



Regional Office for Arab States

Draft Terms of Reference

Review of the Palestinian Decent Work Programme (DWP) Clustered with Three RBSA Project Internal Evaluations and the Emergency Response Programme (ERP)

I. Context and justification

The International Labour Organization (ILO) is devoted to promoting social justice and internationally recognized human and labour rights, pursuing its founding mission that social justice is essential to universal and lasting peace. Today, ILO's Decent Work agenda helps advance the economic and working conditions that give all workers, employers and governments a stake in lasting peace, prosperity and progress.

At the country level, constituents and ILO develop multi-year Decent Work Programmes (DWP), which define how tripartite constituents with support of the ILO and other key partners work together towards the attainment and promotion of full employment and ensuring access for every man and woman to decent and productive work in conditions of freedom, equity, security, and human dignity. Following the results-based management (RBM) approach, the DWP is based on a causal analysis of decent work deficits leading to the identification of priority areas of intervention, the delineation of short and medium-term strategic outcomes and an operational implementation plan. The DWP is, thus, the strategic results framework set up, around which the Government and the social partners (employers and workers) are committed to working in partnership with ILO and other key partners to achieve the goals of decent work in the country. The DWP formulation is based on an integrated and participatory programmatic approach.

- *DWP 2023-2025 for Palestine*

The DWP 2023-2025 provides a framework of collaboration between the Palestinian Authority and Social Partners on various aspects hinged to the four pillars of the Decent Work Agenda and the ILO Declaration on Fundamental Principles and Rights at Work with technical and financial assistance from the ILO. The three overarching Decent Work Priorities and concerned outcomes are, drawn directly from the four UNSDCF 2023–2025 priorities and outcomes. The DWP's outputs are explicitly linked to the ILO's unique world of work mandate and, in essence, describe how the ILO will contribute to the achievement of the UNSDCF's outcomes. Furthermore, the DWP is linked to and supports the Palestinian National Employment Strategy (NES 2021-2025) as well as the PA reform agenda. Specifically, DWP focus is linked to PA priorities including strengthening the Labour Market Information System (LMIS); supporting enhanced Public Employment Services (PES); improving labour inspection and addressing informality; linking social protection with labour market activation; enhancing institutions and structures of social dialogue and social security; and improving the business environment and promoting employment in priority sectors.

The DWP will contribute to the following UNSDCF 2023-2025 priorities and associated outcomes.

Strategic Priority 1. Prosperity

Outcome 1. Palestinians have greater access to economic opportunities that are inclusive, resilient, and sustainable, including decent employment and livelihoods opportunities in an empowered private sector.

Strategic Priority 2: People

Outcome 2. Palestinians, including the most vulnerable, have equal access to sustainable, inclusive, gender-responsive and quality social services, social protection, and affordable utilities.

Strategic Priority 3. Peace

Outcome 3. Palestinian governance institutions, processes, and mechanisms at all levels are more democratic, rights-based, inclusive, and accountable.

- *ILO Emergency Response Plan for the Occupied Palestinian Territory*

In 2023, the OPT witnessed the severe deterioration of the security situation, with a humanitarian crisis mounting in the Gaza Strip following the events of October 7th and an increasingly unstable environment in the West Bank. Estimates by the ILO indicate that as of October 2024, employment losses have reached 79.p per cent in Gaza. In the West Bank, approximately 34.9 per cent of employment has been lost attributed to heightened violence, movement restrictions, disrupted supply chains, and reduced operational capacity.

In response and based on the decision of the ILO Governing Body in November 2023, the ILO developed the Emergency Response Plan (ERP) as a detailed programme outlining interventions across three phases of relief, review and recovery, as well as aligning ongoing work under the third Palestinian Decent Work Programme for OPT (2023-2025), to mitigate the impact of the war on Palestinian workers and employers. These areas of work address the emerging immediate needs of the Palestinian labour market and build on the ILO's comparative advantage in post-disaster labour market recovery programmes.

RELIEF - Displaced workers and affected employers from Gaza have access to immediate relief measures through a coordinated mechanism

REVIEW- Data and analysis supports the understanding of the immediate impact of the conflict on the labour market and the design of subsequent interventions

RECOVERY- The labour market in the Occupied Palestinian Territory begins recovering from the impact of the war through the revival of jobs and businesses, and the expansion of social protection

Recovery Outcome 1: Employment Promotion – Affected workers have access to decent job opportunities and labour justice

Recovery Outcome 2: Social Protection – Palestinian women and men and their families have access to rights-based social protection systems, ensuring income security against life cycle risks.

Recovery Outcome 3: Business Recovery – Enterprises in priority sectors have increased resilience and swift recovery, through strengthened value chains and enhanced access to business support services.

The implementation of the ERP's Relief and Review Pillars is underway, with several activities already completed. The ERP Recovery Programme is fully aligned with the UNSDCF and the ILO DWP for the Occupied Palestinian Territory for 2023–2025. It is particularly aligned with UNSDCF Outcome 1 (*"Palestinians have greater access to economic opportunities that are inclusive, resilient, and sustainable, including decent employment and livelihoods opportunities in an empowered private sector"*) and UNSDCF Outcome 2 (*"Palestinians, including the most vulnerable, have equal access to sustainable, inclusive, gender responsive and quality social services, social protection, and affordable utilities"*).

Given this context, the ERP is a crucial component of the DWP and will therefore be included in the review of the DWP.

II. Purpose and objectives

The purpose of DWP review is to examine achievements made, particularly vis-à-vis stated priorities and outcomes, and generate recommendations, lessons learned, and good practices, as well as understand challenges to inform the formulation of the new DWP for Palestine. For this review and considering that the ERP was developed during the first year of DWP implementation and has been the primary focus of ILO interventions in OPT since November 2023, the ERP activities will be incorporated wherever the DWP is mentioned in the document. Where possible, findings from the review will be integrated into the implementation of remaining activities under the DWP 2023-2025 and the recently developed ERP. Crucially, this review will also serve as a forward-looking exercise, evaluating the relevance, coherence and potential impact of ILO's past and ongoing work to inform tripartite consultations and the development of a future programmatic framework with the aim to respond to emerging labour market challenges, adapt to the shifting priorities in the OPT and align with the needs and expectations of tripartite constituents. The review will also assess how well the DWP/ERP has integrated with the HDP Nexus and how it can effectively contribute to more integrated and resilient responses moving forward. The clients of the DWP/ERP review are the tripartite constituents, key stakeholders and development partners in implementing the DWP 2023-2025 and ERP, and the ILO at the country, regional and HQ level.

The DWP review will closely examine and review RBSA projects and Kuwait-funded projects implemented in OPT under the DWP 2023-2025 but will also be informed by findings from DC project evaluations, including the Regional Gender project, Italian-funded project, EU Nexus project, Japan Supplementary Budget project and others. The review will include insights from ongoing regional projects SOLIFEM and the Youth NEETs programme. The review will also examine results achieved under the Relief and Recovery phases of the ERP within the framework of the DWP, including the interventions implemented to benefit Palestinian workers in the two months immediately after the outbreak of war. Furthermore, the review will examine interventions under the ERP Recovery Programme within the framework of the DWP.

RBSA projects:

- Strengthened tripartite institutions and social dialogue processes for improved socioeconomic response to the impact of the COVID-19-pandemic that is line with international labour standards and human rights treaties; *December 2020- June 2023.*
- Enhanced Resilience of MSMEs and Improved Access to Decent Jobs in Gaza; *January*

2022 – June 2023¹.

- Strengthening formalisation pathways for MSMEs in Gaza through improved access to productivity enhancement services, and stronger MSME organisation and voice in social dialogue; *February 2023 – April 2025*².
- Path to Economic Resilience: Facilitating Decent Jobs in the Gaza Strip; *March 2024-January 2025*³.
- Facilitating Economic Recovery and Labour Rights in the OPT: Strengthening Capacity of Employers and Workers Organizations for a more effective and coherent crisis response across the Humanitarian, Development and Peace Nexus; October 2024-October 2026.

Kuwait Funded projects:

- Labour Market Governance, Social Dialogue and Labour Administration in OPT
- Support to the development of employment policies in the OPT
- Establishing an Independent Social Security Institution for the Administration of the New Social Security System for Private Sector Workers and their Family Members in Palestine

Emergency Response Plan/Programme

- All RBTC and RBSA funding received
- MUL Project
- US DRL Project

The following objectives will guide the DWP review,

- Examine coherence and relevance of interventions under the DWP 2023-2025 and ERP's alignment to the Programme to the constituent's needs and priorities, particularly within the dynamic context over years, as well as SDGs and the UNSDCF 2023 – 2025 .
- Assess to what extent intended results have been achieved for the DWP 2023-2025, with ERP.
- Analyse effectiveness of partnership among tripartite constituents, ILO, and other stakeholders in the implementation of the DWP with ERP's contribution to the Programme ~~as well as the RBSA projects and Kuwait-funded projects~~.
- Assess to what extent results achieved under the ERP contribute to the DWP 2023-2025, drawing recommendations for the remaining activities.
- Analyse sustainability of results achieved and their potential for long-term impact, including ownership and commitment by the tripartite constituents.
- Identify lessons learnt, good practices, and challenges and draw recommendations

III. Review questions

The following is a comprehensive set of suggested questions to fulfil the aforementioned objectives: The evaluation team is expected to refine, restructure and prioritize the questions based on the inception interviews ensuring the mainstreaming of ILO's cross-cutting issues throughout.

- Relevance
 - o Is the Programme relevant to the Palestinian National Employment Strategy (NES 2021-2025), NPA, Labour Sector Strategy, Social Protection Sector Strategy, UNDAF, SDGs, and the priorities of

¹ Project activities were suspended following the outbreak of war in Gaza.

² Project activities were suspended following the outbreak of war in Gaza.

³ Remaining funds from suspended projects were combined and repurposed towards launching this project.

- tripartite constituents?
 - How has the DWP along with ERP adapted to the current socio-economic challenges, and how well does it align with the HDP Nexus to address these issues? What lessons can inform the design of the next DWP?
 - Are the activities and outputs of the projects under the DWP, including ERP, consistent with the overall goal (s) and the attainment of the DWP outcomes and outputs?
 - Was the DWP designed with mechanisms to respond to emergency situations, such as the recent conflict? How did these mechanisms influence the ERP's design and how can they be strengthened in the next DWP?
 - Is the DWP evaluable and was it developed using a results-based approach? Were indicators and targets clearly defined, and is there a monitoring and evaluation system in place that helps understand how and why the DWP achieved specific results?
 - How do the DWP and ERP reflect the needs and priorities of tripartite constituents and key development partners?
- Coherence
 - To what extent were the DC and RBSA projects implemented during the DWP cycle coherent and aligned with the DWP?
 - How well is the ERP integrated within the DWP framework and aligned with its priorities, especially in the context of the changing socio-economic landscape in Palestine?
 - To what extent is the DWP coherent and in synergy with the UNCT and the HDPN?
 - How can the next DWP enhance coherence between humanitarian assistance and long-term development interventions?
- Effectiveness
 - To what extent have the expected outputs and outcomes of the DWP been achieved as well as the DWP projects? What are the main reasons for achievement and non-achievement?
 - To what extent has the ERP contributed to the DWP outcomes? What factors contributed to or hindered the effectiveness of these outcomes?
 - Has the DWP and its subsequent ERP carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring?
 - How effective have the partnerships been in supporting the implementation of the DWP and the ERP's contribution to the Programme among tripartite constituents, the ILO, and other partners?
 - To what extent have cross-cutting issues such international labour standard-ILS, social dialogue, gender and inclusivity, and environmental sustainability been integrated into the design and implementation of the DWP and its subsequent ERP?
 - How has the ILO maintained the implementation of key policy reform priorities outlined in the DWP during the crisis response?
 - Does the DWP have a monitoring and evaluation system that could

have been effective towards understanding how and why the DWP achieved specific results?

- Have gender and inclusivity issues been addressed in the programme document? Did the attainment of results benefit equally to men and women?
- What changes in approach, partnerships, or delivery mechanisms could enhance the effectiveness of future ILO programmes in addressing both immediate and long-term labour market challenges in the OPT?

- Efficiency

- How well the DWP is implemented, managed, coordinated, monitored, and reported on? Were resources (human resources, expertise, funds, etc.) used strategically to achieve the Programme's broader outcomes?
- What have been the strengths and limitations of the ILO's capacity to guide the delivery and implementation of the DWP through fostering effective partnerships? What is the ILO's comparative advantage in this work?
- Have the results been achieved in a timely manner?
- To what extent have resources been adequately mobilized across the three priorities for the implementation of the DWP along with ERP?
- How efficient was the DWP and ERP management and administration among constituents and ILO?
- Were implementation arrangements, including coordination with partners, and human resources, efficient and fit-for-purpose?
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- Sustainability

- Has the DWP together with ERP strengthened the capacity of constituents and national institutions and strengthened an enabling environment (policies, laws, skills, attitudes, emergency responsiveness, etc.) in a sustainable manner?
- What is the level of ownership from tripartite constituents and other stakeholders when it comes to the design, implementation, and monitoring of the DWP and ERP?

- Potential Impact

- What are the long-term intended and unintended social, economic, and/or political changes to which the DWP and its subsequent ERP has significantly contributed or has the potential to contribute to?

- Future design considerations

- What key lessons learned, and good practices have emerged from the implementation of the DWP and ERP that can inform future programming?
- What examples demonstrate successful course correction or innovation to adapt to contextual changes and unforeseen challenges
- What mechanisms can be strengthened or introduced to ensure continuous learning and adaptive management in future programme cycles?
- How can the next DWP better anticipate and respond to future shocks or crises while maintaining a focus on long-term decent work and development goals?
- What priority areas, and strategic shifts should be considered in the development of the next DWP?
- What delivery approaches, or institutional arrangements need to be built into the next DWP to enhance its relevance, effectiveness and sustainability?
- In what ways can future DWP design ensure stronger alignment with tripartite constituents' evolving needs and the broader Humanitarian-Development-Peace

- (HDP) Nexus?
- What are the most important enabling conditions—such as partnerships, national ownership, or policy engagement—
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IV. Methodology

The review team will be composed of an international team leader and a national consultant based in OPT. The below represents the general methodology to which the team leader will be responsible and to which the national consultant will provide support.

- i) **Desk review**
Before primary data collection, desk review will be conducted. Documents, including DWP, relevant national plans and strategic documents, research and surveys will be reviewed. The consultant will also review documents relevant to the ERP and related projects under review, such as: project documents, progress and final reports, TORs, assessment reports, implementation agreements and evaluations. Furthermore, the consultant will include in their literature review the UNSDCF, RDNA, and UNCT early recovery plan as well as ILO-led research and labour market assessments conducted within the timeframe of the DWP.
- ii) **Key Informant Interviews**
The consultant will conduct key informant interviews with tripartite constituents, ILO staff in OPT, DWT Specialists, RPU and Senior Management in RO-Beirut as well as staff in relevant technical departments at HQs, and other selected stakeholders, such as donors, members of the UNCT in OPT, implementing partners, external collaborators, and direct beneficiaries. A list of interviewees will be prepared in consultation with the DWP Review Task Force upon commencement of the assignment.
- iii) **Stakeholders' workshop**
The consultant will convene a stakeholder's workshop to present preliminary findings, and recommendations, to which constituents and stakeholders are invited. The workshop is meant to validate the preliminary findings and gather additional information from the participants. It will also help the consultant to assess level of buy-in to the findings, which will facilitate formulation of feasible evidence-based recommendations on how the future DWP should be designed and implemented. The draft final report will subsequently be shared for comments before finalization.

The detailed methodology is to be developed in consultation with the DWP Review Taskforce, consisting of members of the Regional Programme Unit and representatives from ILO OPT. The review should follow the ILO Evaluation Guidelines in Annex 1 of this document.

V. Management arrangements

The national consultant will work under the direct supervision of the Task Force point person and the guidance of the international team leader.

The local consultant will support the data collection, stakeholder engagement, and documentation efforts. This will include gathering qualitative and quantitative data through desk reviews, structured interviews, and consultations with key national stakeholders, including tripartite constituents and project partners. The local consultant will also support logistical arrangements for fieldwork and contribute to the synthesis of findings, as requested by the lead international consultant

VI. Main Tasks for the national consultant:

- Collect and review relevant national and ILO documents, including project reports, monitoring data, policy documents, and evaluations relevant to the DWP and ERP.
- Identify and map key national stakeholders, including government ministries, employers' and workers' organizations, and implementing partners
- Translate the data collection tools to Arabic
- Conduct interviews, focus groups, and consultations with national stakeholders, as guided by the lead consultant.
- Conduct field visits to project sites and carry out interviews with beneficiaries.
- Provide interpretation/translation assistance as needed – from English to Arabic and from Arabic to English.
- Contribute to the preliminary analysis by synthesizing interview findings and field data.
- Assist in drafting summaries, annexes, and background notes for the final report.
- Maintain close communication with the lead consultant and ILO Country Office to ensure alignment with the overall review process.
- Provide timely updates on progress and flag any issues that may arise during data collection or stakeholder consultations.

VII. Deliverables for the national consultant:

The consultant will submit the following deliverables:

- A comprehensive key stakeholders list and data collection plan (schedule, names, and contact information)
- Data collection tools in Arabic – context sensitive
- Detailed transcripts of collected data in English
- Field notes/ observations and summaries from the consultations, interviews, and focus group discussions in English.

VIII. Timeframe

The consultancy shall commence in June 2025 and end in September 2025. It will require 23 working days as per the below tentative timeline.

Tasks	Number of Working Days	Tentative Schedule
Desk review of documents and translation of documents as needed by the lead consultant	4	June
Translating data collection tools to Arabic	2	June
Data collection	10	July
Transcripts in English	4	July-August
stakeholders' workshop	1	September
submitting field notes and providing support to the lead consultant as needed.	2	September
Total number of required working days*	23	

IX. Required qualification

The consultant will be responsible for all deliverables in this ToR and should have the following profile:

Education

- University degree in statistics, economics, social sciences, international studies or other relevant field.
- Master's Degree in one of these fields is an asset.

Experience

- At least three years of professional experience in data collection and reporting
- Demonstrated experience in qualitative research
- Previous experience with the UN. Experience with the ILO is an advantage.
- Relevant translation experience between Arabic and English

Languages

- Excellent command of English and Arabic (written and spoken).

Competencies

Job specific competencies include the following:

- Extensive knowledge of Palestinian context
- Professional facilitation skills
- Demonstrate good understanding of project evaluations
- Ability to interpret project background history and to identify and analyse problems with project implementation
- Excellent drafting skills
- Ability to communicate effectively both orally and in writing in both Arabic and English
- Ability to work on own initiative as well as a member of a team and ability to deal with people with diplomacy

X. Application guidelines

This consultancy is open for individuals.

Interested candidates are kindly requested to submit the following:

- An Up-to-date CV highlighting relevant experience
- Financial proposal specifying daily rate (in USD based on the above-mentioned number of working days)
- The contact information of at least two references.
- Please send an application and relevant questions via email to the following contacts of ILO ROAS.

Contacts:

To: Mr. Daniel Cork, ILO Representative <cork@ilo.or>, Ms. Rasha El Shurafa, Programme & operations Officer <elshurafa@ilo.org> cc: Dalal Abu Saleh, Senior Operations Assistant <abusaleh@ilo.or>, ILO Representative Office in Jerusalem,

Deadline to submit applications is 3 June 2025.

Annex 1: Relevant ILO Evaluation Guidelines and Standard Templates

Guidance Note 1.3: Procedure and Tools for Evaluability

https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@eval/documents/publication/wcms_746707.pdf

Checklist 4.8: Writing the inception report

https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@eval/documents/publication/wcms_746817.pdf

Checklist 4.2: Preparing the evaluation report

https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@eval/documents/publication/wcms_746808.pdf

Checklist 4.4: Preparing the Evaluation Report Summary

https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@eval/documents/publication/wcms_746811.pdf

Guidance Note 4.5 Stakeholders Engagement

https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@eval/documents/publication/wcms_746724.pdf

Guidance Note 3.1: Integrating gender equality in monitoring and evaluation

https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@eval/documents/publication/wcms_746716.pdf

Template for Lessons learnt and Emerging Good Practices

https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@eval/documents/publication/wcms_746820.pdf

https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@eval/documents/publication/wcms_746821.pdf