, have the ILO activities in **Lebanon** during 2014-2017 addressed gender issues sufficiently?

- Yes
- No
- Partially
- Don't know

18 In your opinion, have the ILO activities in **Jordan** during 2014-2017 addressed gender issues sufficiently?

- Yes
- No
- Partially
- Don't know

19 Comments:

Thank you very much for your participation!

## SURVEY AMONG BENEFICIARIES/REFUGEE CAMPS

I. Background Information		
<b>Age</b> <input type="checkbox"/> Under 18 <input type="checkbox"/> 18-30 <input type="checkbox"/> 31-45 <input type="checkbox"/> 46-60 <input type="checkbox"/> 61+	<b>Gender</b> <input type="checkbox"/> Male <input type="checkbox"/> Female	<b>Marital status</b> <input type="checkbox"/> Single <input type="checkbox"/> Married <input type="checkbox"/> Separated/Rejected by Spouse <input type="checkbox"/> Widow
<b>Number of children</b> <input type="checkbox"/> 0 kids <input type="checkbox"/> 1-3 kids <input type="checkbox"/> 4-6 kids <input type="checkbox"/> >= 7 kids	<b>Governorate</b> Lebanon <input type="checkbox"/> South Lebanon <input type="checkbox"/> Mount Lebanon <input type="checkbox"/> North Lebanon <input type="checkbox"/> Beqaa <input type="checkbox"/> Beirut  <b>Jordan</b> <input type="checkbox"/> Mafraq <input type="checkbox"/> Madaba <input type="checkbox"/> Zarqa	<b>Time spent in camp</b> <input type="checkbox"/> 0-3 years <input type="checkbox"/> 4-5 years <input type="checkbox"/> 6-7 years <input type="checkbox"/> 7-8 years
<b>Type of accommodation</b> <input type="checkbox"/> Private accommodation <input type="checkbox"/> Official refugee camp <input type="checkbox"/> Unofficial settlement <input type="checkbox"/> Other	<b>Type of services/support received from ILO (check all that apply)</b> <input type="checkbox"/> Skills development to Syrian refugees <input type="checkbox"/> Job matching services to Syrian refugees <input type="checkbox"/> Assistance with issuing work permits to Syrian refugees <input type="checkbox"/> Job fairs in camps <input type="checkbox"/> Financial and technical support for businesses <input type="checkbox"/> Activities for employment of women <input type="checkbox"/> Other (specify) _____	<b>Have you received information on type of assistance provided by ILO in this camp?</b> <input type="checkbox"/> Yes <input type="checkbox"/> No

II. Assessment of provided support/services by ILO
<b>Were your most important needs met by the services/support you received from ILO?</b> <input type="checkbox"/> Not at all <input type="checkbox"/> Not very much <input type="checkbox"/> Neutral <input type="checkbox"/> Mostly yes <input type="checkbox"/> Completely <input type="checkbox"/> Do not know <input type="checkbox"/> Don't want to answer
<b>Were the services/support provided fairly and without discrimination by ILO project staff?</b> <input type="checkbox"/> Not at all <input type="checkbox"/> Not very much <input type="checkbox"/> Neutral <input type="checkbox"/> Mostly yes <input type="checkbox"/> Completely <input type="checkbox"/> Do not know <input type="checkbox"/> Don't want to answer
<b>Do you feel your views are taken into account in decisions made about the support you receive from the ILO?</b> <input type="checkbox"/> Not at all <input type="checkbox"/> Not very much <input type="checkbox"/> Neutral <input type="checkbox"/> Mostly yes <input type="checkbox"/> Completely <input type="checkbox"/> Do not know <input type="checkbox"/> Don't want to answer
<b>Did ILO project staff treat you with respect?</b> <input type="checkbox"/> Not at all <input type="checkbox"/> Not very much <input type="checkbox"/> Neutral <input type="checkbox"/> Mostly yes <input type="checkbox"/> Completely <input type="checkbox"/> Do not know <input type="checkbox"/> Don't want to answer
<b>Do you know how to make suggestions or complaints about the assistance/services provided by the ILO?</b> <input type="checkbox"/> Yes <input type="checkbox"/> No
<b>Are you satisfied with the available channels to make suggestions or complaints?</b> <input type="checkbox"/> Not at all <input type="checkbox"/> Not very much <input type="checkbox"/> Neutral <input type="checkbox"/> Mostly yes <input type="checkbox"/> Completely <input type="checkbox"/> Do not know <input type="checkbox"/> Don't want to answer
<b>Did the ILO involve you in decisions made about the support it provides?</b> <input type="checkbox"/> Not at all <input type="checkbox"/> Not very much <input type="checkbox"/> Neutral <input type="checkbox"/> Mostly yes <input type="checkbox"/> Completely <input type="checkbox"/> Do not know <input type="checkbox"/> Don't want to answer

**How satisfied are you with the overall quality of services/support provided by the ILO?**

- Very dissatisfied    Dissatisfied    Neither satisfied nor dissatisfied    Satisfied    Very satisfied

**Do you feel the support you received from the ILO prepared (empowered) you to live without aid in Jordan/Lebanon?**

- Not at all    Not likely    Neutral    Most likely    Yes, definitely    Do not know    Do not want to answer

**Did you have a work permit prior to receiving support from the ILO?**

- No    Yes    Not applicable

**Do you have a work permit after receiving support from the ILO?**

- No    Yes    Not applicable

**Did you find a job after receiving services/support from the ILO?**

- No    Yes    Not applicable

**Did you start/expand your business after receiving services/support from the ILO?**

- No    Yes    Not applicable

**Overall, has your life improved after receiving services/support provided by the ILO?**

- Not at all    Not likely    Neutral    Most likely    Yes, definitely    Do not know    Do not want to answer

**Thank you for the taking the time to complete this evaluation!**

## APPENDIX V. LIST OF ILO'S PROJECTS IN LEBANON AND JORDAN

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### **Jordan**

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#### **Better Work Jordan - USAID**

JOR/07/02/USA

101201

#### **Better Work Jordan Phase II**

JOR/14/50/USA

104579

#### **Decent Jobs for Jordanians and Syrian Refugees in the Manufacturing Sector**

JOR/17/01/NLD

106146

#### **Employment intensive programmes for Jordanians and Syrian refugees**

JOR/16/01/DEU

105803

#### **Enhancing the capacity of the workers' centre to respond to the needs of migrant workers**

JOR/14/02/SDC

105106

#### **Enhancing the productivity for SME's employing Jordanians in the garment sector**

JOR/16/03/WBG

106059

#### **Ensuring a Gender-responsive approach to Decent Work – Jordan**

JOR/16/53/SWE

105740

#### **EU-ILO collaboration in the monitoring of labour aspects in the implementation of the EU's rules of origin initiative for Jordan**

JOR/16/08/EUR

106050

**Fair wages and child care: Promoting dignity and equality by empowering workers in the private sector in Jordan**

JOR/15/02/NOR

105462

**Improving the Protection of Labour Rights in Jordan**

JOR/13/01/CAN

103976

**Integrating the ILO Entrepreneurship Education Programme KAB in Vocational High Schools and Community Colleges in Jordan**

JOR/13/03/BDC

104118

**Introduction of Know About Business at the Development and Employment Fund**

JOR/12/03/JOR

103260

**Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry**

JOR/16/10/NOR

106012

**Monitoring and Evaluation for the ETVET System in Jordan**

JOR/12/04/NET

103812

**Moving towards a Child Labour Free Jordan**

JOR/10/50/USA

102511

**Outcome 14\_GLOBAL: Freedom of Association Collective Bargaining, 2014–15  
(Norway-ILO Partnership Programme 2012–15)**

GLO/14/61/NOR

104726

**Pilot Project for the Elimination of Child Labour among Refugees and Host Communities in Jordan (1)**

JOR/16/51/CAN

105656

**Pilot Project for the Elimination of Child Labour among Refugees and Host Communities in Jordan (2)**

JOR/16/52/CAN

105657

**Promoting Fundamental Principles and Rights at Work in Jordan II**

JOR/14/02/CAN

104970

**Promoting gender equality and women's empowerment in the world of work**

GLO/14/58/NOR

104936

**Promotion of Fundamental Principles and Rights at Work in the Aqaba Special Economic Zone Authority**

JOR/12/02/CAN

103316

**Protecting migrant workers' rights in Jordan**

JOR/11/04/USA

103003

**Research and advocacy initiative for mixed migration strategies in Jordan towards comprehensive labour migration governance within broader labour market governance, with particular attention to Jordanization, fair migration & decent work**

JOR/16/05/CHE

105824

**Re-valuing women's employment: Implementing equal pay for work of equal value in Jordan**

JOR/12/50/NOR

103327

**Revenue budget Better Work Jordan**

JOR/11/03/REV

103149

**Supporting a National Employment Strategy that works for Young Syrian Refugees in Jordan**

JOR/14/50/SID

104997

**Supporting a National Employment Strategy that works for Young Syrian Refugees in Jordan (SIDA III)**

JOR/16/50/SWE

105737

**Supporting the strategic objectives of the London Syria Conference 2016**

JOR/16/06/GBR

105887

**Supporting the strategic objectives of the London Syria Conference 2016 Ph 2**

JOR/17/03/GBR

106265

**Tackling child labour among Syrian refugees and their host communities in Jordan and Lebanon**

RAB/15/01/DAN

105280

**Technical advisory services for the ninth Actuarial Review of the Social Security Corporation and the strengthening and extension of social security programmes in Jordan**

JOR/17/04/JOR

106190

**Technical advisory services for the Seventh Actuarial Review of the Social Security Corporation in Jordan**

JOR/11/02/JOR

103197

**Lebanon**

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**Action Programme for Protecting the Rights of Women Migrant Domestic Workers (WMDWs) in Lebanon**

LEB/10/04/EEC

102748

**Combating the Worst Forms of Child Labour among Syrian Refugees and Host Communities in Lebanon**

LBN/16/01/NOR

105860

**Creating Decent Work Opportunities for Syrian Refugees and Host Communities Through Infrastructure Improvement in Lebanon**

LBN/16/03/DEU

106023

**Enabling job resilience and protecting decent work conditions in rural communities affected by Syrian Refugee crisis in North Lebanon**

LEB/14/02/ITA

105130

**Improved access to employment opportunities for Lebanese host communities and Syrian refugees in Lebanon**

LBN/16/09/FAO

106183

**Improved and market-based provision of vocational training for Lebanese and refugees**

LBN/16/07/ITA

106073

**Improving Livelihoods for Palestine Refugees in Lebanon; Better Access, More Opportunities, Enhanced Capacities**

LBN/17/01/UNR

106231

**Labour Force and Households' Living Conditions Survey 2014 (LFHLCS)**

LEB/14/01/EEC

104813

**Outcome 10: Thematic funding for 2014–15 (Norway-ILO Partnership Programme 2012–15)**

GLO/14/60/NOR

104983

**PHASE II Ending Worst Forms of Child Labour (WFCL) amongst Syrian Refugees and Lebanese Host Communities**

LBN/17/02/NOR

106288

**Programme development, resource mobilization and operationalizing of a joint livelihood programme document under the UNDP – ILO partnership pertaining to host communities and refugees in Lebanon**

LBN/16/02/UND

105756

**Situation analysis of existing non-financial services and support for business start-up initiatives targeting Palestinian refugee youth**

LBN/15/01/UNR

105557

**Situation Analysis Results Dissemination**

LBN/16/01/UNR

105942

**Strengthening workers' organizations in the Arab States through enhanced support to socio-economic and legal literacy**

RAB/11/01/NTU

102960

**Study on Child Labour in the Arab States**

GLO/17/05/FAO

106104

**Supporting National Action to Combat the Worst Forms of Child Labour in Lebanon**

LEB/12/50/FRG

103520

**Tackling child labour among Syrian refugees and their host communities in Jordan and Lebanon**

RAB/15/01/DAN

105280

**Towards improved formal and non-formal TVET in Lebanon**

LBN/16/08/CEF

106025

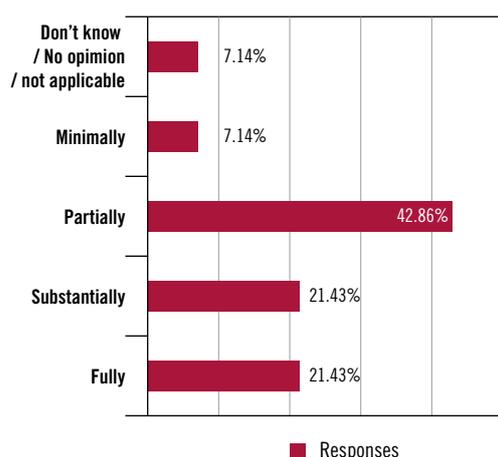
**Working Street Children in Lebanon: Profile and Size Assessment**

LEB/13/01/CEF

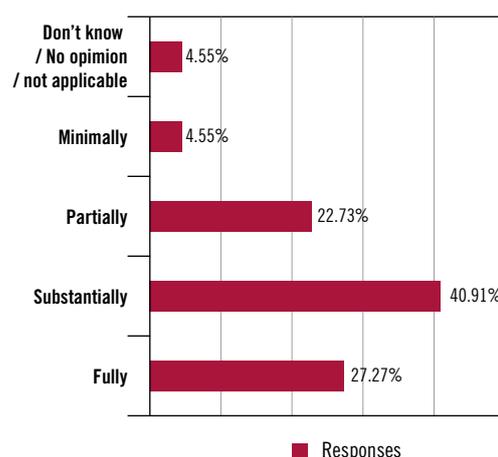
104323

## APPENDIX VI. PARTIAL RESULTS FROM ON-LINE SURVEY

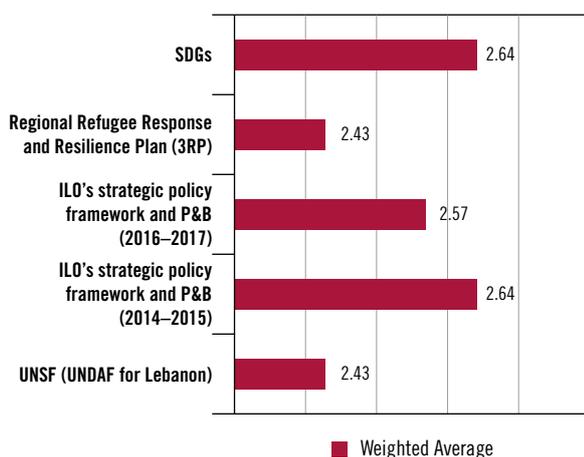
**Figure VI.1** ILO Staff/Strategic Partners' response to the survey question: In your opinion, to what extent do the ILO interventions in Lebanon reflect national priorities?



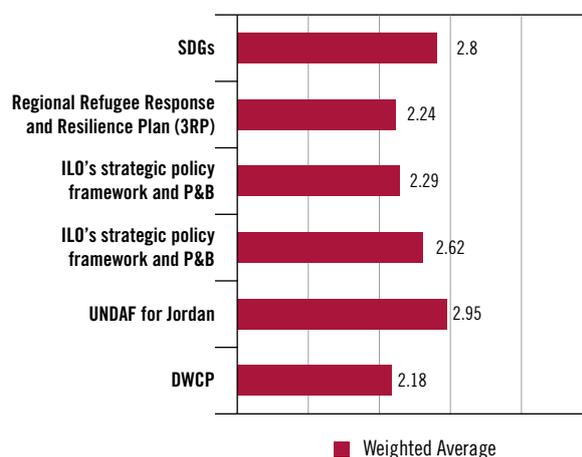
**Figure VI.2** ILO Staff/Strategic Partners' response to the survey question: In your opinion, to what extent do the ILO interventions in Jordan reflect national priorities?



**Figure VI.3** ILO Staff/Strategic Partners' response to the survey question: In your opinion, to what extent do the ILO interventions in Lebanon reflect regional priorities and international development frameworks?



**Figure VI.4** ILO Staff/Strategic Partners' response to the survey question: In your opinion, to what extent do the ILO interventions in Jordan reflect regional priorities and international development frameworks?



## APPENDIX VII. STRATEGIC OUTCOMES (2014–2015)

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- Outcome 1:** More women and men have access to productive employment, decent work and income opportunities
- Outcome 2:** Skills development increases the employability of workers, the competitiveness of enterprises and the inclusiveness of growth
- Outcome 3:** Sustainable enterprises create productive and decent jobs
- Outcome 4:** More people have access to better managed and more gender equitable social security benefits
- Outcome 5:** Women and men have improved and more equitable working conditions
- Outcome 6:** Workers and enterprises benefit from improved safety and health conditions at work
- Outcome 7:** More migrant workers are protected and more migrant workers have access to productive employment and decent work
- Outcome 8:** The world of work responds effectively to the HIV/AIDS epidemic
- Outcome 9:** Employers have strong, independent and representative organizations
- Outcome 10:** Workers have strong, independent and representative organizations
- Outcome 11:** Labour administrations apply up-to-date labour legislation and provide effective services
- Outcome 12:** Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations
- Outcome 13:** A sector-specific approach to decent work is applied
- Outcome 14:** The right to freedom of association and collective bargaining is widely known and exercised
- Outcome 15:** Forced labour is eliminated
- Outcome 16:** Child labour is eliminated, with priority given to the worst forms
- Outcome 17:** Discrimination in employment and occupation is eliminated
- Outcome 18:** International labour standards are ratified and applied
- Outcome 19:** Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies

## APPENDIX VIII.

# EVOLUTION IN ILO'S LIST OF OUTCOMES

In 2016, as part of the transitional Strategic Plan for 2016–2017, the ILO adopted 10 policy outcomes to replace the 19 Programme and Budget (P&B) outcomes put in place for the 2010–2015 Strategic Plan. These 10 policy outcomes are underpinned by five cross-cutting strategies that are relevant to some or all of the outcomes, and supported by three advocacy, governance and support outcomes. This is further displayed in the table below. This will have an impact on how reports are analyzed and how findings are reported in any subsequent meta-analyses. As the projects within 2013–2016 were conceived and largely carried out prior to the introduction of the 10 policy outcomes, projects will be selected according to the 19 policy outcomes, but the final report will summarize how the final selection of reports map to the new outcomes, to help enable any comparisons to future exercises.

Table VI.1 Change in ILO outcomes from the 2010–2015 period to 2016–2017

P&B OUTCOMES 2010–2015/4 STRATEGIC OBJECTIVES			POLICY OUTCOMES 2016–2017
<b>Strategic objective:</b> Create greater opportunities for women and men to secure decent employment and income			Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects.
Outcome 1: Employment promotion	Outcome 2: Skills development	Outcome 3: Sustainable enterprises	2. Ratification and application of international labour standards.
<b>Strategic objective:</b> Enhance the coverage and effectiveness of social protection for all			3. Creating and extending social protection floors.
Outcome 4: Social security	Outcome 5: Working conditions	Outcome 6: Occupational safety and health	4. Promoting sustainable enterprises.
Outcome 7: Labour migration	Outcome 8: HIV/AIDS		5. Decent work in the rural economy.
<b>Strategic objective:</b> Strengthen tripartism and social dialogue			6. Formalization of the informal economy.
Outcome 9: Employers' organizations	Outcome 10: Workers' organizations	Outcome 11: Labour administration and labour law	7. Promoting workplace compliance through labour inspection.
Outcome 12: Social dialogue and industrial relations	Outcome 13: Decent work in economic sectors		8. Protection of workers from unacceptable forms of work.
<b>Strategic objective:</b> Promote and realize standards and fundamental principles and rights at work			9. Promoting fair and effective labour migration policies.

P&B OUTCOMES 2010–2015/4 STRATEGIC OBJECTIVES		
Outcome 14: Freedom of association and the right to collective bargaining	Outcome 15: Forced labour	Outcome 16: Child labour
Outcome 17: Discrimination at work	Outcome 18: International labour standards	Outcome 19: Mainstreaming decent work

POLICY OUTCOMES 2016–2017
10. Strong and representative employers' and workers' organizations.
ADVOCACY, GOVERNANCE AND SUPPORT OUTCOMES
Outcome A: Effective advocacy of decent work in the world of work Outcome B: Effective and efficient governance of the Organization Outcome C: Efficient support services and effective use of ILO resources
CROSS CUTTING STRATEGIES/POLICY DRIVERS:
International labour standards Social dialogue Gender equality and non-discrimination End to poverty Just transition to a green economy

## APPENDIX IX. BUDGET FIGURES

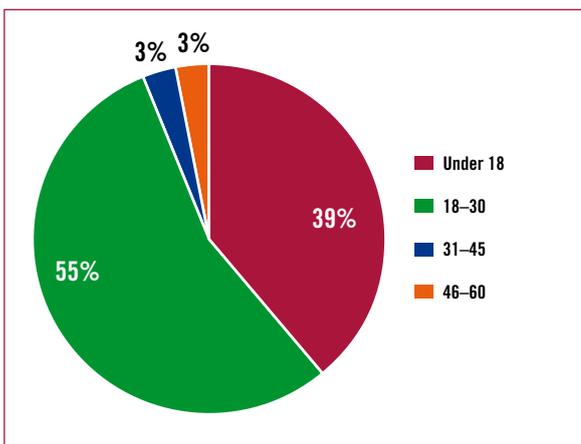
ILO Jordan programme portfolio disaggregated by policy outcome per biennium			
	2012–2013	2014–2015	2016–2017
More and better jobs for inclusive growth and improved youth employment prospects	\$651,934	\$1,959,545	\$14,128,898
Promoting workplace compliance through labour inspection	\$311,291	\$1,695,201	\$2,351,184
Protection of workers from unacceptable forms of work	\$1,144,270	\$1,186,604	\$2,942,704
Decent Work in Economic Sectors	\$2,593,126	\$1,096,586	
Promoting sustainable enterprises	\$89,846	\$401,751	\$227,240
Creating and extending social protection floors	\$405,829	\$251,328	\$172,886
Promoting fair and effective labour migration policies	\$61,045		\$174,072
Forced Labour	\$568,098	\$140,417	
Discrimination at Work	\$67,691		
Formalization of the informal economy		\$84,435	

ILO Lebanon programme portfolio disaggregated by policy outcome per biennium		
	2014–2015	2016–2017
More and better jobs for inclusive growth and improved youth employment prospects	1,934,014	16,760,274
Creating and extending social protection floors	138,680	353,189
Strong and representative employers' and workers' organizations.	70,000	400,250
Promoting fair and effective labour migration policies.		73,500
Protection of workers from unacceptable forms of work.		412,000
Promoting workplace compliance through labour inspection.		117,780
Promoting sustainable enterprises.		193,950
Decent work in the rural economy.		819,499
Ratification and application of international labour standards.		20,000
Formalization of the informal economy.		108,500

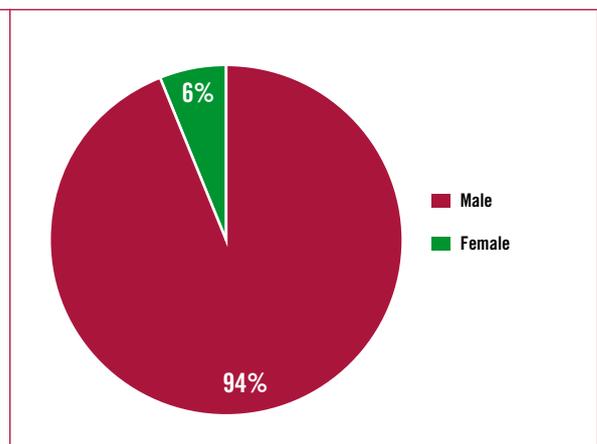
## APPENDIX X. RESULTS OF BENEFICIARY SURVEY

**SAMPLE: 36 RESPONDENTS**

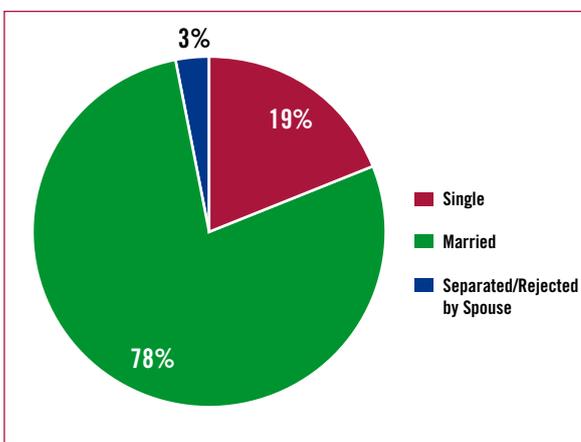
Age of respondents



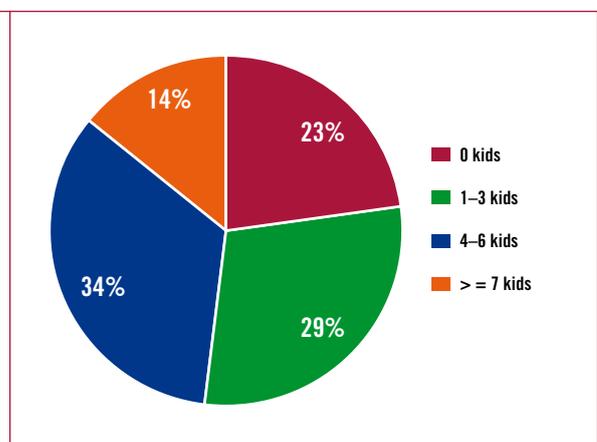
Gender of respondents



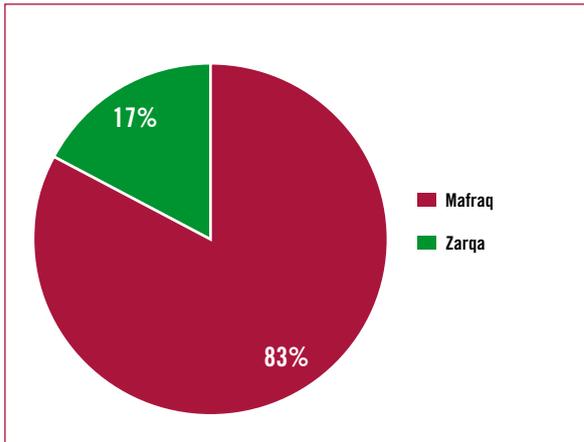
Marital status



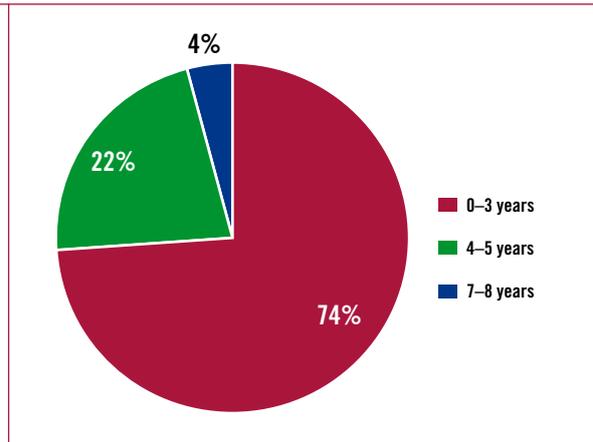
Number of children



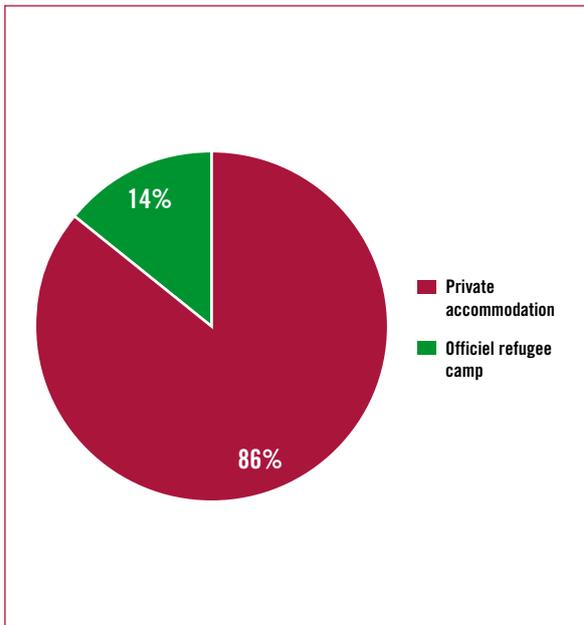
Governorate



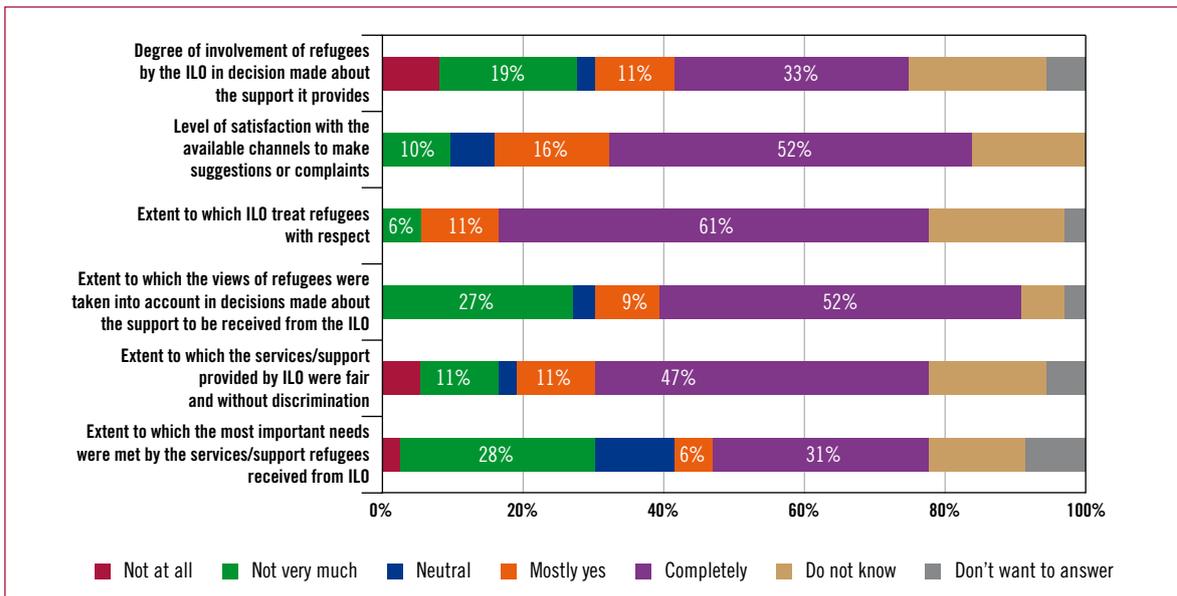
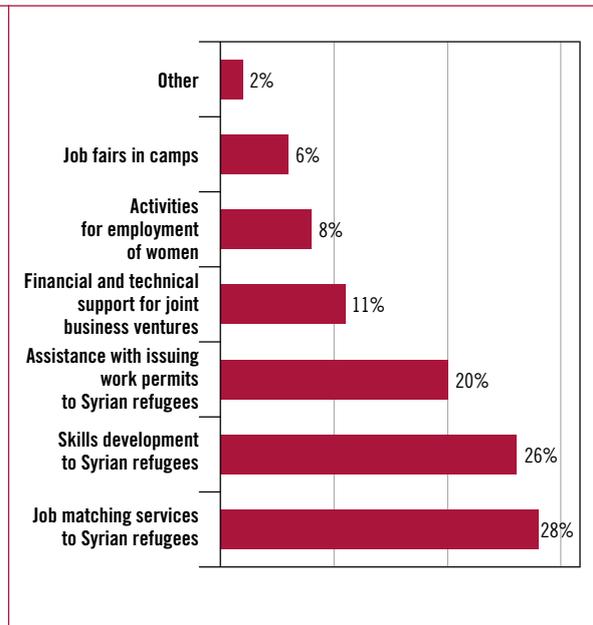
Time spent in camp



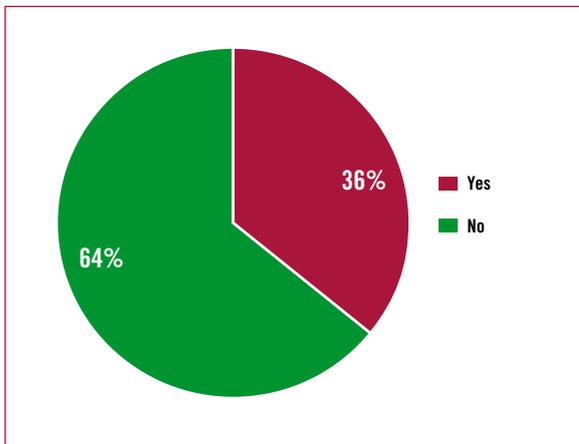
Type of accomodation



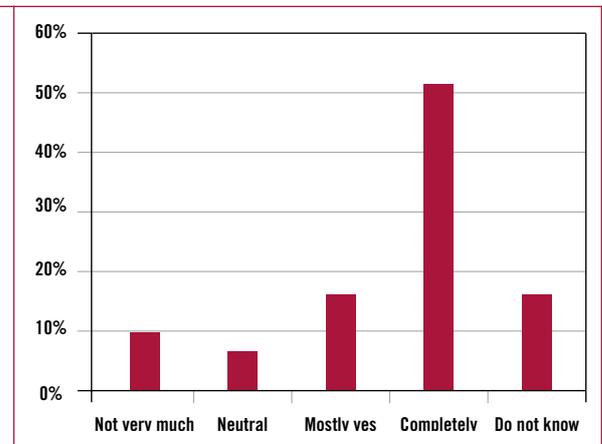
Type of services/support received from ILO



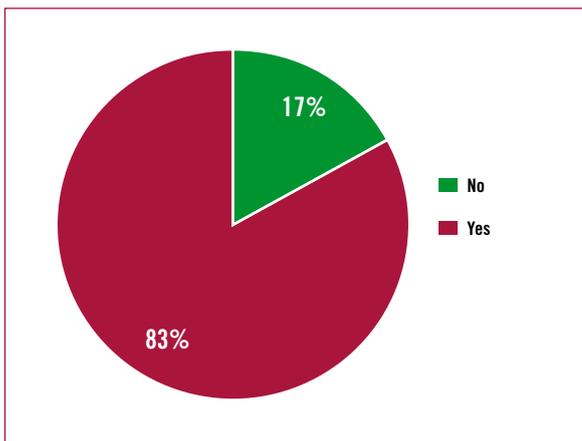
Level of knowledge of refugees on how to make suggestions or complaints about the assistance/ services provided by the ILO



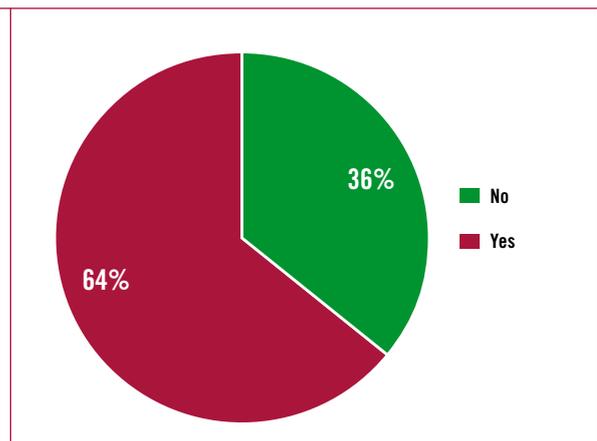
Level of satisfaction with the available channels to make suggestions or complaints



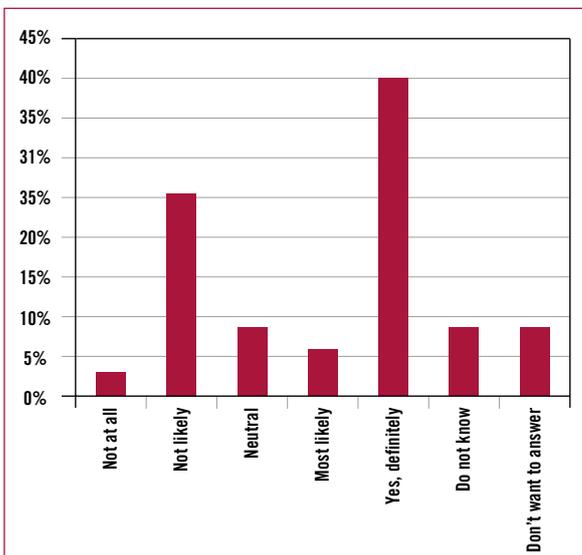
Extent to which the refugees found a job after receiving services/support from the ILO



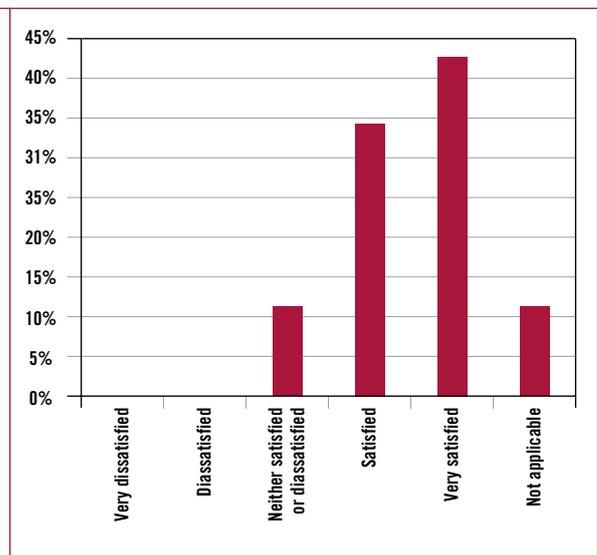
Extent to which the refugees started/expanded their business after receiving services/support from the ILO



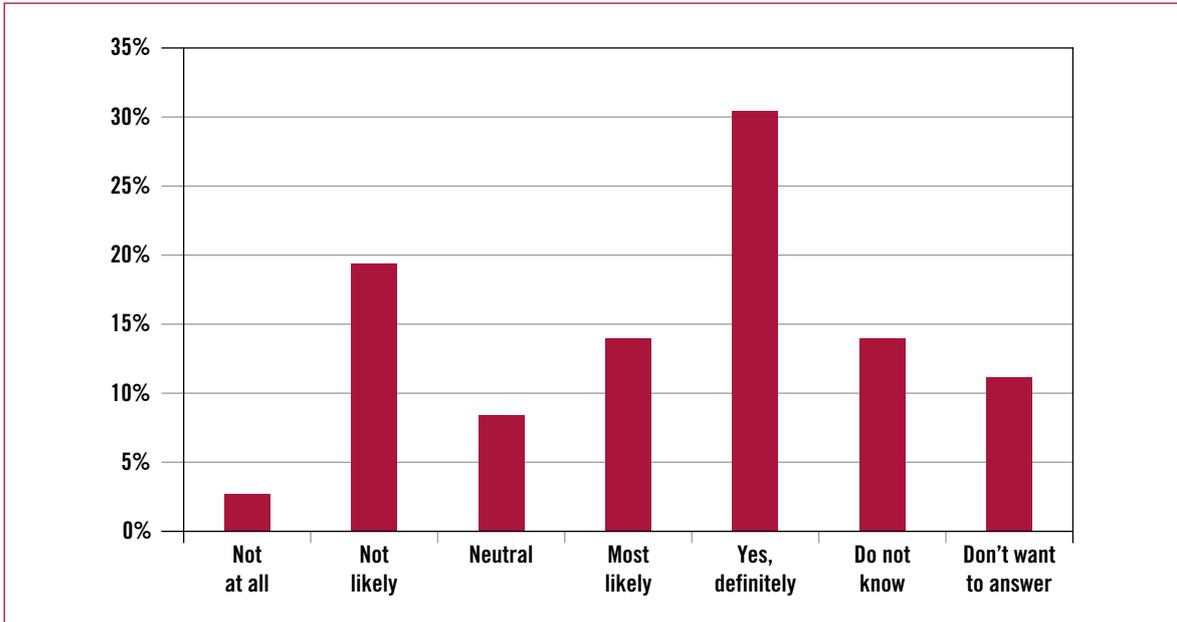
Extent to which the refugees feel that the support received from the ILO prepared (empowered) them to live without aid in Jordan



Level of satisfaction with the overall quality of services/support provided by the ILO



Level of improvement in lives of refugees  
after receiving services/support provided by the ILO



## APPENDIX XI. LIST OF STAKEHOLDERS CONSULTED

No	Name	Position	Organization
1	Ahmad Hassan	Head of professional counselling	MOE
2	Ahmad Khawaldeh	Employment Expert	Mafraq ESC
3	Ahmad Sheidat,	Director of the Unit Combatting Begging/Ex-Head Division of Combatting Child Labour (Mar 2016–Nov 2017)	MOSD
4	Amal Obeid	Adolescent and Youth Programme Specialist	ILO ROAS
5	Amin El Wreidat	Labour Inspection Specialist	ILO ROAS
6	Anan Zeitoun	Technical Director	JCI
7	André Bogui	Director Strategic Programming & Management Department	ILO HQ
8	Bassam Habahbeh	Head of pedagogic counselling section	MOE
9	Carlien Van Empel	Head, Development Cooperation Support, PARDEV	ILO HQ
10	Chris Donnges	EMP/INVEST Unit	ILO HQ
11	Craig Russon	Senior Evaluation Officer	ILO - HQ
12	Dina Hammad	Employment Directorate	MOL
13	Dr. Bashir Alqadri	Project Coordinator	MOA
14	Dr. Dr. Hayel Al Zaben	Director of the Employment Directorate	MOL
15	Dr. Taghreed Biddawi	Pedagogic counselling section	MOE
16	Eman Alaraj	Project Coordinator of ILO-Sida funded project and G20 Project (Jordan component)	ILO Jordan
17	Eman Obaidat	Director of Quantity and Specification of Road Projects	MOPWH
18	Emanuela Pozzan	Senior Gender Equality Specialist	ILO HQ
19	Eng. Hussain Mhaidat	Senior Advisor for Solid Waste Management, Director of Local Councils	MOMA
20	Faten Adada	Forests and Landscapes restoration	FAO Lebanon
21	Federico Negro	Crisis response specialist	ILO HQ

No	Name	Position	Organization
22	Feras Moumani	Director, Jordan Compact Project Management Unit	MOPIC
23	Florencio Gudino	Chief of the Regional Programming and Technical Cooperation Service	ILO HQ
24	Frank Hagemann	Deputy Regional Director/DWT Director	ILO ROAS
25	Georges Ayda	General Director	MoL Lebanon
26	Guy Thijs	Director, Evaluation Office	ILO - HQ
27	Hamadan Yacoub	Head of Syrian Refugee Unit	MOL
28	Hélène Bohyn	Workers' Centre Project Coordinator	ILO Jordan
29	Hiba Shami	Head of Social and Labour Department	Association of Lebanese Industrialists
30	Htun Hlaing	CTA, EIIP	ILO Jordan
31	Ilektra Tsakalidou	Policy Officer (Attaché)	EU Delegation to Jordan
32	Iman Khazaal	Head of Labour Department	MoL Lebanon
33	Jennifer Hahn	Junior Professional Officer	ILO HQ
34	Joumana Karame	National Programme Officer - Lebanon	ILO ROAS
35	Khaled M. Abumarjoub	President	General TU of Workers in Public Services and Free Occupation
36	Lars Johansen	Chief Regional Programming Unit	ILO ROAS
37	Laura Buffoni	Senior Livelihoods Programme Coordinator	UNHCR
38	Leon Chamamah	Senior livelihood advisor	UNDP in Lebanon
39	Maha Kataa	Response Coordinator, Syrian Refugee Crisis	ILO Jordan
40	Mahmoud Mashaal	Focal point for combatting child labour	MOE
41	Majid Jazeeh	Employment Directorate	MOL
42	Maysoon Abu Hassan	Secretary General	MOL
43	Mazen Al-Maaytah	President	GFJTU
44	Mohamad Alhosban	Head of HR Department	Arabella Factory in Mafraq
45	Mohamad N. Al-Soub	Director of the Department of Operation and Technical Affairs	NET
46	Mohammad Al Maita	MRC Regional Manager	Arab TU Confederation
47	Mohammed Al-Ahmad	Marketing Expert	Mafraq ESC
48	Mohammed Znemat		SSC
49	Mustapha Said	Workers Specialist	ILO ROAS
50	Nader Keyrouz	Statistics Specialist	ILO ROAS
51	Najwa Yaacoub	Acting Head of the Department of Coordination and National Accounts	Central Administration of Statistics - Lebanon
52	Nathalie Bavitch	Regional M&E Advisor	ILO ROAS
53	Nicholas Grisewood	Technical Specialist, Crisis Migration, Labour Migration Branch	ILO HQ
54	Nihayat Dabdoub	National Programme Officer of Child Labour Projects	ILO Jordan
55	Olfa Alouini	Head of Trade and Economic Section	EU Delegation to Jordan

No	Name	Position	Organization
56	Patrick Daru	Senior Skills Specialist/ILO Jordan Country Coordinator	ILO Jordan
57	Peter Wichmand	Senior Evaluation Officer, ILO Evaluation Office	ILO – HQ
58	Rabih Kabbara	Minister's Advisor	MoL Lebanon
59	Ragavan Samuel	Head of People Department	Classic fashion Factory
60	Raghd Assi	Project Manager UNDP	UNDP in Lebanon
61	Rania Bikhazi	Enterprise Specialist	ILO ROAS
62	Ruba Jaradat	Regional Director	ILO ROAS
63	Ryszard Cholewinski	Migration Specialist	ILO ROAS
64	Samer Al Qudah	Director of the Legal Directorate	MOL
65	Shaza Ghaleb	UN Coherence and Partnership Officer	ILO ROAS
66	Shurenchimeg Zokhiolt	Programme Analyst, Strategic Programming and Management Department (PROGRAM)	ILO HQ
67	Simon Hills	Syria Crisis Response Technical Focal Point	ILO ROAS
68	Sophia Kagan	CTA FAIRWAY Project	ILO ROAS
69	Sven van den Berg	First Secretary Trade and Economic Development	Embassy of the Netherlands in Jordan
70	Talal Hijazi	General Manager	Association of Lebanese Industrialists
71	Tareq AbuQaoud	Programme Manager, ILO Better Work Programme Jordan	ILO Jordan
72	Tariq Haq	Employment Specialist	ILO ROAS
73	Timothy W. Swett	Regional Refugee Coordinator	Bureau of Population, Refugees and Migration (PRM), US Embassy in Jordan
74	Tomas Stenstrom	Chief Technical Advisor – Lebanon EIIP Project	ILO ROAS
75	Toni Ayrouth	Decent Work advisor	ILO ROAS
76	Torsten Schackel	International Labour Standards Specialist	ILO ROAS
77	Zahi El Haiby	Director of Minister's Cabinet	MoSA Lebanon
78	Zeina Mezher	Work In Freedom (WIF)/Migration Project Coordinator - Lebanon	ILO ROAS

## APPENDIX XII. LIST OF PARTICIPANTS OF FOCUS GROUPS DISCUSSIONS WITH BENEFICIARIES

### FOCUS GROUP DISCUSSION WITH BENEFICIARIES ON THE TRAINING OF RPL IN ZARQA NATIONAL TRAINING AND EMPLOYMENT CENTRE

No	Name	Gender	Age	Profession	Nationality	Originally from	Year of arrival to Jordan
1	Nazeer Mohd Amin Ahmad	m	25	Carpenter Concrete	Syrian	Dar'a	2012
2	Moussa Ibrahim Ali	m	40	Carpenter Concrete	Syrian	Dar'a	2012
3	Moussa Hussein	m	45	Electricity	Syrian	Dar'a	2013
4	Hussein Ahmad Mudeer	m	31	Tile worker	Syrian	Homs	2016
5	Anwar Jadou Meitheh	m	33	Worker	Syrian	Homs	2013
6	Yasser Ibrahim Al Ahmad	m	32	Electricity	Syrian	Rural area of Damascus	2013
7	Ahmad Faidi Al Rahmon	m	35	Tile worker	Syrian	Homs	2013
8	Mohd Faisi Al Rahmon	m	35	Quarry	Syrian	Homs	2014
9	Mahmoud Faidi Al Rahmon	m	29	Tile worker	Syrian	Homs	2014
10	Ahmad Bassam Zaza	m	18	Welder	Syrian	Damascus	2014
11	Abdelrahman Mohd Refa'i	m	31	Electricity	Syrian	Rural part of Damascus	2014
12	Mohd Naeim Radi	m	22	Construction	Syrian	Dar'a	2012
13	Hussam Mohd Fadoul	m	42	Construction	Syrian	Sham	2014
14	Mohd kamal Srour	m	18	Construction	Syrian	Rural area of Damascus	2013
15	Khaled Adballah Radi	m	43	Tiles	Syrian	Dar'a	2012
16	Naim Fahed Radi	m	42	Construction	Syrian	Dar'a	2012

No	Name	Gender	Age	Profession	Nationality	Originally from	Year of arrival to Jordan
17	Alaa Naim Radi	m	18	Construction	Syrian	Dar'a	2012
18	Mohd Khalaf Kafri	m	35	Painter	Syrian	Dar'a	2012
19	Jadwal Ahmad Abdallah	m	45	Concrete Carpenter	Syrian	Dar'a	2012

### FOCUS GROUP DISCUSSION WITH JOINT BUSINESS VENTURE BENEFICIARIES IN ZARQA

No	Name	Gender	Age	Occupation	Nationality	Year of arrival to Jordan	Came from	Issuance of work permit
1	Sam Mohamed Alwoo	m	42	Painting and decoration	Syrian	2012	Hamma	August 2017
2	Diyaa Khaled Yahya Alkaii	m	22	Painting and decoration	Syrian	2013	Hummos	September 2017
3	Bahaa Khaled Yahya Alkaii	m	23	Painting and decoration	Syrian	2013	Hummos	September 2017
4	Mohammed Abdal Raham Alkaii	m	25	Painting and decoration	Syrian	2013	Hummos	September 2017
5	Khaled Yahya Matar Alkaii	m	48	Painting and decoration	Jordanian	N/A	N/A	N/A
6	Ammar Fonad Adel Kifaya	m	44	Painting and decoration	Jordanian	N/A	N/A	N/A

### FOCUS GROUP DISCUSSION WITH EIIP BENEFICIARIES IN MAFRAQ

No	Name	Gender	Age	Occupation	Nationality	Year of arrival to Jordan	Period of employment under EIIP	Current status of employment
1	Azzam Saed Obeid	m	43	trader	Syrian	2013	5 months	Unemployed
2	Fathi Mohd Akhanes	m	47	farmer	Syrian	2012	3 months	Unemployed
3	Hassan Yahya Al Nmari	m	20	student	Syrian	2012	3 months	Unemployed
4	Waleat Abdazi Absakh	m	44	farmer	Syrian	2013	5 months	Unemployed
5	Anas Mohd Al Aji	m	38	farmer	Syrian	2013	5 months	Unemployed
6	Nasser Awad Hassan	m	45	driver	Syrian	2013	6 months	Unemployed
7	Mohd Abdulhay Albashabsha	m	33	worker	Jordanian	N/A	6 months	Unemployed
8	Omar Suleiman Omoush	m	21	student	Jordanian	N/A	6 months	Unemployed
9	Razan Youssef Sabah Shawarbeh	m	21	farmer	Jordanian	N/A	9 months	Unemployed
10	Ruba Khaled Al Abdallah	f	24	data entry	Syrian	2012	5 months	Unemployed

## FOCUS GROUP DISCUSSION WITH SYRIAN REFUGEES AT CLASSIC FASHION COMPANY

No	Name	Gender	Age	Nationality	Year of arrival to Jordan	Month of starting the work in the factory	Position in the factory
1	Zahra Saleh Alrifai	f	43	Syrian	2012	January 2017	Administrative assistant
2	Rowayda Mohd Al Qadiri	f	35	Syrian	2013	July 2017	Sewing machine operator
3	Mahassen Mold Othaman	f	31	Syrian	2013	July 2017	
4	Asia Mohd Al Jaber	f	28	Syrian	2013	July 2017	
5	Fidaa Khalil Al Hanawi	f	25	Syrian	2014	July 2017	
6	Inhod Ibrahim Al Bardan	m	33	Syrian	2012	July 2017	
7	Ramia Khamai Al Akrad	f	35	Syrian	2013	July 2017	
8	Ahmad Abdasalam Ali	m	19	Syrian	2013	July 2017	
9	Mohd Kasem Mohd Khatba	f	20	Syrian	2012	January 2017	
10	Alaa Kasem Al Homayaer	f	20	Syrian	2013	July 2017	
11	Hoda Khalil Al Hinawi	f	24	Syrian	2013	July 2017	
12	Zainad Mohd Alnasser	f	21	Syrian	2012	July 2017	
13	Rasha Fayez Alsubeihi	f	29	Syrian	2012	July 2017	
14	Izdiner Ibrahim Al Rahal	f	36	Syrian	2013	July 2017	
15	Rahaf Abdullah Alhamad	f	20	Syrian	2013	July 2017	
16	Mohammed Ahmad Labad	m	20	Syrian	2013	July 2017	
17	Anas Husain Shaban	m	20	Syrian	2013	July 2017	
18	Mahmoud Khalil Ahmad Khalil	m	22	Syrian	2013	July 2017	
19	Wael Abunaem	m	22	Syrian	2013	July 2017	

## APPENDIX XIII. DOCUMENTS REVIEWED

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### BUDGET:

- Final XBTC expenditure in Jordan and Lebanon by CPO
- RBTC Projects, Expenditures Lebanon and Jordan 2014 to 2018

### CPOS

- Jordan
  - IP 14-15
  - IP 16-17
  - IP 18-19
- Lebanon
  - IP 14-15
  - IP 16-17
  - IP 18-19
- Standard Cost 2014–15
- Status of Country Programme Outcomes
- From the results framework 2010–2015 to the results framework 2016–2017: Re-mapping exercise

### CPRS

- Decent Work Country Program, Mid-Term Review (Jordan)
- Jordan DWCP Results Framework- Dec 2014

### DOCUMENTS

- Regional Refugee & Resilience Plan 2017–2018 (Regional Strategic Overview)
- Independent evaluation of the ILO's strategy to promote decent work in the Arab region: A cluster evaluation of Jordan, Lebanon and the Occupied Palestinian Territory
- Towards coordinated efforts for effective labour market information and employment services in Lebanon

- Impact of Syrian refugees on the Jordanian labour market, 2015
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- Lebanon DWCP (March 2018)
  - Checklist for Evaluable Results
  - Results Framework
  - Results Monitoring Plan
- Jordan DWCP (2012, 2016, 2018)
- Jordan Decent Work Country Diagnostic

- Jordan Decent Work Country Programme, Progress report, 2014–2015
- Status of Decent Country Programme Development in the Arab States Region

## FRAMEWORKS

- United Nations Strategic Framework (UNSF) Lebanon 2017–2020
- Lebanon 2010–2014-United Nations Development Assistance Framework
- UNDAF for Jordan

## OBW

- CPOs Progress Assessment for Arab States 16–17
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## OTHER REPORTS

- DWCP Outcome CPO Project Mapping V01
- Lebanon: Promoting Poverty Reduction and Shared Prosperity, 2015
- Alignment of Jordan DWCP Outcomes 2012–2015 with P&B and CPOs
- Final XBTC expenditure in Jordan by CPO, 2012–2013
- Emerging good practices and lessons learned on Supporting the Access of Refugees to Labour Market, Training and livelihood opportunities in Jordan and Lebanon
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- ILO workers survey report-March2017
- Programme of Support to Jordan Compact, 2017
- Resources Jordan + Lebanon
- From one High Level Evaluation team to another, Informal note on Lessons and tips for conducting a HLE evaluation at the ILO
- Results Reporting-KPIs Jordan DWCP 2016–17

## P&B

- Pb -2012–13
- Pb-2014–15
- Pb- 2016–17

## PIR

- CPO details 2014–15
- PIR 01-019
- ILO programme implementation 2014–15
- ILO programme implementation 2016–17

## PROJECT EVALUATIONS

- EIIP Lebanon- Final Draft Report
- EIIP Jordan- Final Eval Draft

- Eval discovery
- Final Internal Evaluation Report- protecting migrant workers' rights in Jordan
- ILO London Syria Evaluation Report (Jordan)
- ILO exported table
- ILO Jordan Evaluation Final 2017
- Planned evaluations- 2018 with carry over
- ILO- Evaluation 2015
- ILO- Evaluation 2014
- ILO – Evaluation 2015
- Developing the capacity of Employers' Organizations in the Arab Region to contribute to job- rich growth through effective policy and social Dialogue
- Status of TC projects (Jordan and Lebanon)

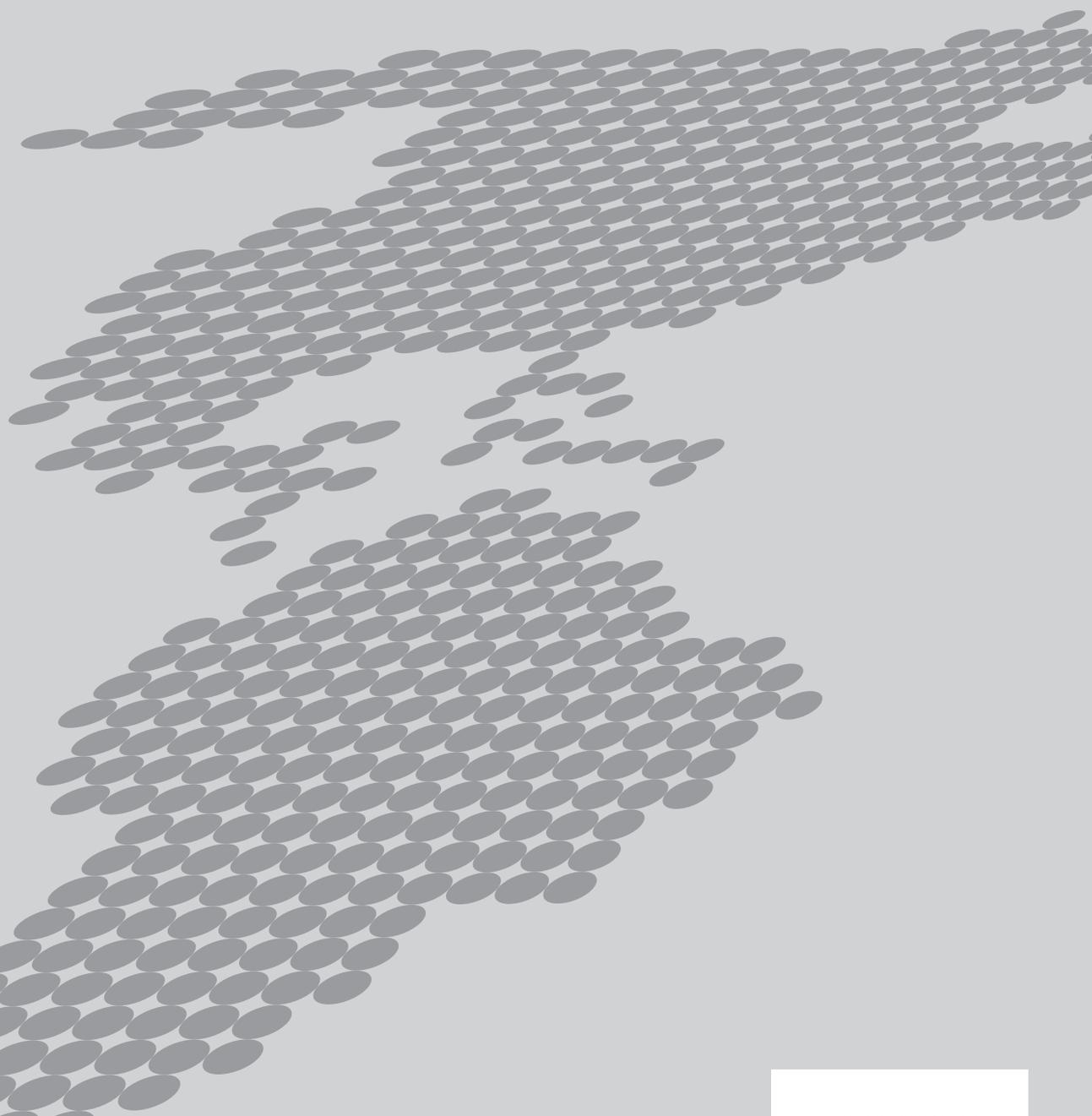
### **XBTC**

- Annual report 2013 delivery
- Annual report 2014 delivery
- Annual report 2015- expenditures and deliveries
- Annual report 2016- expenditures and deliveries

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ISBN 978-92-2-031156-1



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