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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

ILO Evaluation Office

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Summary

Background

Scope and objectives

Methodology

Findings and conclusions

Recommendations



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Background

- **Lebanon and Jordan face long-standing socioeconomic challenges** that are related to employment creation, youth unemployment, working standards, gender inequality, fundamental rights of workers, child labour, an absence of social protection and weak social dialogue.
- The two countries have experienced an unprecedented refugee influx, as a result of one of the most **complex humanitarian emergencies** of modern times. The Syrian refugee crisis continues to have effects on labour market dynamics, affecting the countries' socioeconomic situation.
- 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 supported 58 projects** and the services of 66 staff members in Lebanon (including the regional office staff) and 34 staff members in Jordan.

Jordan and Lebanon host **the highest number of refugees in the world**

Lebanon

hosts 1.5 million Syrian refugees

Jordan

hosts 1.3 million Syrian refugees

Source: 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 (accessed 15 September 2018) and 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).



Scope and objectives of the evaluation

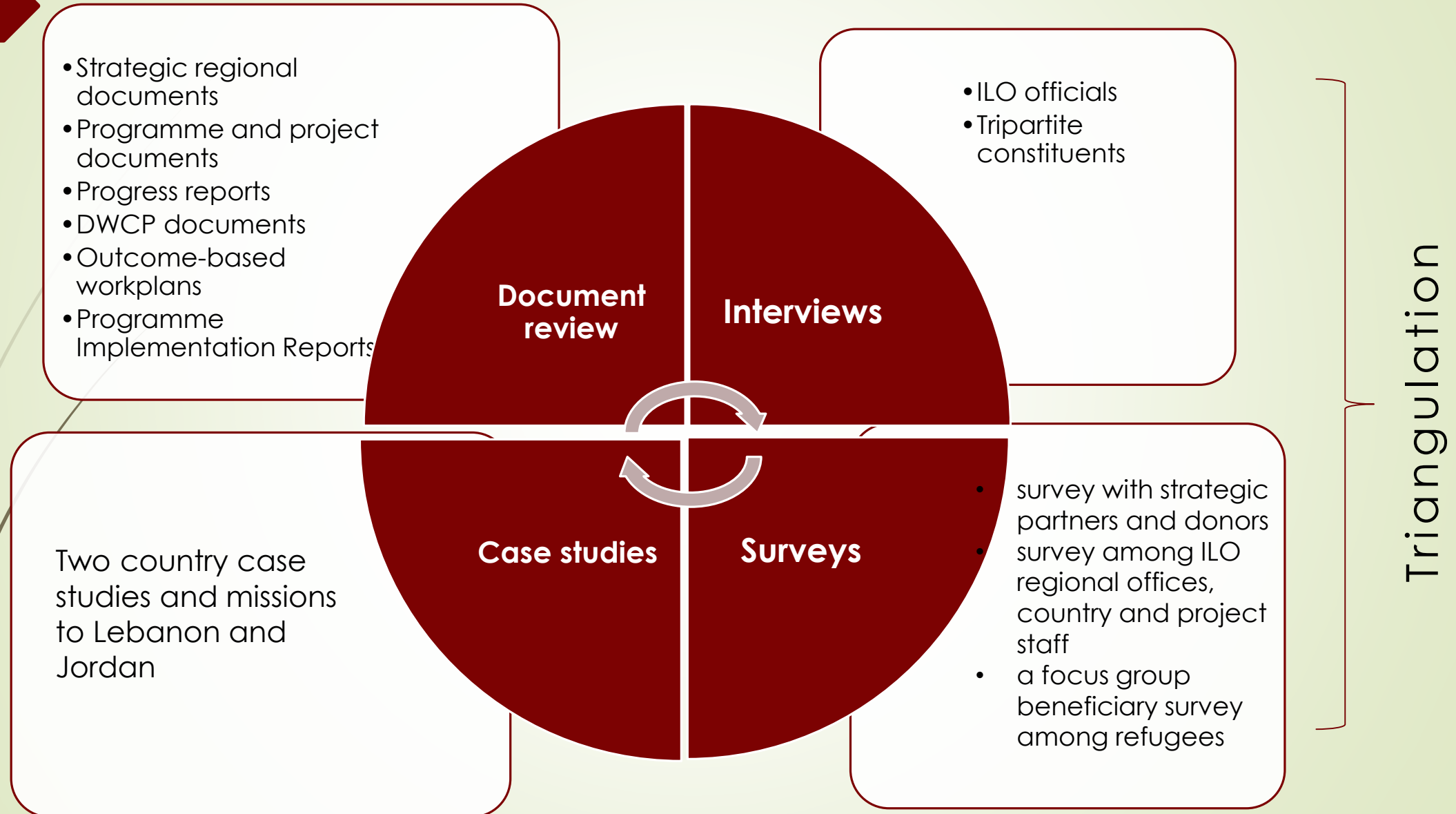


- The **evaluation** examined the ILO's programme of work from 2014–18 in Lebanon and Jordan.
- The **main purpose** of the evaluation is to validate the achievement of results and the ILO's contribution towards national development objectives, decent work, and the response to the Syrian refugee crisis from 2014-18. The evaluation assessed their relevance to country needs, coherence and validity, effectiveness and efficiency, the impact of the results and the potential for sustainability.
- The evaluation offered an opportunity to **compare two country contexts** and to look at the impact of such a crisis on the ILO's "regular" and non-crisis-related work.
- Finally, 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.

Methodology



The evaluation adopted a **mixed methods** approach



Findings



Relevance

- The ILO's interventions in Jordan and Lebanon were well aligned with the **2014-15** priorities, as defined by the ILO's Strategic Plan and Programme and Budget (P&B). In **2016-17**, the ILO transitioned from a results framework with 19 outcomes to one with 10 outcomes. During this period, the interventions were somewhat less well aligned.
- The ILO's interventions in Lebanon and Jordan are well aligned with national **United Nations Development Assistance Frameworks** (UNDAFs).
- Jordan's response to the Syrian refugee crisis was well integrated into the **DWCP**. The ILO's work on the DWCP in Lebanon was a noteworthy achievement. The challenge the ILO faced was in supporting governments and social partners to pursue policies and programmes that addressed the **Syrian refugee crisis** and were inclusive of national constituents' needs.

- 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)**.
- Over the past two biennia, the ILO **built momentum** for an approach that supported sustainable job creation, normative work and social protection that was inclusive of refugees and nationals.



Coherence and validity of design

- The ILO's interventions sometimes **lacked a coherent and explicit theory of change** (ToC), and a full analysis of risks and assumptions. This absence may have created a space for multiple expectations among diverse stakeholders. The lack of a common understanding had **implications for perceptions among national constituents** of relevance, efficiency, effectiveness and sustainability.
- Interventions in Lebanon and Jordan were crafted in response to genuine **labour market challenges**.
- 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 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 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.

Effectiveness

- **Lebanon:** Effectiveness was mixed in terms of job creation and social dialogue. However, interventions provided support to the Founding Congress of Domestic Workers' Union, collected labour market statistics, provided policy advice on job creation and skills development, and was involved with the elimination of child labour efforts.
- **Jordan:** Effectiveness was shown in terms of advancing employment, and social protection with a focus on refugees, including migrants and child labour. There were mixed results related to freedom from discrimination, the formulation of fair migration policies, improvement of working conditions, entrepreneurship education for youth and fostering social dialogue.



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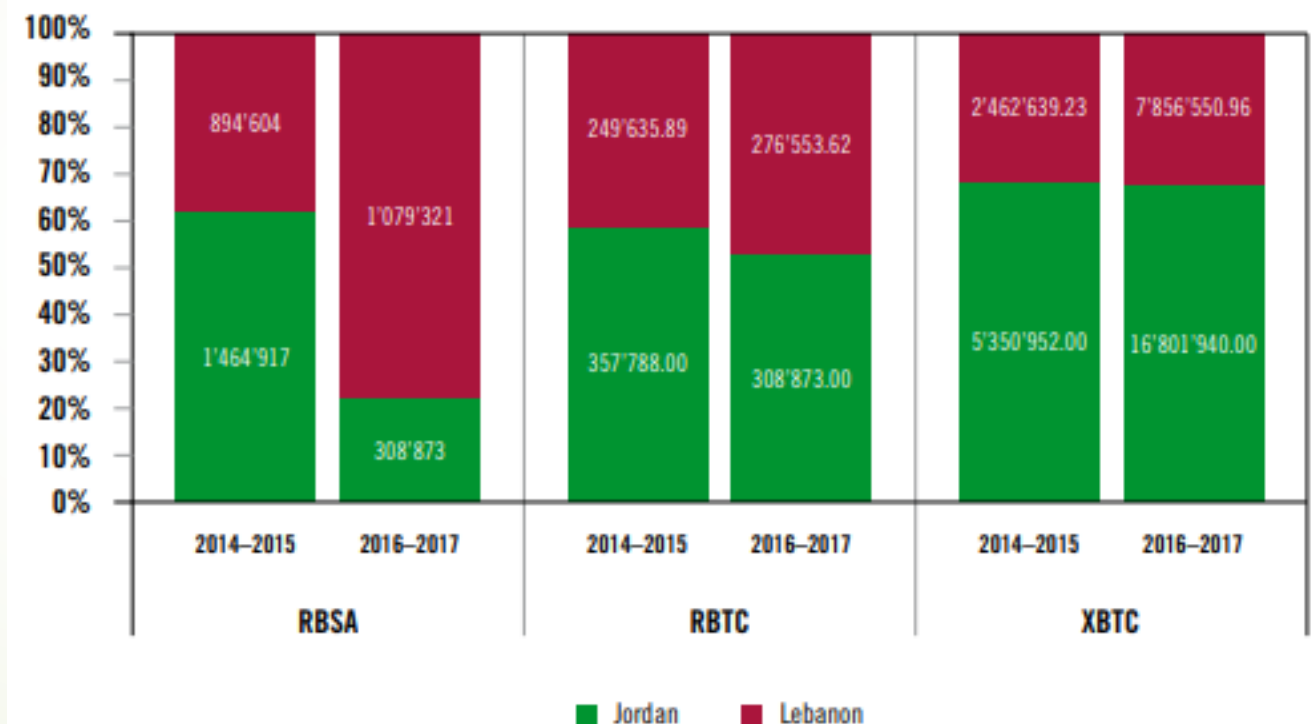


- The ILO's gender mainstreaming in Lebanon and Jordan can be improved to ensure that gender mainstreaming is done systematically and that both men and women have equal opportunities to participate and benefit from its projects.
- Having a DWT specialist in Jordan was an innovative and successful way of increasing the ILO's presence in a non-resident country. The ILO project office in Amman received good support from the Regional Office, but remains in need of stronger support from the Decent Work Team for the Arab States.
- Monitoring, reporting and self-evaluation are not done systematically. This represents a missed opportunity for projects to capture progress and to optimize learning and results achievement.

Efficiency

- Implementation of activities:**
 There was a 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.

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



Impact and sustainability

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



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Conclusions



The ILO operated in a difficult and complex context but worked positively with its constituents and implementation partners in Lebanon and Jordan

Both countries made progress in their promotion of decent work, particularly in the areas of social protection and employment.



The Regional Office worked to ensure that ILO policies and programmes addressing the Syrian refugee crisis were as inclusive as possible of national constituent needs.



Recommendations

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.

2

The ILO should better codify and clarify the organizational presence and structure of the ILO project office in Amman.

3

In situation of crisis, ILO's position should be made clear at an early stage, clarifying the response priorities and facilitating processes of facilitation to adequately address the crisis.

4

The ILO should facilitate the translation of its stock of knowledge into action by promoting its visibility and branding ILO's intellectual work.

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

6

In Lebanon and Jordan, the ILO should ensure that gender mainstreaming is systematic across all projects.

7

The ILO should pay greater attention to the sustainability of structures and initiatives it creates.

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