



Economic Development & Integration Division

**Subprogramme Evaluation
2014-2017**

Final Report

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List of Acronyms

AVEs	Ad Valorem Equivalents
CGE	Computable General Equilibrium
DA	Development Account
EA	Expected Accomplishment
ECOSOC	United Nations Economic and Social Council
ECRI	Emerging and Conflict Related Issues
EDGD	Economic Development and Globalization Division
EDID	Economic Development and Integration Division
EDPS	Economic Development and Planning Section
EGM	Expert Group Meeting
EGPS	Economic Governance and Planning Section
ESCWA	United Nations Economic and Social Commission for Western Asia
FfD	Financing for Development
FGD	Focus Group Discussion
GA	United Nations General Assembly
IGM	Intergovernmental Meeting
IMDIS	Integrated Monitoring and Documentation Information System
ITSAM	Integrated Transport System in the Arab Mashreq
ITSAS	Integrated Transport System between the Arab States
LAS	League of Arab States
LOE	Level of Effort
MFS	Modelling and Forecasting Section
MOU	Memorandum of Understanding
OIOS	Office of Internal Oversight Services
OLA	Office of Legal Affairs
OPHI	Oxford Poverty and Human Development Initiative
PoW	Programme of Work
PPR	Programme Performance Report
RB	Regular Budget
RIS	Regional Integration Section
RPTC	Regular Programme of Technical Cooperation
SDGs	Sustainable Development Goals
SF	Strategic Framework
TOC	Theory of Change
TOR	Terms of Reference
SSI	Semi Structured Interview
StEPS	Strategy, Evaluation and Partnership Section
UNDG	United Nations Development Group
UNEG	United Nations Evaluation Group
WTO	World Trade Organization
XB	Extra-budgetary

1. Executive Summary

The United Nations Economic and Social Commission for Western Asia (ESCWA)'s mandate is to foster comprehensive, equitable, integrated and sustainable development through effective economic and social cooperation in the region. It assists its 18 member States¹ in addressing policy weaknesses and enhancing capacities to address inequalities, and uses its convening power to provide a forum for that. The Commission's mandate is delivered through three interrelated core functions: (a) serving as a regional forum and consensus builder on regional and thematic development issues; (b) providing analysis, research and evidence-based policy alternatives; and (c) providing advisory services to facilitate the formulation, adoption and implementation of development policies.

Each of ESCWA's seven Sub-Programmes engages in a discretionary evaluation every three biennia. The Economic Development and Integration Division (EDID) is ESCWA's largest sub-programme and is the subject of this evaluation. In the last two biennia, the objectives of EDID as articulated in its Strategic Framework were:

1. Objective for 2014-2015: to achieve a decent standard of living through sustained economic development and integration.
2. Objective for 2016-2017: to achieve a decent standard of living for all people in member States through sustained, inclusive and integrated regional economic development.

ESCWA's 2016-2017 Strategic Framework specifies the following five focus areas for EDID's work:

- Supporting member States in reforming economic institutions and developing policies aimed at promoting equitable growth, sustainability, regional integration and economic governance;
- Designing and implementing pro-poor rights and evidence-based economic plans and policies;
- Working towards creating and improving access to decent, value-added, and competitive jobs for men and women;
- Fostering policies and implementation mechanisms towards economic policy convergence; and
- Enhancing regional integration.

The external evaluation of EDID was carried out between May 2017 and January 2018 in accordance with ESCWA's 2017 Evaluation Policy and the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The evaluation covers **the timeframe from January 2014 to December 2017** (i.e. the last two biennia) and addresses **the three DAC criteria of Relevance, Effectiveness, and Impact**. In examining these objectives, **the evaluation focused on EDID's substantive work and organizational structure**, including Knowledge production, Engagement, and Strategy. The evaluation design used a hybrid of methodological approaches including Results-based Participatory Approach, Reflexive Comparison design that examines sub-programme impacts through the difference in outcomes before and after sub-programme implementation, and a process-oriented assessment that considers the organizational functions of EDID in carrying its fundamental task as an intermediary in order to learn more about EDID performance and practices.

The evaluation was carried out in two phases. **The inception phase** from May to October 2017 established the scope of EDID's sub-programme, and included identification and analysis of documentary evidence, identification of a baseline of results, development of a methodology for the fieldwork, and confirmation of the evaluation questions. Over 94 documents were consulted, and preliminary meetings were held with 8 ESCWA staff. **The fieldwork phase** took place between October and November 2017, followed by analysis of information and evidence collected and preparation of the draft report. The evaluation relied on secondary sources such as existing documents, publications, and ESCWA reports and interviews with ESCWA staff and external stakeholders to complement or clarify existing data. Consultations and interviews took place with the ESCWA EDID team and other ESCWA staff, governmental representatives, experts, academics, civil society and UN representatives. The fieldwork phase included visits to Jordan and Lebanon. During the fieldwork phase

¹ ESCWA's 18 member States are Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Sudan, Syria, Tunisia, U.A.E., and Yemen.

54 individuals were consulted, 40 men and 14 women through 21 in-person interviews, 2 focus group discussions with ESCWA staff, 13 government representatives, and 3 partners and stakeholders. Also, 13 Skype calls were organized with stakeholders and partners from 5 countries.

Main Findings

Over the course of the evaluation, the evaluator identified cross-cutting and overarching issues of relevance to ESCWA broadly that appear to affect the work of EDID. These issues are interdependent and interconnected; however, they were not the subject of this evaluation, and are listed separately for consideration and possible further exploration (See pages 16-17 of this report). Elements relating to these issues have appeared in the discussion on EDID findings demonstrating the internal dynamic within EDID, its interaction with the organization as a whole and the effect on its performance. The issues may not necessarily affect other Divisions in the same way.

1. EDID's priorities expressed in the Expected Accomplishments are consistent over the last two biennia. At the same time, EDID has refocused several key outputs to address emerging priorities reflected in the 2030 Agenda and the Addis Ababa Action Agenda. While generally guided by global and regional legislative mandates, the process of needs identification and priority setting in EDID is not systematic and appears to be unduly influenced by staff capacities and previous work. EDID does not have a commonly recognized developmental roadmap that outlines the process of change it seeks to influence in the region.
2. EDID is responsive to the requests of member States through delivering demand-driven technical cooperation services. Prioritization is driven by availability of resources and alignment with the Strategic Framework.
3. Around half of EDID's outputs were changed or cancelled over the past four years. While some were to reflect adaptation to the 2030 Agenda, the impetus behind the large scale of changes could not be fully substantiated.
4. EDID has taken steps to strengthen the integration of gender and human rights based approach in its work, but has not fully incorporated gender across all its outputs.
5. EDID's Expected Accomplishments were partially achieved for the two biennia, according to IMDIS. The implementation rate of outputs and activities for the two biennia reached a laudable 100%. The evaluation could not substantiate target realization since indicators are not SMART and reporting against indicators is inaccurate. Also, the system and tools for monitoring programme performance both at the level of results and at the level of outputs does not allow for systemic monitoring of EDID's contribution and ability to identify drivers of change and policy influence.
6. The organizational structure of EDID is not found conducive to effective decision-making, knowledge sharing, inter- and intra-departmental coordination. While EDID made efforts to work with other Divisions in ESCWA, these efforts remain primarily ad-hoc and personal and have not been adequately institutionalized. Human and financial resource allocation is not efficient and not adequately monitored. A sense of unfairness, uncertainty and heavy work load are widespread in the division.
7. EDID EGMs and Technical Services were highly recognized and appreciated. Yet, follow-up and continuity are insufficient. IGMs have also not reached their full potential and continuity from one IGM to the next appears to be inconsistent.
8. The quality of EDID outputs appears to be inconsistent. The use of the Arabic language in publications and services was highly appreciated but noted weakness in some of the Arabic translations making the technical language difficult to grasp.

9. EDID's principal target audiences are frequently not aware of EDID's major services and publications. ESCWA's website remains their main source for publications.
10. EDID works with a limited number of strategic partners through mostly activity based engagement. Engagement with stakeholders is not inclusive or representative; civil society, private sector and parliamentarians are largely absent from its work.
11. EDID's three core functions do not effectively and systematically complement each other towards a higher-level goal; this is hampered by products that are frequently not tailored to policy makers and services delivered in isolation and without adequate follow up.
12. EDID succeeded in drawing attention of member States to new issues, raising their awareness in certain subjects, building their capacities in certain areas, and even influencing their attitudes and perceptions toward topics they pose for discussion.
13. EDID has made some important inroads toward promoting regional integration. Further progress in this area was hindered by the political instability and absence of political will in the region, as well as ESCWA's short planning cycle, unclarity in the relationship with LAS, and absence of advocacy plans.

Main Recommendations

1. EDID should develop a **vision for long term impact** to inform its future workplans. For this EDID should:
 - Define the end state that EDID envisions for the region
 - Develop a Theory of Change towards the envisioned end state aimed at addressing the strategic long term issues.
 - Set a realistic developmental roadmap with clear policy influence objectives, and
 - address the root causes hindering development
 - identify a series of small, incremental steps towards policy reform
 - adapt to emerging regional priorities and capacities of member States
2. EDID should develop an **engagement and advocacy strategy**. For this, EDID should identify the key stakeholders and the specific actions required to influence them towards the envisioned policy change. This can be achieved through strategic long-term partnership and communication plans, which would require to:
 - Undertake a stakeholder mapping to identify the key stakeholders
 - Define the strategic objectives for the partnerships with the key stakeholders
 - ⇒ *In this regard, EDID should:*
 - *further expand its partnerships to capitalize on other actors' capacities and resources, such as universities and research centres*
 - *actively seek engagement with civil society, parliamentarians and the private sector*
 - Outline the main messages to be conveyed and advocated for
 - ⇒ *In this regard, EDID should:*
 - *strategize the knowledge products, advisory services, and technical support*
 - *clearly communicate the regional dimension of its work*
 - Ensure regular and inclusive consultation and follow up with key stakeholders to keep them informed about future plans/activities and to ensure transparency and openness

3. EDID should monitor the progress of its work at the level of results to facilitate attribution of policy influence. For this, EDID should build on its vision for long-term impact and its engagement and advocacy strategy and:
 - Develop a monitoring system for the regional development roadmap based on the incremental steps towards policy reform
 - Develop a monitoring system based on the objectives defined in the partnership and communication plan
 - Use clear, relevant, economic, adequate, and monitorable indicators (CREAM)
4. EDID should develop and apply procedural standards and product specifications to ensure the consistency and quality of all its outputs and services.
5. EDID should better integrate and mainstream gender in all major reports, products and services.
6. EDID should further strengthen its intergovernmental committees through better planning, consistent engagement, systematic follow-up, and complementarity with the research and advisory functions.
7. EDID should ideally be restructured according to ESCWA's objectives and results and allocate resources accordingly.

2. Introduction

2.1 Background: Overview of EDID within ESCWA

The United Nations Economic and Social Commission for Western Asia (ESCWA) was created by Economic and Social Council Resolution 1818 (LV) and Resolution 1985/69, by which the Council amended the Commission's terms of reference to emphasize its social functions. The Commission's mandate is to foster comprehensive, equitable, integrated and sustainable development through effective economic and social cooperation in the region. It assists its 18 member States² in addressing policy weaknesses and enhancing capacities to address inequalities, and uses its convening power to provide a forum for that. The Commission's mandate is delivered through three interrelated core functions: (a) serving as a regional forum and consensus builder on regional and thematic development issues; (b) providing analysis, research and evidence-based policy alternatives; and (c) providing advisory services to facilitate the formulation, adoption and implementation of development policies. ESCWA is led by an Executive Secretary at the Under-Secretary-General level.

The Commission's programme of work is implemented by seven interdependent and complementary sub-programmes³ resources. The Economic Development and Integration Division (EDID)⁴, is the largest of the seven sub-programmes in terms of number of staff and regular budget, and is the subject of this evaluation.

In the last two biennia, the objectives of EDID as articulated in its Strategic Framework were:

3. Objective for 2014-2015: to achieve a decent standard of living through sustained economic development and integration.
4. Objective for 2016-2017: to achieve a decent standard of living for all people in member States through sustained, inclusive and integrated regional economic development.

ESCWA's 2016-2017 Strategic Framework specifies the following five focus areas for EDID's work:

- Supporting member States in reforming economic institutions and developing policies aimed at promoting equitable growth, sustainability, regional integration and economic governance;
- Designing and implementing pro-poor rights and evidence-based economic plans and policies;
- Working towards creating and improving access to decent, value-added, and competitive jobs for men and women;
- Fostering policies and implementation mechanisms towards economic policy convergence; and
- Enhancing regional integration.

EDID convenes two intergovernmental specialized subsidiary Committees⁵ that help formulate its work programme and act as an interface between specialists of the member States and the Commission's substantive experts. The intergovernmental Committees which meet on an annual basis are tasked with assessing progress and reviewing plans. The Committee on Transport and Logistics annually convenes transport officials from member States while the Technical Committee on Liberalization of Foreign Trade, Economic Globalization and Financing for Development in the Countries of the Region alternates between meetings on trade-related issues one year, and financing for development issues the next.

EDID is headed by a Director who is accountable to the Executive Secretary, and is composed of four Sections: Modelling and Forecasting Section (MFS), Regional Integration Section (RIS), Economic Governance and

² ESCWA's 18 member States are Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Sudan, Syria, Tunisia, U.A.E., and Yemen.

³ The other 6 sub-programmes are: 1) Integrated management of natural resources for sustainable development; 2) Integrated social policies; 3) Information and communications technology for regional integration; 4) Statistics for evidence-based policymaking; 5) Advancement of women; and 6) Conflict mitigation and development.

⁴ Previously named the Economic Development and Globalization Division (EDGD).

⁵ ESCWA member States exercise corporate governance through their participation in the Ministerial Commission Session which meets once every two years, in even years. The Commission has a total of nine subsidiary bodies.

Planning Section (EGPS), and Economic Development and Planning Section (EDPS). Financing for Development (FfD) is managed directly by the office of the EDID Director. Since 2013, EDID has witnessed two restructurings. Management of EDID also changed during that period as the Division was led by four Directors before Mr. Mohamed El-Hacene, currently in charge since December 2014.

2.2 Purpose, Scope and Objectives of the Evaluation

4.2.1 **Purpose:** As mandated by the Executive Secretary of ESCWA, each of ESCWA's Sub-Programmes engages in a discretionary evaluation every three biennia. This evaluation is undertaken in compliance with ESCWA's Evaluation Policy 2017, and in line with development best practice for transparency and accountability.

4.2.2 **Users of the Evaluation:** The evaluation should be judged on its utility. The Evaluation TOR emphasize the forward-looking nature of this evaluation which is viewed as a learning opportunity for EDID and ESCWA. It is intended to help identify strengths and lessons learned for the sub-programme's future work. As such, the primary users of this evaluation – i.e. those who will use the evaluation findings and have the capacity to effect change – are ESCWA senior management and EDID sub-programme leadership.

4.2.3 **Evaluation Scope and Objectives:** The evaluation covers the timeframe from January 2014 to December 2017 (i.e. the last two biennia) and addresses the three DAC criteria of Relevance, Effectiveness, and Impact using the following framework:

Objective 1 Relevance: Assess the extent to which the sub-programme's strategic frameworks, planning processes and work programmes reflect the priorities of their intended audiences, and assess the processes used to engage multiple audiences.

Objective 2 Effectiveness: Assess the quality of the sub-programme's achievements and outputs.

Objective 3 Impact: Assess the sub-programme's work towards cumulative change.

In examining these objectives, the evaluation will focus on EDID's substantive work and organizational structure, including:

- **Knowledge production:** Outputs, publications, reports, papers, and other documentation
- **Engagement:** Partnerships, stakeholders
- **Strategy:** Visioning and planning for policy influence.

3. Methodological Approach

3.1 Overall Approach and Theoretical Basis

The evaluation was conducted in accordance with ESCWA's 2017 Evaluation Policy and the principles outlined in the UNEG 'Ethical Guidelines for Evaluation', including rights and confidentiality of information. The evaluation was designed using a hybrid of methodological approaches to address the scope and fulfil its purpose and objectives. A **Results-based Participatory Approach** was adopted, in which StEPS and the Evaluation Steering Group actively engaged in developing the evaluation and monitoring its phases of its implementation. Reflexive Comparison design that examines sub-programme impacts through the difference in outcomes before and after sub-programme implementation was utilized to assess whether, and what, changes happened. The evaluator began by testing the set indicators of stated objectives against the reported progress. Then, findings were validated, to the extent possible, from other sources, primarily through stakeholders' feedback. The sufficiency and appropriateness of these indicators were assessed vis-à-vis an assessment of sub-programme design and planning processes.

To answer the core evaluation questions and learn more about EDID performance and practices, a **process-oriented assessment** was applied by looking into the organizational functions of EDID in carrying its fundamental task as an intermediary⁶ i.e. **Planning and management; Interpretation and Communication** (to make research results available in a way that is accessible and understandable to users); **Engagement and Convening**⁷ (partnerships and ensuring that stakeholders' needs are met and capacities are built). In addition, the effectiveness of disseminated publications and applied instruments will be assessed including their impact on practice and policy.

3.2 Phases of the Evaluation

The **evaluation was carried out in two phases** between May 2017 and January 2018. The inception phase from May to October 2017 established the scope of EDID's sub-programme, and included identification and analysis of documentary evidence, identification of a baseline of results, development of a methodology for the fieldwork, and confirmation of the evaluation questions. A brief preliminary visit to Beirut to meet Division team members was undertaken in August and the Inception report was submitted and approved in October 2017.

The fieldwork phase took place between October and November 2017, followed by analysis of information and evidence collected and preparation of the draft report. The evaluation relied on secondary sources such as existing documents, publications, and ESCWA reports (Annex 7.3 List of documents reviewed) and interviews with ESCWA staff and external and stakeholders to complement or clarify existing data. Consultations and interviews took place with the ESCWA EDID team and other ESCWA staff, governmental representatives, experts, academics, civil society and UN representatives. The fieldwork phase included visits to Jordan and Lebanon. During the inception phase, 94 documents were consulted, and preliminary meetings were held with 8 ESCWA staff. During the fieldwork phase, 21 in-person interviews and 2 focus group discussions were held with 25 ESCWA staff, 13 government representatives, and 3 partners and stakeholders. 13 Skype calls were organized with stakeholders and partners from 5 countries.

3.3 Thematic Focus

The interviewees were selected **purposefully** (non-random) to reflect a balanced overview of EDID work by **concentrating on one thematic topic for each EDID Section/Unit**, as follows: Multidimensional poverty for

⁶ Goreham H. Katrina; Organizational structure and functions within intermediary organizations: A comparative analysis. 2010. University of Waterloo. Canada. See also: Bielak, A. T. (in press) Knowledge translation and knowledge brokering. In J. F. Férard & C. Blaise (Eds.) Handbook of ecotoxicological terms. Dordrecht, The Netherlands: Springer Publishers.

⁷ Physically or virtually bringing experts, researchers and countries' representatives together to facilitate an understanding and experience sharing.

EDPS; Competitiveness for EGPS; Trade for RIS; Computable General Equilibrium Modelling for MFS; and Financing Sustainable Development for FfD. The topics for review were chosen based on the following three considerations: 1) EDID priorities drawn from cumulative work over the past two biennia; 2) Outputs that were sufficiently documented and implemented through different types of activities (e.g. IGM, EGM, publications, technical materials, and technical cooperation activities); and 3) Areas where there is evidence of diverse ESCWA strategic partnerships and potential intersectoral linkages.

3.4 Country Selection

In order to obtain a **balanced sample of views from the 18 member States**, the selection of the main informant countries of Mauritania, Sudan, Tunisia, Egypt, Jordan, Lebanon and Saudi Arabia followed three main parameters⁸:

1. Countries with different income levels (low-income, middle-income, and high-income countries);
2. Varied geographic representation (GCC, Maghreb, Mashreq); and
3. Level and type of involvement or service (countries that benefited from different types of outputs such as IGM, EGM, training workshops and advisory services, in the selected themes).

3.5 Case Studies to Inform Findings

To learn more about the Division's work internally and with its clients, the evaluation conducted **two case studies** that cover **internal** and **external** perspectives. The first case study focuses on the planning process in EDID within ESCWA. The second case study tackles EDID's products (publications and advisory services) and partnerships and engagement with external stakeholders. The data and documentation collected in the course of the two case studies have been integrated into the Report's findings under the three DAC criteria of Relevance, Effectiveness and Impact.

3.6 Human Rights and Gender Considerations

Human rights and gender considerations were maintained throughout the design, and execution of the evaluation. This included inclusion of women stakeholders, disaggregation of data when possible (around 27% of interviewed stakeholders were women), and separate data analysis for male and female respondents. In addition, the evaluation focused on EDID's gender mainstreaming and HR integration efforts.

3.7 Limitations and Mitigation

The implementation of the evaluation faced some limitations that affected the ability to collect primary and secondary evidence to answer the evaluation questions effectively. Five main limitations are listed below along with the mitigation measures to address them.

1. The **semi-effective monitoring and tracking system of EDID over the evaluation period** (2014-to date) hindered the assessment of the effectiveness and impact criteria of the evaluation. The desk review encountered limitations in IMDIS data and the ESCWA Dashboard which aim to monitor progress. These sources of data were found to be lacking in terms of: 1) comprehensiveness of data on progress at the level of results, targets, activities and outputs performed across all EDID's work including (RPTC, DA, and XB,); and 2) availability of real time progress tracking, as data is not up-to-date in a consolidated manner. To fill some data gaps, information was sought during interviews with ESCWA staff.
2. **Financial resources and time** were also limited. This influenced the evaluator's reliance on a qualitative approach, and limited the countries visited to two (Lebanon, and Jordan). Stakeholders from other countries/locations were consulted virtually (via Skype and phone calls).
3. Because the evaluation took place 2017 and **coincides with the 2016-2017 biennium**, some of the outputs

⁸ Refer to Annex 2 for a full list of partners and stakeholders chosen to inform the evaluation.

were still in the planning stage or had not yet started at the time of the fieldwork. This consideration was taken into account in assessing the effectiveness pertaining to the current period.

4. Despite EDID's introductory emails and StEPs much appreciated follow up, the evaluator faced significant challenges in the **responsiveness of governmental representatives**. This was particularly the case with stakeholders working with the Trade Section. This is considered in the analysis.
5. Informants' **knowledge about EDID's work was limited to their own activity experience**. Most informants were not able to provide feedback or reflect on EDID's overall work, limiting their feedback to the specific topic or activity at hand, and limiting the ability to draw generalizations. The evaluators sought to identify trends across the different topics and activities.

4. Overview of EDID Activities and Achievements 2014-2017

Within its Programme of Work, EDID has landed numerous achievements. With the objective of developing inclusive and equitable socio-economic conditions, EDID supported member State capacities towards pro-poor growth through focusing on promoting inclusive and equitable financial and employment generation policies. It followed up on issues related to the Monterrey Consensus and the Doha Conference on Financing for Development and focused on assisting its member States in mobilizing its international resources for development, and increasing financial and technical cooperation for development. Since 2014, EDID activities in this regard included organizing several capacity building workshops targeting government officials on investment dispute settlement, double taxation avoidance, and workers' remittances. The sub-programme also worked with member States to prepare them for the third International Conference on Financing for Development which was held in Addis Ababa in July 2015, by preparing a unified Arab position on the key issues related to financing for development. Additionally, and under the same objective, EDID focused on supporting member States to develop inclusive, pro-poor, rights and evidence-based plans and policies that focus on poverty eradication and employment generation. To help member States rethink their work on the measurement as well as the policy front, EDID organized with the League of Arab States (LAS) several training workshops on poverty (money metric and multidimensional) for officials from ministries from member States that have poverty measurement and reduction strategies in their portfolios. Also, in collaboration with LAS, UNICEF, and the Oxford Poverty and Human Development Initiative (OPHI), EDID prepared the Arab Multidimensional Poverty Report that included policy recommendations agreed by member States to adopt more pro-poor policies and enhance their implementation at national and regional levels⁹. On the technical front, EDID has also been providing technical and policy advice to member States to set new macroeconomic frameworks based on quantitative analysis and tools provided by ESCWA (KSA and Tunisia¹⁰) and to design national poverty measures in line with the proposed multidimensional poverty framework (Jordan, Mauritania and Iraq).

With a view to sustainable economic growth, reduced unemployment and poverty alleviation, another important area of EDID's work has focused on enhancing member States' capacities to develop knowledge-based economies through effective macroeconomics as well as promoting economic diversification and competitiveness for decent job creation. Countries benefited from EGMs and training focusing on issues related to decent work and inclusive growth and new insights based on the 2030 Agenda for Sustainable Development. Also, through technical cooperation activities, countries like Jordan¹¹, Sudan, and Bahrain have been supported in developing their national plans, strategies and policies based on knowledge-based economics and competitiveness tools provided by ESCWA.

EDID has also been working on enhancing the capacity of member States to coordinate their social and economic policies, and ensure the implementation of regional economic agreements to achieve the potential for intraregional integration. In the First biennium, EDID focused its work on enhancing regional integration among ESCWA member States through (1) infrastructure and transport logistics, (2) trade policies, and (3) macroeconomic convergence and financial integration. In 2014, the Arab countries signed a new agreement to promote intra-Arab investment. The number of member States that have participated in the platform for macroeconomic policies and implemented regional agreements increased from two in 2013 to three in 2015.

⁹ The LAS members issued a resolution during the Ministerial Council meeting for Social Affairs (September 2017) adopting the report recommendations Source: IMDIS 2016-2017

¹⁰ Saudi Arabia; within its preparation for the 10th National Development Agenda (2015). Tunisia in revising their macroeconomic framework and their monitoring and evaluation system based on ESCWA's technical proposal. Tunisia also revised some economic policies within the context of the economic impact of the Libyan Crisis on Tunisia Economy based on ESCWA's quantitative tools provided (IMDIS 2014-2015, 2016-2017)

¹¹ Jordan: Setting the national development strategy based on knowledge based economies and competitiveness tools provided by ESCWA (IMDIS 2014-2015). The Investigation of Strategic Economic Scenarios for Jordan 2030. Sudan: Technical support to planning process. Bahrain: Workshop on Economic Diversification, Competitiveness and Fairness: Challenges, Opportunities and State Planning.

Mauritania was among the Arab countries that have started taking measures towards implementation of the Intra-Arab Investment agreement. During the second biennium EDID focused its work on developing policies and implementation mechanisms towards economic policy convergence. The division directed its efforts and the outcome of its research agenda on financing for development, economic regional integration through: (1) the preparation of “Assessing Arab Economic Integration Report”, (2) the organization of the EGM on Regional Financial Integration that tackled the opportunities and challenges of deeper financial integration in the Arab region against the backdrop of a rapidly evolving regional financial landscape, (3)) the organization of the EGM on Deepening Regional Economic Integration through the liberalization of trade in Services in the Arab region (prospects, requisites and implications), and (4) the technical support offered to member States on negotiation and conclusion of tax treaties, and other activities. On the fiscal space and financing for development, KSA and UAE adopted a similar VAT instrument.

Enhanced regional integration of member States was also sought by EDID through developing and harmonizing the physical and legislative regional infrastructure (especially in transport and trade facilitation). Besides the research that has been initiated in 2014 on the inter-linkages between transport and infrastructure efficiency and economic growth, the technical reports of 15th session of the Committee on Transport highlighted the importance of the continuation in implementing International Roads and Railways Agreements in the Arab Mashreq noting the well-recognized need to legally re-title those agreements to reflect the new membership of the Arab Maghreb countries that have recently joined ESCWA. EDID closely followed up on the accession to/implementation of ESCWA International Transport Treaties. Morocco has requested ESCWA’s support to join the Agreement on International Roads in the Arab Mashreq, the Agreement on International Railways in the Arab Mashreq, and the Memorandum of Understanding (MoU) on Maritime Transport in the Arab Mashreq. Moreover, Kuwait acceded to the MoU on Maritime Transport in the Arab Mashreq in May 2015 that was finally submitted to the Office of Legal Affairs (OLA) in New York in 2016. EDID also supported the capacity building on Arab Custom Union. Most recently, EDID produced the flagship publication “Assessing Arab Economic Integration Report” that includes Identification of Barriers to Trade in Services in Selected Arab countries Trade Integration and Business cycle synchronization: evidence from Arab countries and The Estimation of the Ad Valorem Equivalents (AVEs) of Barriers to Trade in Services. It also organized an EGM on Deepening Regional Economic Integration through the liberalization of trade in Services in the Arab region. EDID anticipates that these, and other activities, are expected to encourage member States to adopt or develop plans or programmes containing new measures articulated in the trade facilitation agreement of the World Trade Organization (WTO). In addition, other technical transport related research has been taking place mainly on the impact of conflict in the region on transport and infrastructure.

Last but not least, EDID sought to support creating an enabling (inclusive) environment for sustainable development through nationally led and owned good governance practices for the implementation of enhanced macroeconomic management. In doing so, EDID sought to influence member States pass regulatory reforms or legislation related to the improvement of governance in economic institutions. Since 2014, much focus has been placed on strengthening competition regimes and effective application of the tools of competition policy in the Arab region. In this stream, activities included an EGM on analysis of the status and strength of competition regimes in the region and considered the formulation and implementation of competition related legal frameworks, a workshop on “Supporting Competition and Competition Policy in Palestine” and technical assistance to finish the competition law and promote the establishment of a robust competition policy and enforcement mechanism in Palestine.

Focus has also been on relevant financial policies to finance sustainable development as prescribed by the Third International Conference on Financing for Development. As such, EDID carried out a 1) regional workshop on International Taxation and Avoidance of Double Taxation Agreements with the aim to strengthen the capacities to deal with tax treaties and address tax avoidance issues as well as taxation of cross-border permanent establishments and the treatment of base eroding payments of interest and 2) national capacity building workshop with the Egyptian Ministry of Finance and Tax Authority on International Taxation, Base

Erosion and Profit Shifting to enable government officials examine international taxation concepts and how they apply to Egypt. Finally, the division has supported member States' preparation of national development strategies for evidence-based policy dialogue. It supported Lebanon in drafting their National Economic Development Agenda and Developed modelling tools (CGE and OLG models) in Jordan¹², Tunisia¹³ and KSA¹⁴.

¹² Social Accounting Matrix (SAM and CGE for 20 sectors of the economy

¹³ SAM and GCE

¹⁴ CGE model to monitor economic performance

5. Overall Issues for ESCWA Consideration

During this evaluation, the evaluator identified cross-cutting and overarching issues of relevance to ESCWA broadly that appear to affect the work of EDID. These issues are interdependent and interconnected, however, they were not the subject of this evaluation, and are listed separately for consideration and possible further exploration. Elements relating to these issues have appeared in the discussion on EDID findings demonstrating the internal dynamic within EDID, its interaction with the organization as a whole and the effect on its performance. The issues may not necessarily affect other Divisions in the same way.

5.1 Strategic Vision

5.1.1 Planning

To fulfil their goals, organizations need to set long-term plans. For a normative organization like ESCWA, planning is a critical ingredient to bring about the desired developmental change in the region efficiently and effectively. Although ESCWA's mandate¹⁵ and functions are clearly to influence the long and complex process of policy reform, ESCWA does not have an explicit or implicit Theory of Change (TOC)¹⁶ to explain the relationship between actions and outcomes and demonstrate how outcomes are related to each other over the lifespan of the plan. At the same time, and in the absence of medium and long-term strategies, the short planning cycle (biennium) may arguably inhibit cumulative meaningful change. In 2014, ESCWA started drafting a long-term planning framework that was not completed nor fully materialized. Also, this vision was not disaggregated into a developmental roadmap for the region toward the desired end state. In 2015, and as part of the development of a Vision for ESCWA's Programmes 2030, a high-level workshop was held with ESCWA senior staff and external regional experts. However, no thorough problem identification and no stakeholder analysis were undertaken focusing on the root causes that hinder development and on the existing opportunities of member States for change. In future, the Commission should develop a comprehensive engagement strategy based on a thorough analysis. This strategy should clearly address engagement objectives; outcome maps and change pathway; theory of change; advocacy strategy including includes partnership and communication plans; resource allocation plan within an efficient organizational structure; and monitoring and learning plan.

5.1.2 Corporate Identity & Advocacy

The evaluation found that ESCWA identity was neither clear nor consistent for both internal and external stakeholders. This could be partly attributed to lack of congruent results-based work of all Divisions toward one ESCWA; lack of a defined shared identity that is consistently communicated; lack of shared understanding of the role and functions of ESCWA compared with other regional development players; and/or lack of clear understanding of the significance of regional work beyond intergovernmental activities. ESCWA's corporate identity should be promoted internally and externally and incorporated in the Commission's different plans and work. Also, the evaluation captured variance in understandings and definitions of terminologies and overall difference in language and discourse (lack of a common language). It is essential that the interdisciplinary work of all divisions have a unified vocabulary regarding technical terms and expressions that are being used in its work.

In absence of an Advocacy Strategy to guide clear communication and partnership plans, the engagement with relevant stakeholders is significantly undermined. The weak engagement is exemplified in inconsistent and low-level participation of member States in IGMs; inaccurate listing of participants in events including IGMs; limited and narrow knowledge of stakeholders about ESCWA and its work; weak involvement of civil society,

¹⁵ The Commission's mandate is to foster comprehensive, equitable, integrated and sustainable development through effective economic and social cooperation in the region.

¹⁶ Theory of change articulates the assumptions about the process through which change will occur and specifies the ways in which all of the required early and intermediate outcomes related to achieving the desired long-term change will be brought about and documented as they occur.

private sector, and parliamentarians in events; and unsystematic collaboration with other actors, including UN agencies.

5.2 Managing for Results

5.2.1 Quality Management

ESCWA does not have a quality management unit nor an efficient system in place to monitor results. Performance is assessed against the number of outputs without adequate differentiation in terms of type, quality and the level of effort spent per output. Quality control should be managed at both central and Division levels. The quality management of ESCWA reports and publications requires special attention to ensure that in-house and external peer review mechanisms can deliver objective and useful feedback to enhance the quality and relevance of ESCWA publications to their target audience. A new quality assurance system would support all Divisions enhance quality and improve inter-disciplinary work.

5.2.2 Coordination

There is overwhelming consensus in ESCWA that coordination¹⁷ is weak and often confused with cooperation¹⁸. Coordination is the essence of management and is implicit and inherent in all functions of management i.e. planning, organizing, staffing, controlling, etc. In spite of new planning guidelines issued in 2014 to facilitate the development of consistent plans, staff across ESCWA indicated that they were not informed of initiatives and research of relevance to their work and that there is an absence of institutional structures to coordinate on thematic or process related issues. In light of blurred corporate identity, weak results-based planning, and the lack of efficient coordination mechanisms, the coordination problem in ESCWA is deepened and interlocked by an individual accountability governing system. The absence of collective/group accountability toward results and assigning accountability only to activities and outputs, influences chiefs and directors to protect their respective areas of work and interests. This results in magnifying silos, dissolving the one ESCWA image and corporate identity, distorting any results-based or cumulative change effort, and wasting scarce resources. Joint publications in the absence of result-based planning and collective accountability “*seem like stitching*”. At its very best, it serves multi-disciplinarity but not inter or transdisciplinary approaches as expected. The current Executive Secretary has stressed the need for joint outputs amongst divisions and bimonthly meetings within the divisions to further promote this.

¹⁷ an orderly arrangement of group efforts in pursuit of common goals. It is planned and entrusted by the central authority. It establishes formal and informal relationships.

¹⁸ mutual help depends on the willingness of people to work together. It establishes informal relationships.

6. Main Findings

6.1 Relevance

6.1.1 Coherence & Responsiveness to Regional Needs

Main Findings:

- EDID's priorities expressed in the Expected Accomplishments (EAs) are consistent over the last two biennia. At the same time, EDID has refocused several key outputs to address emerging priorities reflected in the 2030 Agenda and the Addis Ababa Action Agenda.
- While generally guided by global and regional legislative mandates, the process of needs identification and priority setting in EDID is not systematic and appears to be unduly influenced by staff capacities and previous work.

Priority identification and the needs of member States

EDID frames the overall boundaries and priority areas of its work through the legislative mandates emanating from the United Nations General Assembly (GA) and the Economic and Social Council (ECOSOC). ESCWA's Strategic Objectives and priority pillars also provide an organizational framework within which EDID plans and prioritizes¹⁹. And finally, internal and external consultations, including ESCWA Intergovernmental Meetings (IGM), serve to refine sub-programme workplans and outputs. In addition, EDID produces diagnostic studies such as the Regional Integration Report and the Arab Development Outlook Report that highlight key challenges and opportunities for development in the region. However, the evaluation found that EDID does not have a comprehensive stakeholder mapping and analysis that examines the member State capacity for change and policy making processes and possible development change pathways, level of progress made by each member State toward stated development outcomes and root causes underlying failures in achieving them. An expert who worked with EDID recommends EDID *"to conduct surveys, assess member State needs, capacities, and resources and connect it to objectives"*.

In the last two biennia, EDID identified several priority themes on which to focus its research outputs and services. In 2014-2015, and according to the Strategic Framework, EDID identified the themes of equity, inclusion, employment, competitive knowledge-based economies, sustainable infrastructure, socioeconomic policy coordination and institutional development²⁰. In 2016-17, EDID rearranged its priority themes into a different set of clusters, namely social justice, knowledge economy and employment, agreements and strategies, policy coherence, and institutional development²¹. Comparing the priorities in the Strategic Frameworks of the two biennia we find that EDID intentionally maintained a high degree of consistency over the four-year period. By adopting these themes, EDID responded to some of the regional priorities within its mandate as well as those identified by member States in IGM meetings and League of Arab States resolutions, and showed commitment to support member States in the development of policies that promote economic development. These include public institution reform and systems of governance, diversified economic growth to generate decent employment, and social and economic justice in line with the Sustainable Development

¹⁹ Programme Planning and Technical Cooperation Section (PPTCS) Guidelines indicate that "Substantive offices are requested to formulate their proposed strategic plans and work programmes in relation to the expected accomplishments developed for each subprogramme based on ESCWAs Strategic Objectives and respective priority areas for 2016-2017."

²⁰ In the biennial 2014-2015 strategic framework, ESCWA priorities were listed under three strategic pillars. Priority areas under the Equitable Growth and Sustainability pillar are equity, inclusion and employment; competitive knowledge-based economies; and sustainable natural resource management. Under the Regional Integration pillar, priority areas are knowledge and technology management; sustainable infrastructure; socioeconomic policy coordination; food, water and energy security; gender-sensitive policies and integration. The priorities under Good Governance and Resilience pillar are participation and citizenship; social and economic impacts of conflict and occupation; institutional development; and resilience to natural and human-made crises.

²¹ In the 2016-17 biennial strategic framework, ESCWA priorities were listed under three strategic pillars as well. Under Inclusive development pillar, the priorities are Social Justice; Knowledge economy and Employment; and Sustainable Natural Resource. Under Regional Integration pillar the priorities are Policy Coherence; Agreements and Strategies. Under Good Governance and Resilience pillar, the priorities are Participation and citizenship; Institutional development; Resilience to crises and occupation.

Goals (SDGs)²². At the same time, the EAs listed in the Strategic Framework (SF) are broad enough to allow EDID to respond to the opportunities and emerging issues as they arise.

EDID designed outputs and initiatives to match the priority themes identified in its Strategic Framework, adjusting from one biennium to the other to adapt to the 2030 Agenda for Sustainable Development, the Addis Ababa Action Agenda, and other emerging priorities. One example of how the needs of member States are translated into ESCWA's work programme comes from the work on competition. In the 2014 Expert Group Meeting report on Measuring Economic Governance participants noted the interest of member States to implement various regulations and policy measures to address antitrust and competition challenges, and reported that “*up to seventy developing countries have adopted a competition law for reasons ranging from pressure from international bodies, (like the IMF the World Bank and OECD) to liberalize their economies or as a prerequisite for trade agreements or as a condition to get loans*”²³. Subsequently, EGPS carried out a series of activities that tackled issues related to the formulation and implementation of competition-related legal frameworks, as well as effective application of the tools of competition policy in the Arab region. These activities were highly appreciated by all interviewed stakeholders with clear emphasis on their importance and relevance to their needs.

Beyond the job description of the chief of sections, there is no clarity on the scope, function, objectives of the sections. Hence, there appears to be no consensus amongst EDID staff on a unified planning approach and division-wide priorities identification. The weighted opinion of the interviews with staff in EDID (with no difference between male and female respondents) is that each section defines the regional needs internally. Topics for research and advisory work are identified by sections at least partially based on the competencies of staff members in the Section, previous work streams, and emerging issues in the region.

6.1.2 Vision and long-term goals

Main Findings:

- EDID does not have a commonly recognized developmental roadmap that outlines the process of change it seeks to influence in the region.

As articulated in its vision (blueprint, Nov. 2014), ESCWA has defined the desired end-state of the region as “*an integrated Arab region where all peoples lead dignified lives in flourishing, diversified societies*”. Yet, this vision is not disaggregated into a developmental roadmap for the region toward its envisioned end state. The impact pathway²⁴ developed by ESCWA in 2014 is more about describing procedural steps toward an overall ESCWA vision. While it helps building a holistic picture of how ESCWA interventions are going to affect member States with whom it engages, it doesn't identify the incremental changes towards a defined developmental outcome. This is understandable in the absence of strategic development roadmap and strategic pathway.

Even though ESCWA's mandate²⁵ is a long-term one, and its function in terms of policy reform is also a long and complex process, ESCWA, including EDID, doesn't have an explicit or implicit Theory of Change²⁶ (TOC) to explain how a group of early and intermediate accomplishments set the stage for producing long-range results. Having an idea of how change is likely to happen will help better identify entry points and opportunities for the kind of actions ESCWA and EDID ought to take to set change processes in motion.

²² ESCWA. Arab Development Outlook: Vision 2030; E/ESCWA/EDID/2015/3

²³ Section 5, Page 8 EGM report of June 2014

²⁴ The impact pathway illustrates the relationship between activities, outputs, immediate outcomes. It also presents the desired intermediate outcomes and impacts that are aimed to be achieved in the region in mid and long term.

²⁵ The Commission's mandate is to foster comprehensive, equitable, integrated and sustainable development through effective economic and social cooperation in the region.

²⁶ Theory of change articulates the assumptions about the process through which change will occur, and specifies the ways in which all of the required early and intermediate outcomes related to achieving the desired long-term change will be brought about and documented as they occur.

Whereas the regional problems are long-term, complex and dynamic, ESCWA sub-programmes, including EDID, operate based on biennial work plans. As such, the vision of their activities is set out in the Strategic Framework two years in advance. At the same time, it should address the complex interdisciplinary regional issues and internally coordinate their implementation within a rather linear structure. An additional hurdle to long-term planning is that budgeting and accountability systems within the UN Secretariat are linked to outputs and not results. Insofar, ESCWA does not have any long-term strategy, and the drafted strategic plan in 2014 is more about internal development. The four listed goals²⁷ in this plan did not set any direction towards policy influence nor do they identify clear developmental changes. A good policy-influencing objective should be clear about why the changes are important, who they affect, what needs to be done about it and where you stand in relation to others who are also trying to bring about change²⁸. The set objective in the biennial strategic frameworks are found unrealistic. According to one EDID section chief, the articulated biennial objectives were not perceived as tenable or achievable: *“Our ambition and ends/purposes are far away; beyond our capacities and unrealistic”*

6.1.3 Adaptation to the changing needs of member States

Main Findings:

- Around half of EDID’s outputs were changed or cancelled over the past four years. While some were to reflect adaptation to the 2030 Agenda, the impetus behind the large scale of changes could not be fully substantiated.
- EDID is responsive to the requests of member States through delivering demand-driven technical cooperation services. Prioritization is driven by availability of resources and alignment with the Strategic Framework.

In recent years, the Arab region has witnessed crises and turmoil, fuelled to a large extent by economic injustice and unsustainable economic and fiscal policies. In such a turbulent and changing environment, remaining relevant to the needs of member States requires strategic monitoring of emerging issues as well as flexibility and adaptive planning. As such, planning activities two years ahead as required in the static Strategic Framework and Programme of Work of EDID may not be reflective of the most pressing priorities of the day.

A review of EDID original and revised plans (December 2017), reveals a number of outputs were changed or “retitled” in the 2014-15 and 2016-17 biennia. As illustrated in Table 1, 64% of outputs were changed or cancelled in 2014-2015, and 43% were changed or cancelled in 2016-2017. The biggest changes by far were to the technical material and recurrent publications. In 2014-2015, 100% of the technical material and 60% of the recurrent publications were changed or cancelled. In 2016-2017, 59 % of the technical material and 50% of recurrent publications were changed or cancelled.

A review of workplan documents and retitled outputs reveals that many of the adjustments may have been made in response to global and regional political and economic changes. In the IMDIS reports for 2014-2015, EDID points to political instability in member States as justification for changes and cancellations in the work plan and highlights the *“need for more flexibility to tackle the emerging priorities”*. At the same time during interviews, several Section Chiefs indicated that the changes were in response to inefficient and ineffective planning procedures.

²⁷ Goal 1: ESCWA’s work is coherent, consistent and relevant, grounded in its profound understanding of Member States’ challenges and emerging needs and in accordance with its well-defined priorities for regional development. Goal 2: ESCWA’s work is clearly identifiable by the depth of its research and analysis and by the daring and innovation of its advice and initiatives. Goal 3: ESCWA’s strategic partnerships place it in the centre of efforts targeting common development objectives, with increased external funds mobilized and resultant increased influence with Member States. Goal 4: ESCWA’s work is results-based, its institutional capacity and human resources will be fit for purpose, and its internal mechanisms will foster an enabling environment for development problem-solving

²⁸ Research and Policy in Development (RAPID); ROMA: A guide to policy engagement and policy influence. www.odi.org

Table 1: Retitling of Outputs in biennia 2014-1-5 and 2016-17

Type of Output	Biennium 2014-2015			Biennium 2016-2017		
	Planned	Changed	Cancelled	Planned	Changed	Cancelled
Ad hoc expert groups	8	3	1	14	4	0
Recurrent publications	5	3	0	4	2	0
Special events	3	1	0	5	2	0
Technical material (technical paper, policy paper, follow up report)	8	6	2	52	31	0
Contribution to joint outputs	7	1	4	19	2	0
Advisory services	2	0	0	0	0	0
Training courses, seminars and workshops	3	2	0	1	0	0
Total	36	16	7	95	41	0
% changed or cancelled	64%			43%		

Thus, while flexibility is to be considered a necessity in a changing environment, the evaluation found insufficient documentation to clearly identify the impetus behind the large scale of changes and reformulations of outputs or to confirm if the changes were linked to the changing priorities or needs of member States. As such, it was not possible for the evaluation to conclude whether changes were made in an ad-hoc, reactive manner, or whether they were part of a strategic adjustment to ensure the fulfilment of the Division's Expected Accomplishments. At the same time, and related to the overall issues of planning and monitoring, the evaluation found that approval of changes and cancellations appeared to be mechanical and procedural as opposed to substantive and strategic.

In its programme of work for 2014-2015, and 2016-2017, EDID had not planned support to the new post-Millennium Development Goals (MDG) global agenda, in particular in the area of financing for development. As the 2030 Agenda took shape in 2015, EDID was however able to adapt some of its research and meetings to focus on the new Sustainable Development Goals (SDGs) and the Means of Implementation with some effort to work on areas of intersection and nexus. For example, the technical paper on "Rethinking investment policies in the Arab region" was retitled to "Financing SDGs in the Arab Region", the technical paper on "Inclusive finance and access to the financial sector in the Arab region" changed to focus on "The Means of Implementation of the 2030 Agenda: the Financing Dimension", the EGM on "Developing Economic Governance Standards" changed to focus on "Supporting the 2030 Agenda: Enforcing Competition Policy in the Arab Region", and the EGM on "Multi-dimensional poverty analysis and policy recommendations" changed to focus on "Meeting on Promoting Inclusive Growth and Decent work: Implementing the SDGs".

One proxy indicator of EDID's responsiveness to the requests of member States is its prioritization and delivery of demand-driven technical cooperation services under the framework of the Regular Programme of Technical Cooperation (RPTC). During the period under review EDID had one full time Regional Advisor on Transport, and one Regional Advisor on Poverty for a short-term duration. The Regional Advisors along with EDID staff and consultants were responsible for responding to requests by member States based on availability of resources and the alignment of requests with the Strategic Framework. In the last two biennia, the Division received 59²⁹ requests for capacity building (39% of the requests), policy advice and technical support (44% of the requests) from 13 member States. It responded to 43 requests from 12 member States in the evaluation period, whereas the outstanding requests remain pending or were cancelled. As demonstrated in Table 2 below, the Division witnessed a 36% increase in 2016-17 in the number of requests as compared to the previous biennium.

²⁹ 5 (8%) of the requests were for meeting contribution, 4 (7% were project related requests) and 1 for study tour.

Table 2: Response to MS requests by biennium and section

Biennium	# of Requests received	FFD	RIS	MFS	EDPS	EGPS	OOD/ RA on transport ³⁰	Cancelled/ Not implemented/ Section unidentified
2014-2015	25 ³¹	4	10	2	0	0	1	7
Response rate	76%	100%	100%	100%	N/A	N/A	100%	
2016-2017	34	4	10 ³²	8 ³³	4 ³⁴	5	4	1
Response rate thru July 2017	71%	25%	60%	88%	100%	100%	25%	

According to EDID managers, decisions on how to address requests for technical cooperation support are made based on the availability of resources and the alignment of requests with the Strategic Framework. A review of the thematic areas of the requests received reveals that many of RPTC requests match the SF and PoW. According to IMDIS data, technical cooperation services were aligned to the sub-programme EAs. As indicated in Section 6.2.4. below, member State representatives were generally satisfied with the services provided. The evaluation finds that EDID was able to adapt its services and most of its outputs to address emerging needs of member States in the region, however, it did not always do so in a holistic or strategic manner.

6.1.4 Addressing Intersectionality, Gender and Human Rights

Main Findings:

- While EDID made efforts to work with other Divisions in ESCWA, these efforts remain primarily ad-hoc and personal and have not been adequately institutionalized.
- EDID has taken steps to strengthen the integration of gender and human rights based approach in its work.

Most EDID staff see that the Division has high calibre experts, and is the driving engine (locomotive) of the Commission. To that end, these staff consider the setting of an economic agenda to be of primary importance in considering the developmental challenges in the region. As illustrated in the Strategic Framework, EDID contributes to joint outputs with other Divisions within ESCWA as well as to other Commissions and international organizations. As part of the new planning approach initiated in 2014, a guideline³⁵ to consolidate a log-frame was also developed. The purpose of the guideline is to facilitate the development of consistent plans and outputs by sub-programmes in terms of quality, orientation and scope. In 2014-2015, EDID provided 7 contributions to joint outputs. This increased to 13 contributions in the 2016-17 biennium. This contribution, however, was not always seen as sufficient. One Director described joint outputs as “stitching”. Another director stated “We have complementarities on outputs but not results. We acknowledge difference in concepts and point of views, but also there is potential overlapping and even duplication in outputs”.

“Development is a multidimensional and not a linear process. Writing a chapter in a report doesn’t mean the work is interdisciplinary, nor that it reflects the interdisciplinary challenges of the 2030 Agenda for Sustainable Development.”

- ESCWA Division Director

³⁰ Preliminary discussion with RA on transport and presentation on the EDID’s work note 8 advisory support outputs for the two biennia, but these do not all appear in the RPTC list provided to the evaluator.

³¹ Request number 2015-106 by the republic of Yemen for Technical support for reconstruction and development plan Agenda 2030 was marked completed but does not specify the responsible section/office.

³² 1 request shared with MFS

³³ 2 requests shared, 1 with RIS and 1 with EDPS

³⁴ 1 request shared with MFS

³⁵ Guidelines for Developing the Consolidated Planning Log-frame and Workplans for planning period 2015-2018

While there is high intersectionality and correlation between the work of EDID Sections and other ESCWA Divisions e.g. the Economic Development and Planning Section with the Social Development Division, the Economic Governance and Planning Section with the Emerging and Conflict Related Issues (ECRI) Division, the Modelling and Forecasting Section with the Statistics Division, there is no clear institutional mechanism at the Commission to ensure capitalization and integration amongst sections and divisions. Thus, while EDID has made efforts to work with other Divisions in ESCWA, these efforts remain at a more ad-hoc, personal level and have yet to be institutionalized and systematized.

EDID is represented at the Senior Management Team meeting by its Director. It is also engaged in a number of organization-wide committees, including the Publications Committee, the Projects Committee and the 2030 Steering Committee either by the Director or by designated staff, normally Section chiefs. These meetings provide an opportunity for lessons learning, coordination and collaboration.

EDID is mandated to integrate gender concerns and a human rights-based approach in its work by legislative mandates emanating from General Assembly and ECOSOC sessions. In its Strategic Framework and Programme of Work, EDID references many of these mandates, including international human rights instruments in the overall Division objectives and Expected Accomplishments. The evaluation also found evidence of EDID management's intention to ensure the integration of gender mainstreaming in its work. In Section Chiefs' Minutes of meetings of 22 June and 5 July 2017 the EDID Director reiterated the commitment to abide by UN-SWAP as a framework for gender mainstreaming and 1) affirms that EDID publications need to be properly engendered and requested that all publications be sent to the gender focal points for review; and 2) encourages staff to put forward any suggestions on how to enhance gender mainstreaming while calling for more volunteers, in particular from EDPS and EGPS, to work with EDID's gender focal points. However, based on the review of documentation, the evaluation found that equality and inclusive economic development are not integrated in all EDID work. Except for EDPS, these issues were tackled only in designated products e.g. working papers and technical papers or through contribution to joint publications.

6.2 Effectiveness

Organizations are commonly defined as instruments of purpose³⁶. Organizational effectiveness is the extent to which an organization is able to fulfil its goals. The purpose of establishing ESCWA was to meet the needs of countries in Western Asia for the services of a regional economic and social commission that promotes their development efforts, raises the level of their economic and social activity and strengthens cooperation among them (ESCWA TOR 2016). The Commission’s mandate is to foster comprehensive, equitable, integrated and sustainable development through effective economic and social cooperation in the region. **In assessing the effectiveness of EDID within ESCWA, it is important to be clear about ESCWA’s functional purpose, which is policy reform, as well as the various dimensions or tools used to achieve its functional purpose and set goals, namely consensus-building, research, and advisory services.** Good performance means the work is done effectively and efficiently and remains relevant to the stakeholders. Therefore, EDID effectiveness encompasses five dimensions: effectiveness of biennial programme; effectiveness in meeting functional responsibilities; effectiveness in meeting stakeholders’ expectations and providing useful services; effectiveness of applied systems and tools; and effectiveness of EDID in bringing about change on the ground. These dimensions will be assessed thoroughly in this chapter (6.2) and the next chapter on impact (6.3).

6.2.1 Progress Against Programme Objectives

Main findings:

- The implementation rate of outputs and activities for the two biennia reached a laudable 100%.
- EDID’s Expected Accomplishments were partially achieved for the two biennia, according to IMDIS. The evaluation could not substantiate their realization since indicators are not SMART and reporting against indicators is not accurate
- The system and tools for monitoring programme performance both at the level of results and at the level of outputs does not allow for systemic monitoring of EDID’s contribution and ability to identify drivers of change and policy influence.

The current objective of EDID is to achieve a decent standard of living for all people in member States through sustained, inclusive and integrated regional economic development. In the 2016-2017 biennium, EDID planned to deliver on this objective through the achievement of five results or Expected Accomplishments (EAs) summarized as follows: a) economic institutional reform based on principles of good governance; b) rights-based pro-poor plans and policies aimed at eradicating poverty and reducing income inequality; c) development of tools to create decent and competitive jobs for men and women; d) policies and mechanisms aimed at fiscal and monetary policy convergence; and e) plans and policies for cross-border infrastructure with a focus on transport and trade. Each of the EAs has related Indicators of Achievement and set targets.

In reviewing the approved logical frame, the evaluation finds that there was a lack of clarity in the systematic changes the Division seeks to support and the assumptions that underlie these changes. Furthermore, many of the identified Indicators of Achievement are not in line with internationally recognized criteria for good indicators (specific, measurable, assignable, realistic and time-bound - SMART). For example, an indicator that seeks to measure *“number of member countries that commit to or pass regulatory reforms or legislation related to the improvement of governance in economic institutions”* contains ambiguity, and will be difficult to independently monitor and verify. This was confirmed by several EDID staff and management who noted that they frequently faced problems assigning attribution, and that even when the indicators are clear, they tend to be too ambitious to be achieved in one biennium. This is further

“We’re creating random indicators! It is impossible to track it back to one unique section or even ESCWA”

- EDID staff member

³⁶ Etzioni, A. 1964. *Modern Organizations*. Englewood Cliff, CA.: Prentice Hall.

complicated by the fact that the logframe does not always keep pace with changes in the work programme. According to Division staff, governance as a theme was transferred to the Emerging and Conflict Related Issues Division (ECRI) in 2016, yet EDID continued to have four indicators on governance. At the same time, and while the focus of the work of EGPS shifted to promoting competition, the indicators in the logframe of 2016-2017 did not include any indicator on competition, although an indicator on “promoting diversification and competitiveness” was explicit in the 2014-2015 log frame.

According to the Programme Performance Report (PPR) validated by IMDIS data for the 2014-2015 biennium, target indicators set for three of the five EAs (B, C and E) were fully realized. Target indicators set for Expected Achievements (A) and (D) were partially achieved ranging from 50% to 75% realization rate of targets. For 2016-2017 biennium, as of 31 December 2017 target indicators set for three of the five EAs (A, C and E) were recorded in IMDIS as fully realized whereas EAs (B) and (D) were partially achieved with a 50% realization rate of targets (see Annex 7.4 for illustration of EDID sub-programme progress against objectives and targets). At the same time, the evaluation finds that IMDIS progress reporting narrative does not always correspond to the indicator (i.e give definite and/or relevant information on policies/plans, etc. that were changed). Instead reporting is on activities completed without evidence of policy change. For example, in EA (a) indicator (ii)³⁷ IMDIS records that the target is overachieved (by 1 policy), but it does not narrate progress at the policy level. Instead, the narrative talks about the organization of two capacity building workshops.

At the output level, the implementation rate of planned outputs and activities has reached a laudable 100% in the 2014-2015 biennium. As mentioned in Section 6.1.3 above, EDID retitled or reformulated several outputs during the biennium, and all were reported as completed. There was no significant variance found between EDID Sections, with all delivering on planned or reformulated outputs. Furthermore, EDID reported the implementation of an additional five outputs over and above those planned in the original programme of work, as indicated in the March 2014 modification request. For the 2016-2017 period, excluding technical cooperation activities, IMDIS data showed a 100% output implementation completion rate of as of 31 December 2017.

EDID utilizes various formal and informal monitoring tools and systems. These include: 1) The Integrated Monitoring and Documentation Information System (IMDIS), a Secretariat-wide monitoring system that captures progress at both the EA and output level of Regular Budget (RB) activities at the 12, 18 and 24-month intervals of each biennium; and 2) the Programme Performance Reports (PPR) produced by Sections on 6-month intervals and by Divisions at the end of the biennium providing progress on outputs. These feed IMDIS reporting. 3) Section Chiefs and Division biweekly meetings in which Sections provide updates on their RB and extra-budgetary activities and become informed of organizational directives and updates; and 4) an internal Dashboard that captures progress of output implementation also of RB activities only. Project level evaluations are carried out centrally.

“Indicators are not based on global best practices, and there is no real revision from PPTCS. They don’t follow up or check if an indicator is wrong. Even worse, any change in plans needs PPTCS approval, and once approved, it should be integrated into the system, but it is not”.

- EDID Section Chief

Following a thorough review of the available monitoring systems and tools, the evaluation found that these systems and tools do not allow for systematic monitoring of programme performance at the level of results, limiting EDID’s ability to identify drivers of change and policy influence. Furthermore, the tools used consolidate RB and XB interventions which are not always exactly aligned. A key challenge is that IMDIS data does not appear to consistently and systematically capture ESCWA/EDID’s contribution to change. Moreover, changes to outputs are

³⁷ Policies adopted by member countries related to good economic governance that are based on the ESCWA framework of assistance on good economic governance

not systematically or consistently registered in the different monitoring tools. The evaluation documented several examples in which outputs were either retitled or reformulated differently or progress to date differs in IMDIS as compared to the dashboard. This raises the need for a stronger results-based monitoring system that clearly demonstrates the sub-programme’s performance, deviation (when it happens), justifications for changes made in outputs (retitling, reformulation, etc.) and most importantly, determines - amidst Sections’ intersectionality work and coherence - how these relate to and affect the sub-programme’s intended results or EA.

6.2.2 Integration of gender and human rights concerns into outputs

Main Finding:

- EDID has not fully incorporated gender across all its outputs.

The evaluation found mixed evidence with regard to how effectively EDID was able to mainstream gender and human rights concerns in its outputs and services. Across EDID’s publications, the evaluation found a number of the publications that had effectively mainstreamed gender in the analysis and recommendations. For example, the Survey of Economic and Social Development in the Arab Region for 2015-2016 chose to focus a chapter on gender dynamics and inequality. Other reports however were gender-blind, with no reference to gender considerations. Similarly, gender and human rights concerns could be identified in the design of some of the Division’s extra-budgetary and Development Account projects as was found for example in the technical cooperation projects, “Socioeconomic Dialogue in Libya” and the “Strengthening the Capacity of the Ministry of Economy and Planning of the Kingdom of Saudi Arabia to Develop, Implement, Monitor and Evaluate the Ninth and Tenth National Development Plans”. With regard to the inclusion of diverse stakeholders and the balanced participation by women and men in EDID meetings and activities, the evaluation found only partial data from IMDIS regarding the percentage of women’s participation. Consolidating participation in all EDID activities is simply not possible as it is not consistently recorded. According to interviews with most EDID staff, the average percentage of women participants trends below 30%, explained largely due to nomination by their national governments. In national activities however, it can be noted that women participation has in some instances recorded higher participation such as the Tax workshop in Egypt amongst others. EDID has a designated gender focal point, primarily responsible to ensuring mainstreaming gender in the Division’s publications. The focal point is expected to act as resource persons and advisors to staff.

6.2.3 Systems & Practices

Organizational effectiveness is reflected in structure and resource allocation; applied systems; measurement and learning; communication and coordination; planning and leadership approach. Organizational structure has two separated but connected aspects; the governing structure³⁸ and the operating structure³⁹. In terms of governance, ESCWA forms part of the United Nations Secretariat and operates under the supervision of ECOSOC. The Commission is acting within the framework of the policies of the United Nations and subject to the general supervision of the Economic and Social Council. The ESCWA intergovernmental machinery consists of the Commission as the highest body within the organization and, reporting to it, the subsidiary bodies of the Commission, which are the legislative and consultative committees. The Secretary-General of the United Nations appoints the staff of the Commission. Member States chair the sessions of the Commission on a rotating basis⁴⁰.

³⁸ that represents the legal guidance system ESCWA

³⁹ how EDID/ ESCWA transforms resources into products and services for targeted purposes

⁴⁰ E/ESCWA/2016/TOR; Terms of Reference and Rules of Procedure of ESCWA. UN Beirut, 2016.

Main Findings:

- The organizational structure of EDID is not found conducive to effective decision-making, knowledge sharing, inter- and intra-departmental coordination.
- A sense of unfairness, uncertainty and heavy work load are widespread in the division.
- Human and financial resource allocation is not efficient and not adequately monitored.

Organizational Structure and Coordination

As noted above, EDID is the largest sub-programme in ESCWA. Headed by a Division Director at the level of D1, EDID is composed of four Sections: Modelling and Forecasting Section (MFS), Regional Integration Section (RIS), Economic Governance and Planning Section (EGPS), and Economic Development and Planning Section (EDPS). Financing for Development (FfD) is managed directly by the Office of the EDID Director. As of the end of 2017, EDID had 34 staff of whom, 17 were Professional staff members and 17 were General Service staff.

EDID's structure should serve as a basis for orchestrating EDID activities. The operating structure of EDID seems to be a mixture of functional⁴¹ and product⁴² organizations. Throughout the past seven years, EDID has witnessed two restructurings. Whereas in 2011 there were only three sections in the Division: Transport and Trade, Economic Analysis, and Financing for Development, by 2013 the structure was adjusted along four Sections: Regional integration, Globalization and financing for development, Economic analysis, and Development policy. In 2015, the structure was once again adjusted to its current state and includes the four Sections and Financing for Development. Management of EDID also changed during that period as the Division was led by four Directors before Mr. Mohamed El-Hacene, currently in charge since December 2014. To a certain extent, changes in structure reflect the changes in EDID/ESCWA priorities, including for example, greater emphasis on modelling and forecasting and regional integration, and a reduced emphasis on transport and financing for development. At the same time, a number of areas that the Sections are structured around and work on can arguably be considered as cross-cutting such as governance, regional integration, financing for development, etc. One area in particular that was mentioned by EDID Chiefs and other ESCWA Directors was the area of modelling and forecasting. According to an ESCWA Director: *"Modelling should not be part of EDID and should serve all ESCWA divisions in their work internally and with other stakeholders."* This view was also supported by two other directors and three chiefs.

"the coordination here is a personal effort and not systematic"

- EDID Staff member

Each Section in EDID works according to the priorities and resources established in the Programme of Work. To ensure the implementation of a holistic programme, coherence at the vertical and the horizontal levels should complement each other. Vertical coherence refers to consistency and

connectedness of the programme components through a logical model, Theory of Change, and implementation mechanisms. Horizontal coherence calls for capitalization and coordination among internal and external stakeholders and activities. As illustrated in Section 6.1.2, vertical coherence of the EDID programme of work is not adequately aligned to long-term results. Likewise, internal coherence and coordination is weak as recognized by almost all ESCWA informants. According to management theory, knowledge sharing and communication, interdepartmental relationships, and position of decision making⁴³ are three critical and interdependent aspects of organizational structure that directly influence effectiveness and the attainment of organizational goals. The evaluation found no evidence of a systematic mechanism for

⁴¹ A functional organization structure is a hierarchical organization structure wherein people are grouped as per their area of specialization. These people are supervised by a functional manager with expertise in the same field.

⁴² A product organization is one that carries out specialized tasks, usually with a centralized command system. It is also termed divisional organization where each division is responsible for the complete activities of a product. A setback is poor communication with other functional departments and simultaneously completing all tasks at the same time.

⁴³ Olson, E., Slater S., & Tomas M. (2005) "The Performance Implication of Fit among Business Strategy, Marketing Organisation Structure, and Strategic Behaviour", *Journal of Marketing*, vol. 69, July, pp49-65

knowledge sharing and for inter- and intra-departmental coordination. Despite some commendable initiatives that were made to promote knowledge sharing, interaction, and peer review, such as the ‘brown bag seminar’ series, current modes of communication within EDID appear insufficient to serve knowledge management and appropriate planning at the required level. Most EDID staff see that they work in silos at sectional and divisional levels. They admit that lack of a clear vision, the absence of result-based planning on medium and long-term basis, and individual accountability systems are the main drivers of this situation. This view was equally shared by male and female respondents.

The evaluation concludes that most learning in ESCWA occurs at the level of individuals, and that the collective learning process is mostly absent. Furthermore, and based on the evaluator’s experience in mapping, collecting and validating documents, the evaluation also finds a lack of systematic knowledge management and institutional memory⁴⁴. The result is that the informal, people-based institutional knowledge that could be critical to EDID effectiveness seems to have a shorter shelf-life and resides in the minds of individual managers and functional experts. The evaluation learned that EDID initiated a trial to capture and codify the Division’s institutional memory two years ago, but it does not appear to have materialized yet.

Latitude in decision making process follows the commission’s rules of procedure (see ESCWA TOR 2016). However, some of the staff questioned the transparency of decision making within the Division and some questioned who really runs the division. Furthermore, and repeatedly, during the field visit to ESCWA, a number of interviewees mentioned “We have the tools, but management doesn’t enforce them”. Having the tools and procedures does not necessarily mean having a system in place especially when responsibilities and accountability are not defined or enforced. There is consensus in EDID, with no difference between male and female respondents, that structure and the actual exercise of authority need to be revisited. Some ESCWA chiefs and directors have the same perception but more that ESCWA organizational structure is not conducive.

In general, there is a perception of unfairness and uncertainty in EDID both across male and female respondents. All sections within EDID perceive that they are understaffed, and all complained about the heavy load of work. Others sense that staff in EDID are more task-oriented and culture is not conducive to effectiveness resulting in “high staff turnover in last two biennia”. Ultimately, EDID’s work requires the ability to influence its internal and external stakeholders, which calls for strategic leadership.

In addition, most staff expressed that their goals in the performance appraisal system was based directly on the number outputs completed in a performance cycle. They highlighted that their performance was not being assessed against the quality of their outputs, their required level of effort per output and whether their outputs had led to any change.

Resource Allocation

Effective resource allocation is the act of identifying needed resources to carry out set plans by benchmarking internal capacities against needs and identifying gaps and required adjustments. ESCWA has at least four types of resources that can be used to achieve its goals: financial, human, physical, and technological. This evaluation touched upon the first two, and found that several factors make resource allocation in ESCWA ineffective including short term and output based budgeting, vague targets, absent long-term strategies, and individual and output-based accountability systems. In terms of resource allocation, staffing and budget are not equitably distributed as long as they are allocated based on the number of outputs.

Financial Allocation: In 2016-2017, the budget allocated to the Division in the SF remained constant while the regular work programme increased from 57 outputs planned in 2014-2015 to 98 planned for 2016-2017. A review of the increase shows that most new outputs were technical material (9 in 2014-2015 to 31 in 2016-2017 (excluding the 7 national poverty reports) followed by EGMs and contributions to joint outputs. More than 80% of the sub-programme budget is allocated to posts (30 regular posts in 2014-2015 and 34 regular

⁴⁴ The issue was evident to evaluator in the case of mapping documents to make sense of it and was validated by sections chiefs.

posts in 2016-2017). It is estimated by one section chief that around 60% of staff time is allocated on recurrent publications alone⁴⁵ (according to IMDIS more than 60% of staff time was spent on publications in 2014-15 biennia).

The extra-budgetary (XB) funds in the Division cover mainly the technical, advisory and capacity building activities to member States⁴⁶. EDID succeeded in doubling XB resources for technical cooperation between 2012-2013 and 2014-2015, and continuing to increase XB resources in 2016-2017. Allocations of DA project funds and RPTC technical cooperation funds also saw significant increases. Analysis, research and evidence-based policy alternatives are at the core functions of the commission, and a significant amount of EDID resources are devoted to research and analysis activities to generate knowledge, primarily through publications and documentation. Arguably, what is considered as normative work in ESCWA may be redefined and resource allocation can be better-grounded. That's to say, the allocated resources to the other two core functions⁴⁷ are not proportionate without documented (written) justification on how resources are distributed. Further, the efficacy of publications in relation to policy reform could not be established.

Table 3 - EDID detailed budget for 2014-15 and 2016-17 biennia

Biennium	RB Non- posts (USD)	RPTC (USD)	DA (USD)	XB (USD)
2012-2013	574,000	364,600	105,000	1,752,405
2014-2015	465,400	394,300	679,390	3,326,610
2016-2017	483,300	600,400		4,819,276

Human Resource Allocation: EDID staff increased from 30 in 2014-2015 to 34 in 2016-2017 in line with the restructuring exercise that took place. ESCWA monitors the Level of Effort (LoE) per output through self-reporting in IMDIS. According to the management report for the 2014-15 biennium⁴⁸, Professional staff in EDID (excluding the Director and General Service staff) spent on average 4 work months per output⁴⁹, with the greatest effort per output on non-recurrent publications, followed by recurrent publications. Parliamentary documents submitted to IGMs appeared to consume the least amount of LoE per output (see chart 1).

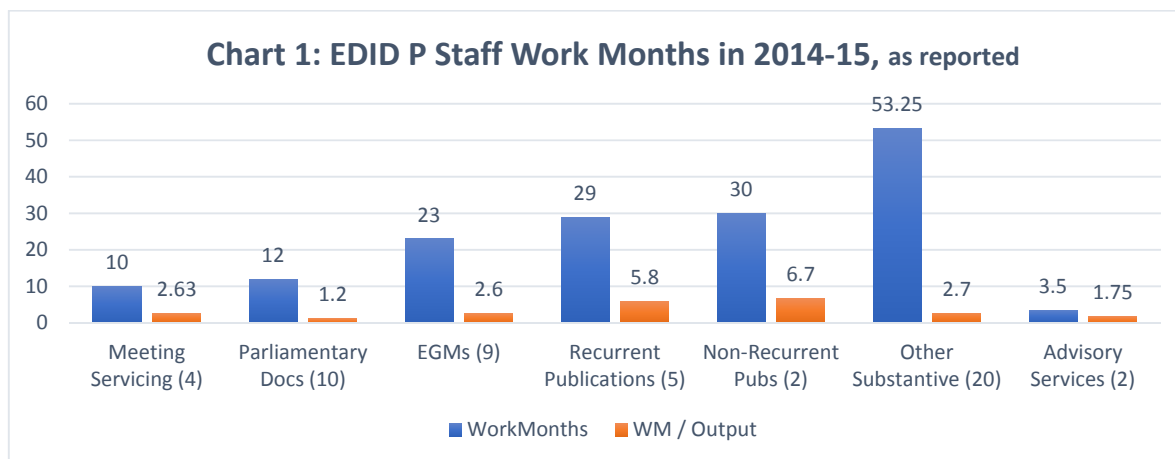
⁴⁵ OIOS estimates that nearly 75 per cent of ESCWA total staff work-months are dedicated to producing knowledge and the remaining 25 per cent are related to advisory services and capacity-building.

⁴⁶ XB projects are donor funded technical cooperation projects in support of member States in the case of EDID, XB funds supported the National Agenda for the Future of Syria Project and the KSA National Development Planning Project

⁴⁷ (a) Serving as a regional forum and consensus builder on regional and thematic development issues; and (c) providing advisory services to facilitate the formulation, adoption and implementation of development policies

⁴⁸ Work months for Subprogramme Economic development and integration

⁴⁹ Professional staff (excluding director and general staff) spent 10.5 work months on substantive serving of meetings (4 outputs- on average 2.63 WM/ output); 12 work months on parliamentary documentation (10 outputs- on average 1.2 WM/output); 23 work months on Expert group meetings (9 outputs- on average 2.6 WM/output); 29 work months on recurrent publications (5 outputs- on average 5.8 WM/outputs); 20 work months on non-recurrent publications (3 outputs- on average 6.7 WM/output); 53.25 work months on other substantive activities (20 outputs- on average 2.7 WM/ output); and 3.5 work months on advisory services (2 outputs- 1.75 WM/output).



A careful review of the report, however, indicates that time allocation is not accurate, and somewhat chaotic. For example, according to IMDIS, one chief worked for 28 work months in 24 calendar months during 2014-15 biennium. The evaluation finds that human resource allocation per output appears to be inefficient and not properly monitored.

6.2.4 Effectiveness and Use of Outputs and Services

Main Findings:

- EDID's principal target audiences are frequently not aware of EDID's major services and publications. ESCWA's website remains their main source for publications.
- The use of the Arabic language in publications and services was highly appreciated but noted weakness in some of the Arabic translations making the technical language difficult to grasp.
- EDID EGMs and Technical Services were highly recognized and appreciated. Yet, follow-up and continuity are insufficient.
- IGMs have not reached their full potential and continuity from one IGM to the next appears to be inconsistent.

Knowledge translation is the meeting ground between research and action and binding them with communicative relationships. Knowledge is the principal catalyst for change in ESCWA's case, through tools (e.g. publications, policy briefs, EGMs, IGMs) that make findings more accessible. Therefore, knowledge management in terms of getting the "right knowledge, in the right place, at the right time" to influence an action or a decision, is an indispensable part of EDID/ ESCWA's work.

Publications

According to the UN Publication Policy guidelines, publications are all materials in printed or electronic form issued under the authority of the Secretariat as part of its programme of work. Excluded from this definition are parliamentary documentation intended to inform intergovernmental meetings, and other documentation and public information material. Publications explore or analyse in depth a specific theme or topic, and are prepared at the request of an intergovernmental body (mandated publications) or at the initiative of the secretariat (discretionary publications). In the 2014-2015 biennium EDID published 5 reports and 9 technical papers, while in 2016-2017 EDID planned for 6 reports and 38 technical papers.

According to the 2017 Evaluation Report by the Office of Internal Oversight Services (OIOS)⁵⁰, ESCWA’s research and analysis in general has not been fully utilized to increase knowledge about critical development issues. The report finds that this has been hindered by deficient dissemination practices and feedback mechanisms. In other words, the distribution of ESCWA reports and research outputs has not been strategic, and data on actual report distribution and utilization are inconsistent. In that evaluation, one third of external stakeholders interviewed stated that they were unfamiliar with the Commission’s publications and just over half of staff survey respondents (57 per cent) stated that ESCWA was effective in promoting awareness of important national development issues through its research and analysis work. Nonetheless, and according to the same evaluation the most downloaded ESCWA publications in 2014-2015 were EDID reports.

Stakeholders, who are the target of EDID publications indicated that they were mostly on the receiving end of the research and publications, without any meaningful engagement in the process of issue identification, research or agenda setting. Informants interviewed by this evaluation indicated that the ESCWA website is their only source of EDID publications. More than three quarters of the interviewees stated that they were not aware of all EDID publications, and only received information about those publications where they worked with EDID or that were in their narrow field of work. For some this was sufficient, but others found it to be a limitation. One government official said, *“I use their Website; it is easy to use and I find the information”*. Another government official explained *“They produce excellent publications. Yet, they have a problem in dissemination and outreach”*. A third official noted *“we don't receive any publication from EDID”*. Even subject-matter experts indicated that they were not aware of the range of publications of EDID. One expert who worked with EDID in the past indicated, *“I am not aware of their publications beyond what I worked with them on. But what we did was very well written”*.

“I don't feel any collaboration and don't know their services; they expect me to search their website and that is not a participatory approach”.

- Government official

In addition to access to publications and their dissemination, several informants indicated that in order to be better utilized, EDID reports should be more timely. According to a regional partner, *“their publications are diversified, but many times came late. We use them as a reference”*. Related to access and utilization, several informants commended ESCWA for use of the Arabic language but noted weaknesses in some of the Arabic translations making the technical language difficult to grasp. Overall, with regards to dissemination, outreach, access and utilization of publications male and female respondents had the same views.

Expert Group Meetings

Expert Group Meetings (EGMs) are intended to introduce and discuss new ideas, perspectives and approaches with experts from member States and beyond, in an effort to gather expert opinion and perspectives on specific issues. Although government officials are not the main target of EGMs, the meetings could nonetheless serve as means to influence government policy through knowledge exchange and lessons

“very organized, topics were very well selected, EDID picked very relevant people and high-level delegations from member States. Arab experts who know the facts on the ground”.

- EGM participant

learning. According to the 2014 Guidelines⁵¹, sub-programmes must, when possible, invite member States to nominate experts to EGMs to serve in their personal or professional capacity and not as representatives of government. During the time period under review, EDID organized 13 EGMs on a range of topics related to its programme of work.

EDID EGMs were highly recognized and appreciated by the interviewed experts. EGM were acknowledged as Several EGM participants and external experts also saw the value of EGMs in

⁵⁰ Economic and Social Council-Committee for Program and Coordination-57 session; Evaluation of the Economic and Social Commission for Western Asia. E/AC.51/2017/4

⁵¹ Guidelines for Developing the Consolidated Planning Logframe and Workplans; For planning period 2015-2018

promoting policy reform and bringing the points of view of member States closer together. As one expert noted, *“Round tables help people to harmonize their efforts”*.

The majority of interviewees also noted insufficient follow-up and continuity following the end of the meetings. The perceived weak follow-up to discussions and agreements reached at an EGM could potentially tarnish the reputation of EDID.

“They should follow up and keep people posted. I worked with EDID several times but always there is no communication after EGMs.... None of what we proposed to EDID as recommendations was applied. At the same time, you get slow feedback if any”.

- EDID Expert

Both external and internal stakeholders were critical of the selection process of experts at EGMs. Government officials and independent experts commented on the mismatched qualifications of some nominees noting the absence of clear criteria for the identification of nominees in most cases. Others were critical of EDID’s use of the ‘same experts’ and recommended greater diversity in terms of expertise and geographic representation. Internally, some senior managers noted that the selection of experts to EGMs is not systematic and depends on personal relations and interests. *“They choose experts from among friends, from the same country, or have the same thinking for EGMs”*, said one manager, while another complained that *“they don’t listen to us and do what they want”*. No differences in the opinions of female and male respondents were observed regarding EGMs.

Intergovernmental Meetings

Intergovernmental Meetings (IGMs) are vital platforms for ESCWA’s convening authority. As indicated above, EDID convenes two intergovernmental subsidiary bodies: The Committee on Transport and Logistics and the Technical Committee on Liberalization of Foreign Trade, Economic Globalization and Financing for Development. According to the mandate, member States’ representatives meet on a regular basis to: Guide and oversee the work of the Secretariat; Monitor and facilitate multilateral dialogue; Share knowledge and network among each other; Prepare joint positions; and Provide mandates that serve as the foundation for future programmes of work for ESCWA. Based on a review of the parliamentary documentation and reports, as well as interviews with member State representatives and ESCWA staff, the evaluation found that the IGMs

“Member State interaction in IGMs is not as good as it should be. It varies amongst countries and depends on individual variation of participants”

- ESCWA Staff

have not reached their full potential. A key weakness is the absence of a strategic engagement strategy that links the IGMs within the wider objectives of EDID. This is manifested in dwindling interest by member States in the IGMs as evidenced by the number, level and profile of member State participants. In one IGM meeting, only 12 MS

attended⁵², with only 7 represented at a level of Director General or higher. The issue of member State participation was also linked to nomination procedures. Government officials that were interviewed complained that reliance on the focal point within the government to nominate the most relevant and qualified candidate was not effective. These member States indicated that EDID communication with relevant officials within Directorates in the areas of trade, economy and finance could be further enhanced.

Furthermore, continuity from one IGM to the next appears to be inconsistent. While follow up is the first item on any IGM agenda, it was noted that a number of recommendations were not implemented when comparing two consecutive reports. There is no indication that three out of five recommendations to ESCWA in eighth session held in 2013 IGM on Trade, were addressed. Moreover, the unaddressed recommendations were not mentioned nor justified in the 10th session report. Likewise, in the 10th session on trade held in 2015, there were five recommendations. Two years later, three recommendations remained unaddressed. A senior EDID

⁵² 10th session of the Technical Committee on Liberalization of Foreign Trade and Economic Globalization in the Countries of the ESCWA Region. The 9th session of the same committee witnessed participation of 17 countries.

staff member explained that this is largely due to lack of resources and low priority given to monitoring implementation, *“We write the recommendations equivocal in purpose to have enough room to respond, and if we did not fulfil any recommendation we provide justification”*. Several staff confirmed that preparation for the IGM and parliamentary papers takes place in the final couple of weeks before the meeting. A member State participant raised the concern about sufficient planning noting, *“IGMs should be better planned to give sufficient time for each topic”*. Other government officials noted that invitations to IGMs arrived late precluding adequate preparations and arrangements.

Interviewed Section Chiefs acknowledged weak collaboration and coordination with member State representatives beyond formal participation, and as a one put it, *“The IGM (has) become a burden; it is not efficient as it used to be. It just became one output with limited resources”*. Another Chief explained that the *“weak engagement between ESCWA and the member States is the result of a lack of clarity and absence of communication and outreach plans”*. The frequency of the meetings was brought up as an issue of concern, given that the Committee on Liberalization of Foreign Trade, Economic Globalization and Financing for Development is separated into two sub-Committees that meet during alternate years, making regular communication during the intersession period very important. *“One meeting every two years is not enough, but we can’t afford the cost of making it annual”* said one staff member. Overall, no differences between male and female respondents’ opinions were found regarding IGMs.

Technical Cooperation

EDID undertakes a wide range of activities in direct support of the capacities of member States in policy and programmatic issues under its economic development mandate. These activities are undertaken under the frameworks of extra-budgetary (XB) and Development Account (DA) projects as well as part of the more demand-driven stand-alone Regular Programme of Technical Cooperation (RPTC). Taken together, these technical cooperation initiatives including regional and national training workshops, study tours, and advisory missions are intended to respond to member States expressed or identified need for advisory and capacity building support.

In general, capacity building trainings and workshops conducted by EDID were highly valued by participants, the majority of whom emphasised the high specialized, and the subjects tackled by EDID are commitment to tackling serious concerns and poverty measurement was also commended by to quantify long-term impact of capacity uptake of skills acquired during EDID trainings. beneficiary remarked *“It was a successful and we benefited a lot”*. One regional partner advisory services. We benefited more from also highly appreciated by member State partners, who noted that EDID is well aware of participants praised EDID’s use of Arabic advantage to other international development

quality of the training, that the trainings are new and mostly not addressed by others. EDID’s topics in the region such as the cost of conflict or stakeholders. While the evaluation was not able building initiatives, it found evidence of utility and Commenting on an EDID RPTC activity, one experience. EDID trained us on scenario building noted, *“Some countries were satisfied with EDID workshops”*. EDID’s grounding in the region was representatives and regional and national the ‘facts on the ground’. Other governmental language and Arabic speaking experts as a distinct actors in the region.

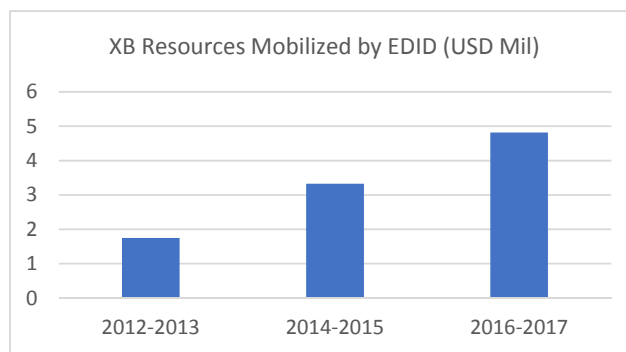
“The training is very good and mostly not addressed by others. EDID’s topics in the region such as the cost of conflict or stakeholders. While the evaluation was not able building initiatives, it found evidence of utility and Commenting on an EDID RPTC activity, one experience. EDID trained us on scenario building noted, “Some countries were satisfied with EDID workshops”. EDID’s grounding in the region was representatives and regional and national the ‘facts on the ground’. Other governmental language and Arabic speaking experts as a distinct actors in the region.

Member State Representative

At the same time, several informants raised a technical cooperation initiatives. More than half need for EDID’s continued engagement after of updates. Also, around half of the interviewed creates a platform of experience sharing and webinar) that enables participants from experiences. There was no divergence in the

concern about lack of continuity and follow up to of the government respondents expressed the trainings including regular follow up and sharing Government officials recommended that EDID networking (such as discussion platform/ different MS to keep in touch and exchange views of male and female respondents.

Through the development of a number of national level project proposals and engagement with external donors, EDID was successful in attracting increasing amounts of donor funding in the last two biennia, and increasing extra-budgetary (XB) resources within the Division. This successful engagement with European and Arab donors demonstrates the importance of additional resources to address the Division’s priorities. At the same time, donor relations and the preparation of new project proposals were seen as a burden by several staff who noted that they did not have sufficient time to dedicate to the development of new project concepts.



6.2.5 Quality Management

Main Finding:

- The quality of EDID outputs appears to be inconsistent.

In terms of quality management for its production and work, EDID follows ESCWA general practices, which appear to be mostly generic in nature. The evaluator could not identify any quality management document or manual that describes how EDID specifically, or ESCWA generally, manages its quality management system,

“Quality Management is a collaborative effort that needs guidance at both commission and division level; It needs definition of quality, we need at least direction how to measure impact”.

- EDID Section Chief

such as policies and standard procedures of conducting activities, and quality control mechanisms of its outputs. The only documents that were made available are “Guidelines for Developing the Consolidated Planning Logframe and Workplans for planning period 2015-2018” and “Developing a proposed work programme for the biennium 2014-2015 guidance”. Both documents give a brief description of each type of output but fall short of providing minimum quality specifications of each product/ output⁵³.

In the review of its publications, EDID usually uses peer review by internal and external experts and EGMs for quality validation⁵⁴. As indicated above (Section 6.2.4) EGMs were found to be well organized by most participants, but several questioned the objectivity of the process and the extent to which comments were taken into consideration in revised versions. Most stakeholders interviewed were of the opinion that the quality of EDID publications is not consistent. Several, including external and internal stakeholders recommended the need to strengthen ESCWA reports on macroeconomic issues. ESCWA staff also noted weaknesses in the quality of publications, with one ESCWA Director indicating:

“I didn't read all EDID publications but what I saw were not forward-looking, a big chunk of it is theoretical and literature review of global experiences and not necessarily useful for the region or correlation is not clear; in many cases there are discrepancies in data when compared with other resources (accuracy)”. Within EDID, staff also self-reflected with one Section Chief admitting: *“Many times we don't have any added value and repeat what others did”.*

“EDID publications are general and we need to dig deeper”

- EDID Section Chief

⁵³ For an example, the document summarizes how to organize an ad hoc EGM with list to be checked but it does not specify how many experts should participate in each meeting or what are the qualifications of participants to be accredited as experts

⁵⁴ As stipulated in the 2014-2015 guidance and 2016-2017 guidelines that “All publications are peer-reviewed, internally through the Publication Review Panels and may be also reviewed externally, by experts”

Another quality related issue that was addressed by 20% of stakeholders is related to sources of data and discrepancies in publications. According to one LAS informant, *“There were problems with data that differ from official member State data while EDID uses international resources which are unrealistic. Member States who are not comfortable with accuracy of data were unconvinced by the results of analysis”*. A representative of a partner organization also commented on this, noting. *“ESCWA publications shouldn't contradict each other in data”*. Most interviewed ESCWA Directors also commented on this. One director said, *“they use World Bank statistics but not ESCWA ones, and their data are inconsistent with other Divisions' data”*. This view was confirmed by another director *“in many cases there are discrepancies in EDID data when compared with other sources”*. A government focal point complained that EDID reports do not provide much on Least Developed Countries due to scarcity of data and expressed his view that *“ESCWA does nothing to improve it”*.

With regard to meetings and trainings, EDID usually conducts pre-and post-training / workshop assessments and produces activity reports. Regarding advisory services, the quality of the substantive work was highly appreciated. However, delays in response time was criticized but clarified by EDID chief as result of the long procedure times *“this negatively affects our relations with MS e.g. KSA stopped the project because training was not conducted while money paid by KSA two years ago”*.

The practice in ESCWA is that Quality Management is the director's responsibility. In general, directors and chiefs admit that quality needs to be managed at both divisional and central echelons, but as one director explained *“There is high pressure on directors in quality control, but publications are a lot”*. As long as an effective quality management system is not in place, the importance of staff capabilities and competencies alone become the determining factor to assure quality. According to one senior EDID staff, *“high Level of Effort undermines coordination and puts quantity over quality”*. Appropriate qualifications of professional staff was another issue raised by several EDID Chiefs, who noted that they often “inherit” staff hired to do a different task, and who may not be qualified for the new tasks at hand. Others saw high turnover of professional staff as a limitation, especially in the absence of adequate investment in staff capacities. Overall, the evaluation did not find any differences between the responses of male and female interviewees regarding quality management.

6.2.6 Engagement and Partnerships

Main Findings:

- EDID works with a limited number of strategic partners through mostly activity based engagement.
- Engagement with stakeholders is not inclusive or representative; civil society, private sector and parliamentarians are largely absent from its work.

According to its Partnership Strategy, ESCWA's approach to partnerships is *“to promote systematic and sustainable collaboration around medium to long term development goals that are broad, regional in nature, and represent a clear contribution to human development in the region”*. The Strategy recognizes that to achieve its goals, ESCWA has to work with a broad range of governmental, inter-governmental, civil society and private sector actors. Meaningful engagement should be systematic, inclusive, logical and practical, through an iterative rather than a linear process. Engagement should serve a defined purpose through the involvement of relevant stakeholders to bring about an intended change. In general, EDID engagements are characterized as regular, anticipated, and structured interactions. EDID adopted three engagement approaches; partnership, consultation, and participation.

Although EDID recognizes the importance of networking and partnership in their activities and services, it does not appear to have a unified stakeholder or partner mapping that systematically identifies all actors working in or on the Arab region by sector or thematic interest. Instead, each Section within EDID appears to work with a limited number of partners, some through institutional long-term arrangements, but most on a more ad-hoc basis.

Generally, external stakeholders do not distinguish EDID from ESCWA. To most stakeholders, ESCWA's comparative advantages include: its regional dimension and presence in the region; its Arab experts who know the context of the region and the language; its strong technical capacities; its neutrality and cooperative approach to working with governments. Almost all internal interviewees spoke about ESCWA's comparative advantages and the extent of its utilization while recognizing the economic dimension as a vital pillar within ESCWA. At the same time, the majority of the interviewees were unsure about what distinguishes ESCWA's economic agenda from that of the Bretton Woods Institutes, with some stakeholders noting that ESCWA at times "appears to follow the World Bank agenda".

One of EDID's most consistent and long-term partners is the League of Arab States (LAS) with whom at least three of the Sections have coordinated with regularly in the last two biennia on issues of poverty, trade, transport, and financing for development. According to a LAS informant the relationship between LAS and ESCWA is a "strong and long relationship that paid off; Besides the joint organization of the first Arab summit on sustainable development held in 2009, together, we produced different reports that were the first regional reports issued at UN level."

In the partnership with LAS, EDID sees itself as offering research and advocacy for policy reform, while LAS provides a political platform for consultations. This perspective may be somewhat at odds with LAS's perception. According to one LAS informant, EDID and ESCWA as whole are good in knowledge production and advisory services, but policy reform is not their role and they should not intervene. "The successful reports are those that are coordinated with member States while others are not. Tackling sensitive issues without taking into consideration member States' point view before publishing is a problem". One Director from ESCWA warned of the consequences of an unplanned relationship with LAS. Some external stakeholders noted "ESCWA is keen on good ties with LAS, and should be careful while the latter is very weak". The evaluation finds that there appears to be no clear or consistent strategy for the partnership with LAS that defines the roles and responsibilities of the two parties. Consultation with LAS is crucial but arguably may create limitations for EDID's scope of work if not managed properly.

"LAS works on the political side and relies on ESCWA in the technical part"
- EDID Section Chief

Aside from LAS, the evaluation found that EDID has developed partnerships with several international and regional organizations, UN agencies, and academic and research institutions on a number of key outputs and activities. In the two biennia under review EDID entered into formal partnerships with 17 organizations, with most other partnerships undertaken on a more informal basis. The evaluation reviewed collaborative partnerships with the Oxford Poverty and Human Development initiative (OPHI), the World Bank, the International Labour Organization (ILO), and the United Nations Development Programme (UNDP) among others. Nearly all interviewed partners recognize ESCWA's value as a partner and expressed their strong willingness and interest in joining forces. One UN partner explained "The current situation in the region requires a strong agency to work on development and maintain good ties with LAS and together, we can do a better job. ESCWA is the most suitable actor to lead the wheel". Another partner confirmed this view and noted that "[ESCWA] should play regional role on SDGs and there are many opportunities to work jointly". ESCWA's emerging partnerships with universities and academic centres on joint research projects also appears to be bearing fruit. Through formal and informal consultations, EDID has been able to attract international and regional experts, research institutes and development actors to its work. It has proactively used EGMs as a venue to solicit feedback and build the basis for future joint work. In the words of one EDID staff: "we Invite partners to review and take part in our reports to get them on board and find ways for funding".

For the most part, these partnerships are activity-based and set up on an ad hoc basis, for the purposes of undertaking a joint activity or producing a joint output, such as organizing a training or preparing a regional report. Several partnerships were established based on personal relationships. Representatives of UN entities interviewed confirmed this approach noting that coordination is not systematic or institutional, but activity-based and grounded in personal contacts. As stated by one UN agency representative: "At the operational level, we are interested in coordination to avoid duplication, and enhance complementarity. At a strategic level

it should supposedly be done through United Nations Development Group (UNDG) and SG office. Yet, we coordinate with ESCWA on an ad hoc basis”.

“We are willing to work with ESCWA, but they lack outreach plan and do not communicate their core research agenda”

- EDID Regional partner

A key limiting factor identified by several partners to stronger, more strategic partnerships is that EDID’s programme of work and research agenda are not actively communicated with potential partners. While all interviewees appreciated EDID’s work, most of them expressed concerns about lack of continuity and active

follow up. The evaluation was unable to find evidence of an EDID strategy for identifying and prioritizing partnerships nor clear communications with core partners about a holistic results oriented partnership. It should be noted that based on the evidence presented, it appears that EDID relies primarily on personal means such as email, telephone and face-to-face meetings to communicate with its stakeholders. The ESCWA website is the only non-personal mass media used for communication.

Another limitation identified is that EDID’s engagement with stakeholders is not systematically inclusive or fully representative. All ESCWA interviewees recognize the shortfall in engagement and dissemination and the need for a more systematic approach. A review of lists of participants from 2 IGMs and over 10 EGMs found little evidence of systematic stakeholder engagement of parliamentarians, civil society and private sector organizations. One private sector representative noted *“economic policies are in the core of our work. We were involved in some EDID activities before 2014 and based on personal relations with the previous chief there. After that, we tried a lot to engage with EDID, but we failed”*. Another example is the absence of UNCTAD from EDID’s IGM on Trade, where the UNCTAD representative noted that they had not been invited: *“ESCWA did not invite us to participate in trade IGM like UNDP”*. Overall, with regards to partnership and engagement, the views of male and female respondents did not differ.

6.3 Impact

The impact EDID aims to achieve in the region is formulated in its Subprogramme objective: “to achieve a decent standard of living for all people in member States through sustained, inclusive and integrated regional economic development”⁵⁵. In line with ESCWA’s mandate, this objective is to be reached by effectively influencing policy change. While undertaking the evaluation, the evaluator sought to measure to what extent EDID outputs contributed to this objective. However, given that EDID’s objective and expected accomplishments are simply too high level and in many cases beyond its sphere of influence, it was impossible for the evaluation to link specific EDID outputs to specific changes in policy. Instead, the evaluation was able to identify key elements that appear either to be supporting or hindering the cumulative change towards long term impact. These are presented in this section.

6.3.1 Addressing Policy Weaknesses and Enhancing Capacities

Main Findings:

- EDID’s three core functions do not effectively and systematically complement each other towards a higher-level goal; this is hampered by products that are frequently not tailored to policy makers and services delivered in isolation and without adequate follow up.
- EDID succeeded in drawing attention of MS to new issues, raising their awareness in certain subjects, building their capacities in certain areas, and even influencing their attitudes and perceptions toward topics they pose for discussion.

As indicated in Section 6.2 above, the *functional purpose* of ESCWA is policy reform: to facilitate the formulation, adoption and implementation of development policies. This functional purpose has three dimensions (through interrelated core functions) which are consensus-building, evidence-based policy alternatives provision, and capacity enhancement through advisory services and technical support. Policy and policy influence are best understood as being part of a continuous, non-linear and iterative process.⁵⁶ To understand the factors and contributors to policy change and reform one must be able to untangle attribution, contribution and causation. To influence policies, EDID must help to define the problems, provide informed options or responses, and address many competing interests. Drawing on Start and Hovland⁵⁷, ESCWA’s type of influence could be considered as evidence-based and advisory approach⁵⁸ as illustrated in the ESCWA core functions. Presumably, EDID’s normative work is focused mainly on knowledge production to inform policy development as a first step. At the same time, EDID is involved, albeit to a lesser extent, in the second step of the policy process through its technical cooperation projects (DA and XB) and by providing advisory services to member States, upon their request, in the field of policy implementation.

⁵⁵ EDID’s objective for 2016-2017. The objective remained almost the same during the entire period covered by this evaluation, as EDID’s objective for 2014-15 was: to achieve a decent standard of living through sustained economic development and integration.

⁵⁶ The policy process consists of three interrelated sub-processes: policy development, policy implementation and enforcement, and monitoring and evaluation. The policy process is influenced by many factors including the socioeconomic and political context, legal framework and institutions, external influences and traumatic events amongst others.

⁵⁷ Start, D. and Hovland, I. (2004) *Tools for policy impact: a handbook for researchers*. London: ODI (www.odi.org.uk/resources/download/156.pdf).

⁵⁸ Direct, formal track, aiming at changing policy through providing research and analysis, advisory support, evidence-based argumentation, and formal and informal meetings.

In the absence of a theory of change and Strategic Development Roadmap, EDID's three core functions do not effectively and systematically complement each other toward a higher-level goal. The evaluation finds that publications are not always readable to policy makers, communications on policy dialogue are sub-par and advisory services delivered are in isolation and without adequate follow up. Many of the subjects tackled by EDID are limited to knowledge production and missing advisory services and/ or consensus building. By the same token, member States requests in many cases did not spring from EDID agenda, and EDID responded according to its capacities as according to some EDID staff. EDID needs to be internally prepared and allocate sufficient resources to properly engage with different stakeholders. But without a plan to guide its engagement activities, EDID runs the risk of focusing on the incorrect audiences, of using ineffective messages outside limited circle of experts, or of getting mired in a flurry of activity that doesn't make ESCWA get closer to its vision. Some external stakeholders commented on this concern, noting *"Preaching to people about theories without any direct connection with policy or practical knowledge will fail to reach the intended results"*.

EDID has two intergovernmental bodies⁵⁹ that are unique platforms to achieve agreement on regional integration, standards and cooperation. They are central platforms for fostering debate and innovative thinking, forging consensus on ways forward, and coordinating efforts to achieve internationally agreed goals. Publications, including major reports, technical papers and policy briefs are undoubtedly EDID's main calling card to policy makers and their staff. At the same time, many of EDID's publications do not appear to be

"They produce technical papers that are not easy understandable by policymakers"

- ESCWA Director

addressed to the policy maker, nor written in a language that can be easily understood and applied. According to a division director, *"Our mandate is to provide research and analysis to link it to policy reform; this translation is our challenge and could be a specialty by itself"*. EDID produces most publications in technical language, and most of the time

without defined acronyms. Unless we assume that all readers are technical people, these publications are not fully comprehensible by policymakers. As one research partner explained, *"Their publications are good at technical level but not translated into practical level"*. The length of the reports is another obstacle to their accessibility. It is understandable that technical work is needed to produce evidence and support the logic behind any proposed change. Yet research-based knowledge won't lead directly to its appropriate and effective use without suitable translation into practical knowledge. Therefore, knowledge management in terms of getting the *"right knowledge, in the right place, at the right time"* to influence an action or a decision⁶⁰, is an indispensable part of EDID/ ESCWA work.

Related to the design and targeting of ESCWA research is the depth and utility of EDID publications as perceived by its key stakeholders. While a few informants acknowledged the value and utility of the publications, most were critical about a missing link between the reports and their practical value. According to one partner organization informant EDID publications are not serving their purpose. This informant noted, *"General research and not country specific can't serve advocacy or policy reform"*. Another partner recommended, *"I want to see publications serving as a jumping board to technical cooperation"*.

"EDID publications can provide fundamental information on the state of economy"

- EDID Partner

"Strong in analysis but weak in policy reform, sometimes they don't target policy makers"

- EDID partner

⁵⁹ The Committee on Transport and the Technical Committee on Liberalization of Foreign Trade, Economic Globalization and Financing for Development in the Countries of the Region.

⁶⁰ Davenport, T.H. and L. Prusak. 1998. *Working Knowledge, How Organisations Manage What They Know*. Boston, MA: Harvard Business School Press.

Within EDID several staff acknowledged the need for more in-depth analysis. An EDID staff commented *“Our publications are general and we need to dig deeper”*. External partners generally agreed with this assessment and according to one informant, *“there is weak impact, if any, because they stretch themselves too thin”*.

Another staff member commented on the originality of the research as a reason why it was not having the desired influence, *“Many times we don’t have any added value and repeat what others did”*. This sentiment was reiterated by others within ESCWA. One ESCWA Director asked about EDID publications said *“The content should be original and not previously published elsewhere”*. EDID publications were frequently compared with World Bank publications which were generally seen to have higher influence. Thus, while one governmental official noted that *“World Bank and its publications are taken more seriously than ESCWA’s by all governments”*, within ESCWA most staff stressed the importance of differentiating ESCWA’s mandate and policy messages from that of the World Bank. In that regard, an ESCWA Director recommended *“Don’t duplicate World Bank work”*. A third Director suggested, *“Reduce the number of publications, do more research*

and knowledge accumulation within the division for member States’ requests for technical cooperation”. Perhaps most importantly is the feedback from ESCWA member States representatives themselves, who overwhelmingly suggested the need to *“Move from theories into practical approaches”*.

- Government representative

A previous OIOS evaluation indicated that ESCWA’s research and analysis have not been fully utilized and have been

hindered by deficient dissemination practices and feedback mechanisms. The dissemination is not systematic and there is insufficient data to determine its effectiveness in enhancing the utility of the publications. Moreover, EDID cannot determine if its work caused observed outcome (s). As Glennan⁶¹ argued that *“two events are causally connected when and only when there is a mechanism connecting them”* and *“the necessity that distinguishes connections from accidental conjunctions is to be understood as deriving from an underlying mechanism”*. To date EDID and ESCWA do not have any clear engagement strategy including TOC and advocacy strategy.

To identify specific actions that influence and facilitate change, advocacy is fundamental to almost all approaches ESCWA takes to engage with its stakeholders and is integral to its overall policy engagement strategy. Such an advocacy strategy does not exist at EDID, nor at ESCWA. However, most EDID staff were aware of the need for greater advocacy on policy issues. The need for strategic management engagement was also highlighted by an EDID section chief who noted, *“Advocacy is not our sole responsibility, it is primarily a shared responsibility with the higher management”*.

“There is no advocacy plan and biennia are taking us nowhere. If ESCWA is willing to do advocacy and taking our work a step ahead, this needs the senior management to lead, allocate significant budget, and advocate while technical divisions provide the technical support.”

- EDID staff member

Whereas engagement in advocacy is pursued, some EDID staff explained that *“We do advocacy but not in a planned manner nor do we have a strategy for it”*. It was evident that external stakeholders, including member State representatives, expect EDID to take a step further and to have a greater role in policy reform. An UN agency representative recommended EDID to work more on advocacy and linking research with policy, whereas another partner noted that *“EDID needs to work more on political side and on regional issues”*.

Within the parameters of ESCWA, EDID needs to be internally prepared and to allocate sufficient resources to properly engage with different stakeholders with a view to influence policy and programmes. But without a plan to guide its engagement activities, EDID runs the risk of focusing on the incorrect audiences, of using

⁶¹ Glennan S (1996) Mechanisms and the Nature of Causation, *Erkenntnis*, 44: 49-71.

ineffective messages outside limited circle of experts, or of getting mired in a flurry of activity that doesn't bring ESCWA any closer to its vision. Some external stakeholders commented on this concern; *“Preaching to people about theories without any direct connection with policy or practical knowledge will fail to reach the intended results”*. Another concern raised by several informants is the lack of clarity about EDID's future research agenda and goals. One expert complained, *“I am working with them for a long time as expert and participated in different EGMs and publications, but I am not aware of their research agenda”*.

The evaluation confirms with a high degree of confidence that in its technical support to member States, EDID drew member States' attention to new issues, raised their awareness in certain subjects, built their capacities in certain areas, and even influenced their attitudes and perceptions toward topics they pose for discussion. Raising awareness and influencing thinking were, for example, captured in topics such as multi-dimensional poverty measurement, competitiveness, trade negotiations, remittances and taxation systems, amongst others. At the same time, EDID has frequently not maintained the level of continuity and engagement expected by member States and beneficiaries of its capacity building activities.

6.3.2 Promoting Regional Integration, comprehensive, equitable and sustainable development

Main Finding:

- EDID has made some important inroads toward promoting regional integration. Further progress in this area was hindered by the political instability and absence of political will in the region, as well as ESCWA's short planning cycle, unclarity in the relationship with LAS, and absence of advocacy plans.

Arab integration (pan-Arab unity) has been an interest to the Arab public at large and on the agenda of Arab intellectuals for more than seventy years. The Arab League was created in 1945 as a possible institutional means for achieving such a goal. Nonetheless, it remains more of a hope than a reality. The main explanations for limited Arab integration are the lack of strong regional institutions that promote Arab integration; rival inter-Arab politics derived mainly from clashing interests⁶²; and Influence of external powers that hinder the process of integration⁶³. According to Lakkis, the reasons behind LAS's underperformance in promoting Arab integration could be attributed to its structural weakness that stressed sovereignty and independence and LAS's limited power in addressing strategies or plans independently of Arab states' will. While it should be more reflective to public interests and inspiration, LAS reflected inter-Arab relations, and could not induce any notable change at the regional level. This has implications as how EDID and its various sections choose to engage with LAS as a regional partner which the evaluation considers worth revisiting.

“LAS's technical and political role dwindled over the last decade and it became more dependent on EDID”

- ESCWA Director

That said, EDID within ESCWA should not be limited by a lack of Arab integration. EDID has already made some important inroads, such as progress made in the transport agreements (ITSAM and ITSAS) and other policy convergences. Yet this progress did not materialize or is often overlooked due to the political events in the

“Regional integration is not a member State priority”.

- EDID Staff member

region, ESCWA's short planning cycle and lack of clear advocacy plans, and a lack of clarity in the relationship with LAS, as suggested in Section 6.2.6. Another potentially key weakness, is the buy-in of ESCWA management in the Regional Commissions integration mandate. According to one senior EDID manager, regional integration has no place in the twenty-first century,

⁶² Arab politics rooted in the unstable domestic structure of most Arab states and their vulnerability to transnational forces. The domestic political structure and its reliance on oligarchic and personal interests threatened the process of integration, since leaders felt more insecure in collaboration with other Arab states. They were pre-empting to protect themselves from other Arab states' interference in their own affairs.

⁶³ Lakkis, Ramy A. (2003) Arab Regional Integration: A neo-functional and transactionalist analysis, Durham theses, Durham University. Available at Durham E-Theses Online: <http://etheses.dur.ac.uk/3651/>

“regional integration is an old mindset from the seventies and does not fit the present”, a view that appears in direct contradiction with the Division and the organization’s core mandate.

Furthermore, the evaluation suggests that the increasing national-level technical support provided by EDID is an indicator of declining regional dimension of ESCWA’s work. As an EDID Section chief states, “While we should work with member States to collaborate at regional level, we now work in helping member States [at the national level] like other specialized agencies where we can't compete”. This backsliding of regional dimension demonstrates the weak corporate identity of ESCWA, lack of strategic planning and vision. However, how some EDID management acknowledges such pitfalls is also an important factor.

Again, EDID’s contribution in fostering comprehensive, equitable, integrated and sustainable development in the region is not assessable. Still, equality and inclusive economic development were not integrated in all EDID work. Except for EDPS, these issues were tackled in designated products e.g. working papers and technical papers or through contribution to joint publication. Noteworthy that different international and EDID products emphasised the growing inequality in the region:

“While the region’s poverty rate is low at less than 1.25 PPP\$ a day, on the contrary its rate of undernourishment is high and increasing, albeit the only region in the world to witness increasing undernourishment.... Ironically, hunger and undernourishment are increasingly prevalent in the region. The number of people living on less than the minimum level of dietary energy consumption rose from 13.9 per cent in 1991 to 15.3 per cent in 2011. On an aggregate level this represents some 50 million people who are currently undernourished in the region (increasing from 30 million in 1991) Given glaring disparities in GDP per capita and household final consumption expenditures, concentration of wealth among few, and occurrence of conflicts and political instabilities in many Arab countries, a significant rise in inequality is expected.... income inequality in per capita GNP is extremely large at the level of the Middle East taken as whole. The share of total Middle East income accruing to the top 10 per cent income receivers is currently 55 per cent (vs. 48% in the United States). The estimated top 1 per cent share might exceed 25 per cent as against 20 per cent in the United States.”⁶⁴

To fulfil its goal, EDID needs to plan. The current objective of the EDID is to achieve a decent standard of living for all people in member States through sustained, inclusive and integrated regional economic development. In the absence of development outcome statement that disaggregates the needed preconditions for ESCWA vision to be realized, lack of stakeholder analysis and to identification of possible change pathways, and how to bring about the intended change, we should not expect that EDID achieve its objective systematically.

Keeping up with the trend of inequality in the region for decades, coupled with uprisings’ call for justice, dignity and freedom within the broader demand for democratic rule in a number of member States as well as eruption of conflicts and political instability in some Arab countries bring to the fore the dire challenges to fully addressing the structural underpinnings of the revolutions. Also, it poses the question of how EDID within ESCWA should intertwine its thrusts efficiently and effectively to achieve its goals. Eminently, economic injustice played a central role in the uprisings and continues to stir unrest in the region.

⁶⁴ ESCWA 2015; Towards better Measurement of Poverty and Inequality in Arab Countries: A Proposed Pan-Arab Multi-Purpose Survey.

7. Main Recommendations

1. EDID should develop a **vision for long term impact** to inform its future workplans. For this EDID should:
 - Define the end state that EDID envisions for the region
 - Develop a Theory of Change towards the envisioned end state aimed at addressing the strategic long term issues.
 - Set a realistic developmental roadmap with clear policy influence objectives, and
 - address the root causes hindering development
 - identify a series of small, incremental steps towards policy reform
 - adapt to emerging regional priorities and capacities of member States
2. EDID should develop an **engagement and advocacy strategy**. For this, EDID should identify the key stakeholders and the specific actions required to influence them towards the envisioned policy change. This can be achieved through strategic long-term partnership and communication plans, which would require to:
 - Undertake a stakeholder mapping to identify the key stakeholders
 - Define the strategic objectives for the partnerships with the key stakeholders
 - ⇒ *In this regard, EDID should:*
 - *further expand its partnerships to capitalize on other actors' capacities and resources, such as universities and research centres*
 - *actively seek engagement with civil society, parliamentarians and the private sector*
 - Outline the main messages to be conveyed and advocated for
 - ⇒ *In this regard, EDID should:*
 - *strategize the knowledge products, advisory services, and technical support*
 - *clearly communicate the regional dimension of its work*
 - Ensure regular and inclusive consultation and follow up with key stakeholders to keep them informed about future plans/activities and to ensure transparency and openness
3. EDID should monitor the progress of its work at the level of results to facilitate attribution of policy influence. For this, EDID should build on its vision for long-term impact and its engagement and advocacy strategy and:
 - Develop a monitoring system for the regional development roadmap based on the incremental steps towards policy reform
 - Develop a monitoring system based on the objectives defined in the partnership and communication plan
 - Use clear, relevant, economic, adequate, and monitorable indicators
4. EDID should develop and apply procedural standards and product specifications to ensure the consistency and quality of all its outputs and services.
5. EDID should better integrate and mainstream gender in all major reports, products and services.
6. EDID should further strengthen its intergovernmental committees through better planning, consistent engagement, systematic follow-up, and complementarity with the research and advisory functions.
7. EDID should ideally be restructured according to ESCWA's objectives and results and allocate resources accordingly.

8. Annexes

Annex 1- Evaluation TOR

TERMS OF REFERENCE



SUBPROGRAMME EVALUATION: ECONOMIC DEVELOPMENT & INTEGRATION DIVISION

PERIOD: JANUARY 2014 - APRIL 2017

1. Overview of UN-ESCWA

One of five United Nations Regional Commissions, the United Nations Economic Commission for Western Asia (ESCWA) was established in 1973 to promote economic and social development in the Arab region, strengthen cooperation between its member States and address regional development challenges. ESCWA combines research and analytical expertise, convening power and advocacy capabilities to promote debate, develop consensus and help achieve economic and social development for the people of the Arab region. ESCWA's permanent headquarters are in Beirut, with a membership of 18 member States, stretching from Morocco in the west to Iraq in the east.

ESCWA consists of seven Divisions: Economic Development and Integration (EDID), Emerging Crisis and Related Issues (ECRI), ESCWA Centre for Women (ECW), Social Development (SDD), Statistics (SD), Sustainable Development Policies (SDPD), and Technology for Development (TDD).

2. Overview of the Economic Development and Integration Division (EDID)

The initial objective of the Commission's work was to stimulate economic activity in member States, strengthen cooperation between them, and promote development. Over time, the areas of ESCWA's work diversified, and in 1996-97 ESCWA was divided into numerous sub-programmes, including a stand-alone Division with an economic development focus. The work of the Division evolved over time adapting to the changing global and regional needs. In the last two biennia the objectives of the Economic Division and Integration Division⁶⁵ were:

Objective for 2014-2015: to achieve a decent standard of living through sustained economic development and integration.

Objective for 2016-2017: to achieve a decent standard of living for all people in member States through sustained, inclusive and integrated regional economic development.

⁶⁵ Previously named the Economic Development and Globalization Division

EDID's work currently focuses on:⁶⁶

- Supporting member States in reforming economic institutions and developing policies aimed at promoting equitable growth, sustainability, regional integration and economic governance;
- Designing and implementing pro-poor rights and evidence-based economic plans and policies;
- Working towards creating and improving access to decent, value-added, and competitive jobs for men and women;
- Fostering policies and implementation mechanisms towards economic policy convergence; and
- Enhancing regional integration.

3. Purpose of the Evaluation

As mandated by the Executive Secretary of ESCWA, each of ESCWA's sub-programmes engages in a discretionary evaluation every three biennia. This programmatic evaluation of the Economic Development & Integration Division (EDID) is undertaken in compliance with ESCWA's Evaluation Policy 2014, and in line with development best practice for transparency and accountability. This evaluation is also viewed as a learning opportunity for EDID and ESCWA. It is intended to help identify strengths and lessons learnt for the sub-programme's future work.

4. Scope of the Evaluation

The evaluation will address three DAC criteria (Relevance, Effectiveness, and Impact) as per the objectives and suggested evaluation themes below, covering the timeframe from January 2014 to April 2017. The evaluation will focus on EDID's substantive work and organizational structure. The scope of the evaluation will include:

- **Knowledge production:** Outputs, publications, reports, papers, and other documentation
- **Engagement:** Partnerships, stakeholders
- **Strategy:** Visioning and planning for policy influence

Some written knowledge products are in Arabic, and some stakeholders are most comfortable speaking in Arabic.

5. Objectives and Proposed Evaluation Themes

The following three objectives are envisaged to result from this Evaluation:

- **Objective 1 Relevance:** Assess the extent to which the sub-programme's strategic frameworks, planning processes and work programmes reflect the priorities of their intended audiences, and assess the processes used to engage multiple audiences.
- **Objective 2 Effectiveness:** Assess the quality of the sub-programme's achievements and outputs
- **Objective 3 Impact:** Assess the sub-programme's work towards cumulative change

6. Proposed evaluation criteria

The evaluators are encouraged to consider the below criteria, and to modify and supplement as determined through discussion with the Evaluation Steering Group.

Relevance

⁶⁶ As per ESCWA's Strategic Framework 2016-2017

1. Regional priorities
 - What did EDID identify as its priorities for maximum influence in the region during the time-frame of the evaluation?
 - How were these priorities identified? Are the priorities consistent with its mandates and Strategic Frameworks?
 - How do EDID's priorities areas of work compare with the needs of ESCWA member States and other key regional actors?
2. Needs of the region
 - How has EDID's work adapted to the changing needs of the region? Are these changes reflected in the planning processes of EDID (Strategic Frameworks, priority areas, etc)?
 - What were the key outputs and knowledge products that EDID produced to respond to the region's evolving context?
 - How does EDID's work reflect the interdisciplinary challenges of the 2030 Agenda for Sustainable Development?
3. Long-term vision
 - To what extent has EDID developed a long-term vision to promote cumulative change
 - How was this vision developed? What are its benchmarks? Where has EDID reached according to its vision?
 - To what extent were gender concerns and a human rights-based approach integrated into EDID's vision and its work?

Effectiveness

4. Programme objectives
 - Were programme objectives met for the time-frame of the evaluation?
 - What outcomes did EDID achieve, both expected and unexpected, within the time-frame of the evaluation?
 - What does EDID consider its key achievements from 2014 to the present? Why?
 - To what extent has EDID leveraged the accumulated knowledge of its five sections for greater effectiveness in its work?
5. EDID and ESCWA
 - How did EDID ensure that economic development concerns were integrated into other ESCWA Divisions' programmes of work?
 - To what extent did EDID engage other Divisions in its own work?
 - How else has EDID ensured an interdisciplinary approach in its work?
6. Research, technical cooperation and policy advice
 - To what extent have EDID's research and policy work informed each other?
 - To what extent were EDID's research products, including knowledge products and information resources, used by the various stakeholders?
 - To what extent was EDID's technical cooperation and policy work effective?
 - To what extent were the advisory and capacity building services seen as effective by ESCWA member States?

Impact

7. Regional integration

- To what extent has EDID promoted regional integration?
- How does EDID use its intergovernmental mechanisms?
 - Technical Committee on Transport
 - Technical Committee on Liberalizing Foreign Trade, Economic Globalization and Financing for Development
- How does EDID leverage its relationship with the League of Arab States?
 - Poverty reduction
 - Arab Customs Union

8. Policy influence

- What are key examples of EDID influencing policy in the following areas:
 - Poverty reduction and Employment
 - National Development Planning and Forecasting
 - Economic governance
 - Regional integration
 - Financing for Development

9. Strategic partnerships

- To what extent did EDID have effective partnerships with other entities in the Arab region working on similar issues?
- To what extent did EDID leverage its partnership for maximum influence?
- How does EDID differentiate itself from the services provided by similar regional actors?

10. Key challenges

- To what extent has EDID established itself as providing guidance and support on the 2030 Agenda for Sustainable Development / SDGs (and associated processes)?
- How does EDID envision promoting a rights-based approach in its future work?
- How will EDID better integrate gender equality and the empowerment of women in its future work?
- How will EDID work towards ensuring its cumulative impact is greater than the sum of its parts?

7. Evaluation Methodology

The evaluator will propose a detailed evaluation methodology for the sub-programme evaluation, grounded in relevant best practice, to be fully articulated in the evaluation's Inception Report.

It is expected that the **detailed evaluation methodology** described in the Inception Report will include an **evaluation matrix** including tailored questions to each of the identified categories of respondents, the sampling strategy proposed, additional evaluation approaches, along with the justifications and possible limitations (*Please see Annex 1: Outline for Inception Report*).

It is expected that the designed methodology will employ a sufficiently rigorous approach to produce impartial, accurate, evidence-based and forward-looking findings. Multiple data sources will be consulted, and a variety of types of data collected and triangulated. All efforts at mitigating bias and ensuring the veracity of findings are expected. **The evaluator will also ensure that all aspects of the evaluation are gender-sensitive.**

The evaluation's **desk review** will include the following type of **documents** (the evaluator may choose to include additional data sources):

- Documents related to the mandates of EDID
- Documentation related to planning, management and budget
- Documentation related to activities, missions and services provided
- Publications and communication materials
- Documents related to partnerships and networks
- Documents related to interaction with stakeholders

Data collection and fieldwork are envisaged to include a variety of approaches, such as in-depth interviews, group interviews, focus group discussions, case studies, and observations. Data collection will occur through field visits and remotely, through telephone or Skype interviews. Fieldwork through visits to member States (estimated two, possibly Tunisia and Jordan, in addition to Lebanon) will be determined in consideration with ODES-Programmes, StEPS and EDID, and as per upcoming project events/meetings. Fieldwork may also include attending the Session of the Committee on Transport or the Session of the Committee on Liberalizing Foreign Trade / Economic Globalization and Financing for Development, as well other events related to EDID.

Stakeholders: Approximately 30-40 EDID partners, governmental focal points, and other internal and external stakeholders will be interviewed, including a selection of: ESCWA Senior Management and Directors, EDID staff, MS technical focal points, and external stakeholders such as: UN (ILO, WFP, FAO, World Bank), Academic institutions (Oxford University, St. Andrews University, Damascus University, Lebanese American University), think tanks and planning centres (National Planning Institute, Strategic Studies Centre), etc.

All **evaluation tools** (interview and focus group discussion guides, questionnaires, etc.) are to be approved by StEPS prior to usage, and will be piloted and revised as per best practice.

The evaluator(s) are encouraged to propose innovative additions to the methodology.

8. Quality assurance mechanism

In addition to the Evaluation Steering Group (described below), the evaluator(s) will employ a quality assurance mechanism of their preference (either an internal or an external system can be used), which will provide quality checks throughout the evaluation process. This quality assurance mechanism will be described in the Inception and the Final Evaluation Report.

9. Evaluation Steering Group

Evaluation quality control will be provided by the Evaluation Steering Group, consisting of: The Deputy Executive Secretary for Programmes, the Strategy, Evaluation and Partnership Section (StEPS), the Director of EDID, the Director of SDPD, and an additional external stakeholder with relevant expertise.

The evaluator(s) will report directly to StEPS, who report to the ESCWA Deputy Executive Secretary for Programmes. In line with UNEG standards and best practice, the Steering Group will facilitate the work of the evaluation, and act a sounding board throughout the process. This will include reviewing the draft Inception Report and the draft Evaluation Report.

10. Deliverables and Timeframe

Inception Report: The evaluator will submit a draft Inception Report (see Annex 1) by early May 2017, which summarizes the desk review of documentation provided by StEPS on EDID, and which proposes the evaluation methodology and sampling strategy to be used in the evaluation, along with a draft evaluation matrix. The

report will not exceed 15 pages, excluding Annexes. The Inception Report will be reviewed by the Evaluation Steering Group and a meeting/tele-conference will then be held between the Steering Group and the evaluator, with any revisions implemented no later than one week following receipt of comments.

Fieldwork schedule: In coordination with StEPS and the EDID Focal Point, the evaluator will also submit a proposed schedule of fieldwork, for discussion upon receipt of the Inception Report.

Evaluation Report: Following fieldwork and the analysis of findings, the evaluator will submit a draft Evaluation Report (please see Annex 2). The Evaluation Report will be user-friendly, well-structured and evidence-based, each totalling not more than 35 pages, as well as a 3-page Executive Summary including the main conclusions and recommendations, and associated annexes. The Evaluation Report will be reviewed by the Steering Group, discussed with the evaluator and revised, with the final Evaluation Report expected in September.

Evaluation Recommendations Group Discussion: Presentations of Evaluation findings to the sub-programme, followed by discussion of key recommendations. Two weeks after the submission of the first draft Evaluation Report, the evaluator will organize a half day workshop to discuss the main findings with the division and to come up with recommendations.

**All evaluation deliverables will be in English, with evaluation tools to be translated into Arabic by the evaluator as needed.*

Proposed timeline

The evaluation will be held between April and September. Below is a proposed timeline, for review by the evaluator:

April	Submit detailed workplan (first deliverable, 20%)
April	Conduct preliminary research and develop evaluation methodology
May	Submit draft Inception Report (second deliverable, 40%)
May	Submit revised Inception Report
June	Develop evaluation tools, evaluation matrix and fieldwork schedule for review
June - August	Conduct the Evaluation
September	Submit draft Evaluation Report
September	Evaluation Recommendations Group Discussion: Presentation of Evaluation findings to the sub-programme, followed by joint discussion of key recommendations
September	Revise and finalize Evaluation Report (final deliverable (40%))

11. Payment Terms

A total of **\$30'000** is proposed for the evaluation. Payment will be made in three parts: Upon delivery of Work Plan (20%), upon receipt of draft Inception Report (40%), and upon receipt of finalized Evaluation Report (40%). All associated Evaluation costs (i.e., travel, translation, etc.) are the responsibility of the evaluator. Evaluator(s) are responsible for their own health and travel insurance plans.

12. Evaluator Profile

Evaluator:

ESCWA is seeking an evaluator with experience in the region, possessing the following:

- Extensive experience in undertaking normative evaluations and evaluating for impact, including normative evaluation design, data collection, data analysis and the formulation of forward-looking, user-friendly recommendations;
- Specific expertise in development policies, preferably in the area of macroeconomic planning, pro-poor growth strategies, regional economic integration, and/or transport and trade, as well as an understanding of human-rights based approaches to programming, including familiarity in development programming which promotes Gender Equality and the Empowerment of Women;
 - The evaluator will identify support as needed for the areas missing expertise and/or for translation
- A high level of expertise in the distilling, communication and reporting of findings, recommendations, best practices and lessons learnt;
- Excellent oral and written communication skills and the ability to effectively convey complex information in a clear and concise manner ;
- Previous experience of evaluations in the UN environment, and in working in the Arab region; and
- English and French are the working languages of the UN Secretariat. Fluency in English is required for this consultancy, with Arabic highly preferred.

13. Roles and Responsibilities

In line with ESCWA's 2014 Evaluation Policy, each party involved in the evaluation has distinct roles and responsibilities.

The evaluator is responsible to adhere to the requirements and expectations specified in this Terms of Reference, including both Annexes, and will also adhere to evaluation best practice at all times. The evaluator will submit all deliverables to StEPS for quality assurance. Any comments received on draft reports will be addressed by the evaluator(s), who will provide a table or other means of indicating how the comments were responded to.

StEPS, under the direct guidance of the Deputy Executive Secretary-Programmes, is responsible for: drafting the evaluation's Terms of Reference; reviewing and selecting an external evaluation consultant; preparing the contract for the external evaluation consultant; and proposing fieldwork missions for the external consultant in consultation with the Division. In addition, StEPS will coordinate the work of the Evaluation Steering Group and the evaluator(s), and will also facilitate communication between the evaluator(s) and EDID, as needed, regarding the provision of documents, fieldwork contact information and schedules, and other queries as they arise. StEPS is responsible for quality assurance of the evaluation.

The Division is responsible for issuing the contract of the evaluator and issuing payments, once the deliverable are cleared by StEPS. The Division assembles the comprehensive collection of project-related documents for the desk review, prepares a contact list of all stakeholders and provides logistical support for the evaluation's fieldwork. The Division will also be responsible to provide any additional substantial information and documentation requested by the evaluator during the evaluation process, and to validate the factual accuracy of the Inception and Final Evaluation Reports. Once the Final Evaluation Report is approved, the Division will

prepare a Management Response based on the evaluation's recommendations, which will inform the Performance Management Compact between the Executive Secretary and the Division Director.

14. Evaluation Ethics

The evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'; and all rights and confidentiality of information providers will be prioritized and safeguarded as per UNEG 'Ethical Guidelines for Evaluation':

www.unevaluation.org/documentdownload?doc_id=102&file_id=548

Additionally, the evaluator(s) will:

- (a) keep all information confidential;
- (b) use such information only for the proper use of the evaluation;
- (c) ensure that the information is protected with reasonable security measures and a high degree of care;
- (d) if and when requested by UN-ESCWA, supply to UN-ESCWA a list of persons to whom information has been disclosed by the evaluator(s); and
- (e) promptly return all information to the UN-ESCWA upon its written request or, in agreement with UN-ESCWA, destroy all such information and confirm such destruction in writing to UN-ESCWA.

ESCWA holds the right to publish the analysis of findings in full or in part on its website or the UN intranet.

Annex 2- List of people consulted

Country	Name	Role	Sex
ESCWA- Lebanon	Khawla Mattar	ESCWA senior management	F
ESCWA- Lebanon	Mohamed El Moctar	OOD/ EDID	M
ESCWA- Lebanon	Mohamed Hedi Bchir	MFS/ EDID	M
ESCWA- Lebanon	Mohamed Chemingui	RIS/ EDID	M
ESCWA- Lebanon	Ahmed Kamaly	EGPS/ EDID	M
ESCWA- Lebanon	Khalid Abu Ismail	EDPS/ EDID	M
ESCWA- Lebanon	Niranjan Sarangi	EDPS/ EDID	M
ESCWA- Lebanon	Hisham Taha	OOD/ EDID staff	M
ESCWA- Lebanon	Ahmad Mummi	EDID staff (FG)	M
ESCWA- Lebanon	Riwa Nassreddine	Syria Project	F
ESCWA- Lebanon	Mehmet Eris	EDID staff (FG)	M
ESCWA- Lebanon	Sama El Hage	EDID staff (FG)	F
ESCWA- Lebanon	Natalie Grand	EGPS staff (FG)	F
ESCWA- Lebanon	Yarob Bader	Technical Advisor	M
ESCWA- Lebanon	Zeina el Hajj	EDID staff	F
ESCWA- Lebanon	Mona Fattah	ESCWA staff	F
ESCWA- Lebanon	Salim Araji	EDPS staff	M
ESCWA- Lebanon	Bilal Al Kiswani	EDPS staff	M
ESCWA- Lebanon	Tarcisio Alvarez Rivero	PPTCS- ESCWA	M
ESCWA- Lebanon	Wiebke Uhde	PPTCS- ESCWA	F
ESCWA- Lebanon	Frederico Neto	SDD- ESCWA	M
ESCWA- Lebanon	Roula Majdalani	SDPD- ESCWA	F
ESCWA- Lebanon	Juraj Riecan	SD- ESCWA	M
ESCWA- Lebanon	Tarik Alami	ECRI- ESCWA	M
ESCWA- Lebanon	Karim Khalil	ESCWA's Secretary of the Commission	M
Jordan	Hetham Abu Karky	Expert	M
Jordan	Ghadda Essa	Ministry of planning and international cooperation	F
Jordan	Mohamed Hammad	Ministry of Social development	M
Jordan	Ahmed Abu Haidar	Ministry of Social development	M
Jordan	Hana Kharabsheh	National Aid Fund (NAF)	F
Jordan	Moussa Shtewi	Centre for Strategic Studies	M
Jordan	Maher Mahrouq	Director General of the Jordan Chamber of Industry	M
Jordan	Ali Al Assaf	Centre for Strategic Studies	M
KSA	Abdullah Marwani	Ministry of Economy and Planning (MOEP)	M
KSA	Abdullah Khulayfi	Ministry of Economy and Planning (MOEP)	M
KSA	Bader Mahrri	Ministry of Economy and Planning (MOEP)	M
KSA	Walid Al Awad	Ministry of Economy and Planning (MOEP)	M
Lebanon	Tarek Younes	Ministry of Economy and Trade	M
Lebanon	Marlene Nehme	Ministry of Economy and Trade	F
Lebanon	Mohamad Ali El Cheikh	Ministry of Economy and Trade	M
Lebanon	Raghida Hareb	Lebanese Customs	F
Mauritania	Mohamed Teghre	Ministry of Economic Affairs and Development	M
Non-Country	Abdallah Al Dardari	World Bank & Former ESCWA staff	M
Non-Country	Yasu Yamamoto	DESA & Former ESCWA staff	M

Country	Name	Role	Sex
Non-country	Nidhal Ben Cheikh	Centre de Recherches et d'Etudes Sociales (CRES)	M
Non-country	Kheireddine RAMOUL	UNCTAD	M
Non-country	Dina Waked	Expert	F
Non-country	Tareq Haq	ILO	M
Non-country	Heba El-Laithy	Expert	F
Non-country	Carlo Scaramella	WFP	M
Non-country	Ali Awdeh	Director of Research Department/ Union of Arab Banks (UAB)	M
Non-country	Sameh AbdulKareem	LAS	M
Non-country	Tarek El Nabulsi	LAS	M
Tunisia	Habib Zitouna	Tunisian Institute for Competitiveness and Quantitative Studies	M
Total Male participants			40
Total Female participants			14

Annex 3- List of Documents Reviewed

1) Documents related to ESCWA in general

- ESCWA Organigramme
- ESCWA Annual Report 2014
- ESCWA Annual Report 2015
- Terms of Reference and Rules of Procedure of the Economic and Social Commission for Western Asia; E/ESCWA/2016/TORC
- Evaluation of the Economic and Social Commission for Western Asia Report of the Office of Internal Oversight Services; E/AC.51/2017/4
- Programme performance report of the United Nations for the biennium 2014-2015; A/71/75

2) Documents related to the mandate of EDID

- **Legislative mandates**
 - Legislative Mandates Emanating from the 61st Session of the General Assembly (GA), The 2006 Session of the Economic & Social Council (ECOSOC) & The 24th ESCWA Commission Session (ESCWA Session) & ESCWA Intergovernmental Meetings Recommendations (2006)
 - Legislative Mandates Emanating from the 62nd Session of the General Assembly (GA), The 2007 Session of the Economic & Social Council (ECOSOC), & ESCWA Intergovernmental Meetings Recommendations (2007)
 - Legislative Mandates Emanating from the 63rd Session of the General Assembly (GA), The 2008 Session of the Economic & Social Council (ECOSOC) & The 25th ESCWA Commission Session (ESCWA session) & ESCWA Intergovernmental Meetings Recommendations (2008)
 - Legislative Mandates Emanating from the 64th Session of the General Assembly (GA), The 2009 Session of the Economic & Social Council (ECOSOC) & ESCWA Intergovernmental Meetings Recommendations (2009-2010)
 - Legislative Mandates Emanating from the 66th Session of the General Assembly (GA), The 2011 Session of the Economic & Social Council (ECOSOC), & Meetings of intergovernmental bodies (2011)
 - Legislative Mandates Emanating from the 67th Session of the General Assembly (GA), The 2012 Session of the Economic & Social Council (ECOSOC), & ESCWA 27th Commission session, Meetings of intergovernmental bodies (2012)
 - Legislative Mandates Emanating from the 68th Session of the General Assembly (GA), The 2013 Session of the Economic & Social Council (ECOSOC) & Meetings of intergovernmental bodies (2013)
- **Resolutions related to EDID**
 - 303 (XXVII). Towards enhancing the macroeconomic policy in ESCWA member countries
 - 313 (XXVII). Frequency of sessions of the Technical Committee on Liberalization of Foreign Trade, Economic Globalization and Financing for Development in the Countries of the ESCWA Region
 - ESCWA Resolution 322 (EC.2). Strategy and plan of action on the 2030 Agenda on Sustainable Development

3) Documentation related to planning, management and budget

- **Organigramme**
 - EDID Organigramme 14 February 2017
- **Strategic Frameworks/Logframe**
 - Proposed Strategic Framework for the Biennium 2012-2013

- Proposed Strategic Framework for the Biennium 2014-2015
- Proposed Strategic Framework for the Biennium 2016-2017
- ESCWA's Consolidated Planning Logframe 2014-15
- **Programme Budget**
 - Proposed Programme Budget for the Biennium 2014-2015; A/68/6
 - Proposed Programme Budget for the Biennium 2016-2017; A/70/6
 - Proposed Programme Budget for the Biennium 2018-2019; A/71/6
- **Annual work plans**
 - Developing a proposed work programme for the biennium 2014-2015
 - Subprogramme 3 Workplan 2014-15
 - Subprogramme 3 Workplan 2016-17
- **Strategic Planning**
 - Preliminary Steps towards an ESCWA Strategy: Linking Strategic Directions to ESCWA-wide Planning- June 2014
 - Developing a Long-Term Vision For ESCWA- November 2014
 - The Drivers for Change: Brainstorming towards an ESCWA Vision for Programmes- 2014
 - Elements of a Vision
 - ESCWA's Vision for Programmes 2030
 - Vision for ESCWA
 - High-Level Workshop on the Future of Development Policy in the Arab Region- Concept Note
 - Summary of the High-Level Workshop on Development in the Arab Region- May 2015
 - A Normative Reference for Transformative Change
 - Strategic Planning Checklist 2018-2019
 - Strategic Planning –Identifying Priorities for the ESCWA vision for Programmes 2030
 - Programme Impact Pathway
 - Review of ESCWA Mandates: ESCWA cited 158 mandates (excluding Legislative Mandates) in the past three Strategic Frameworks, 2012-13, 2014-15, 2016-17
 - Draft Programme of Work 2018-2019: Thematic, Institutional and Strategic Analysis- 2016
 - 2030 Agenda for Sustainable Development Draft ESCWA Strategy and Plan of Action
 - ESCWA's Response to the 2030 SD Agenda and Implications for RCM Coordination
 - ESCWA's Nexus Approach to the 2030 Agenda Draft- September 2016
 - SDG Cluster Guidance Note. Draft Methodology: Developing an Integrated Approach to the SDGs in the Arab Region
 - Meeting of the ESCWA SDG Task Force PLUS: Integrated Approach to the SDGs and the 2030 Agenda Unit- February 2016
 - Strategic Planning 2014 – Present- September 2016
 - Guidelines for Developing the Consolidated Planning Logframe and Workplans for planning period 2015-2018
 - Tool for the Formulation of LOGFRAME Elements- August 2011
 - Preparation of the Secretary-General's Strategic Framework for the biennium 2016-2017- November 2013
 - Support Guide: Proposed Strategic Framework for the biennium 2016-2017- November 2013

4) Substantive documentation

- DA project: Harnessing Migration and Remittances for Development in the Arab Region, II phase,

- Concept note: ABRD: Substantiating financing gaps, the need for new financing tools & mechanisms, including an Arab Bank for Reconstruction & Development
- EDID 2016; Concept Note on Finance for Development for Finance-in-Motion.
- November 2015; E/ESCWA/ EDID/2013/IG.2/9/Report

5) Documentation related to Intergovernmental Meetings

- **Committee on Trade and Finance**
 - Report of the Fifteenth Session of the Committee on Transport, Rabat, 27-28 January 2015; E/ ESCWA/ EDGD/ 2014/ IG.1/8/Report
 - Report of the Sixteenth Session of the Committee on Transport, Cairo, 23-24 November 2015; E/ ESCWA/ EDID/ 2015/ IG.3/6/Report
 - Eighth Session of the Technical Committee on Liberalization of Foreign Trade, Economic Globalization and Finance for Development in the Countries of ESCWA Region, Amman 7-8 October 2013; E/ ESCWA/ EDGD/ 2013/ IG.2/10/Report
 - Ninth Session of the Technical Committee on Liberalization of Foreign Trade, Economic Globalization and Finance for Development in the Countries of ESCWA Region, Amman 7-8 April 2015; E/ ESCWA/ EDID/ 2015/ IG.1/10/Report
 - Tenth Session of the Technical Committee on Liberalization of Foreign Trade, Economic Globalization and Finance for Development in the Countries of ESCWA Region, Cairo 22-23

6) Recurrent and Non-recurrent

- **EDPS**
 - An Arab Perspective on the Post 2015 Agenda: National targets, regional priorities and global goals; 2014
 - Arab Middle Class: Measurement and role in driving change- 2014
 - Towards better Measurement of Poverty and Inequality in Arab Countries: A Proposed Pan-Arab Multi-Purpose Survey. January 2015
 - Arab Development Outlook: Vision 2030; 2015
 - Economic growth, Employment and Poverty in Developing Economies; December 2015
 - Governance Adjusted Human Development Index; October 2016
 - Special Invitation: Using the Multidimensional Poverty Index to Track Progress in the SDGs; September 2017
 - Arab Multidimensional Poverty Report; 2017
- **EGPS**
 - The Middle Class in The Arab Region and Their Political Participation – A Research and Policy Agenda-2014
 - Economic Governance Series Competition and Regulation in the Arab Region- 2015
 - The Strength of Competition Policy and Regulation in the Arab Region – Application of OECD Indicators to selected Arab Countries in 2015. -2016
 - Economic Competitiveness in the Arab Region: Performance and Challenges- 2017
 - Expert Group Meeting on Measuring Economic Governance in the Context of National Development Planning - 2014
 - Expert Group Meeting on Competition legislation and regulation – challenges and opportunities in the Arab Region -2015A review of the relationship between corruption and social justice- 2015
- **MFS**
 - Survey of Economic and Social Developments in the Arab Region 2013-2014
 - Survey of Economic and Social Developments in the Arab Region 2014-2015
 - Survey of Economic and Social Developments in the Arab Region 2015-2016

- Investigating Strategic Economic Scenarios for Jordan 2030- Project Document
- Strengthening the Capacity of the Ministry of Economy and Planning of the Kingdom of Saudi Arabia to Develop, Implement, Monitor and Evaluate the Ninth and Tenth National Development Plans in the Kingdom of Saudi Arabia- Project Document
- **RIS**
 - External Trade Bulletin of the Arab Region Twenty-third issue- 2014
 - Assessing Arab Economic Integration: Towards the Arab Customs Union- 2015
 - Trade Logistics in the Arab Region Challenges and Policy Options- 2015
 - External Trade Bulletin of the Arab Region Twenty-fourth issue- 2016
 - External Trade Bulletin of the Arab Region Twenty-Fifth Issue- 2017
 - Non-tariff measures related to foreign trade liberalization in selected Arab countries- 2015
 - Fiscal challenges facing Arab countries in the establishment of an Arab customs union- 2015
 - Approaches to THE ESTIMATION of the impact of liberalization of trade in services- 2017
 - EGM on Transport & Connectivity to GVCs- November 2016
 - Expert Group Meeting on Regional Financial Integration- November 2016
 - Transport services in international & Regional Trade negotiations: Identification of regulations
 - Expert Group Meeting on Deepening Regional Economic Integration through the Liberalization of Trade in Services- 2016
- **FFD**
 - Expert Group Meeting on “Financing Sustainable Development~Illicit Financial Flows & Trade Misinvoicing”- May 2017
 - Expert Group Meeting: Assessing Financing for Sustainable Development in the Arab Region (The Arab FfD Scorecard and Curbing Illicit Financial Flows)- May 2017

Annex 4 EDID Subprogramme progress against objectives and targets

2014-2015 Expected Achievements	Planned Targets	Actual	2016-2017 Expected Achievements	Planned Targets	Actual (as of Dec 2016)
a) Strengthened national capacity to develop inclusive and equitable socio-economic conditions through pro-poor growth policies focused on employment generation and inclusive and equitable financial policies	<p>i) Increased number of member countries adopting an inclusive and fair macroeconomic framework</p> <p>Baseline: 4 member countries</p> <p>Target: 6 member countries</p>	<p>6 countries (100%realized)</p> <p>KSA: within its preparation for the 10th National Development Agenda (2015) set new macroeconomic framework based on quantitative analysis and tools provided by ESCWA.</p> <p>Tunisia: Revising their macroeconomic framework and their monitoring and evaluation system based on ESCWA's technical proposal. Also revised some economic policies within the context of the economic impact of the Libyan Crisis on Tunisia Economy based on ESCWA's quantitative tools provided.</p>	b) Member countries design and implement pro-poor, rights-and evidence-based economic plans and policies towards eradicating poverty and reducing income inequality	<p>Number of member countries that adopt plans and policies that promote new methods of monitoring poverty.</p> <p>Baseline: 0 member countries</p> <p>Target: 3 member countries</p>	<p>3 (responding to Jordan, Mauritania and Iraq requests- in progress)</p> <p>-Organized in collaboration with LAS two annual trainings on measuring poverty and on designing evidence-based and pro-poor policies.</p> <p>-Providing technical and policy advise to member states, such as reviewing and providing feedback to PRS of Iraq and engaging member states in EGMs.</p> <p>-ESCWA received requests from Jordan, Mauritania, Iraq to design their national poverty measure in line with the proposed multidimensional poverty framework and EDID is working jointly with these countries to implement this request.</p>
	<p>(ii) Increased number of policies and measures adopted by member countries to implement the Monterrey Consensus of the International Conference on Financing for Development</p> <p>Baseline:22 policies and measures</p> <p>Target: 26 policies and measures</p>	<p>25 policies and measures (75% realized)</p> <p>Jordan: passed a 1) new investment law which established an independent investment commission and gave investors the possibility of going for arbitration in case of a conflict with the government 2) a new law on Public Private Partnership, due to the importance of this partnership to finance infrastructure projects in Jordan</p> <p>Egypt: issued new regulations, one of which allows insurance companies operating in the country to assign the management of their portfolios to industry specialists such as portfolio</p>		<p>Increased number of pro-poor, rights-and evidence-based plans designed and implemented</p> <p>Baseline: 0 pro-poor, rights- and evidence-based plans</p> <p>Target: 1 pro-poor, rights- and evidence-based plans</p>	<p>0 (target not achieved)</p> <p>EDID in collaboration with LAS, UNICEF, and OPHI developed the analysis and prepared the report including policy recommendations agreed by member states to adopt more pro-poor policies and enhance their implementation at national and regional level. As a result, the Arab Multidimensional Poverty Report was launched by LAS-ESCWA-UNICEFOPHI as part of the UNGA in September 2017, and the LAS members issued a resolution during the Ministerial Council meeting for Social Affairs (September 2017) adopting the report recommendations.</p> <p>This work is opening strong venues to</p>

2014-2015 Expected Achievements	Planned Targets	Actual	2016-2017 Expected Achievements	Planned Targets	Actual (as of Dec 2016)
		and fund managers, thus increasing the investors' confidence in the market as a step to mobilize private resources for development			eradicate poverty in the region, including a collaboration that is taking share on developing a forthcoming Arab Poverty Reduction Strategy.
(b) Enhanced capacity of member countries to develop knowledge-based economies with a view to sustainable economic growth and poverty alleviation through effective macroeconomics as well as promoting economic diversification and competitiveness for decent job creation	Increased number of member countries that request and receive ESCWA support in developing national strategies for knowledge based economies and competitiveness Baseline: 3 countries Target: 4 Countries	4 countries (100% realized) Jordan: provided technical assistance to Jordan in setting the national development strategy based on knowledge based economies and competitiveness tools provided by ESCWA	c) National policymaking institutions develop evidence-based tools to create decent and competitive jobs for men and women	Number of member countries that design and incorporate an employment agenda into their national development planning mechanisms Baseline: 0 member countries Target: 3 member countries	2 (employment profiles Morocco and Jordan) Implemented a major capacity building event with ILO at the ILO Turin Center in which 23 representatives from Arab countries attended the EGM/training event. The training focused on issues related to decent work and inclusive growth and new insights based on the 2030 agenda. -Also worked on two employment profiles for Morocco and Jordan.
				Number of member countries requesting and receiving ESCWA support in developing knowledge-based economic strategies and policies to reduce unemployment Baseline 2 member countries Target: 4 member countries	0 Supported more than 3 member countries in developing their knowledge-based strategies and policies such as the below projects and technical cooperation: 1. Jordan: The Investigation Of Strategic Economic Scenarios For Jordan 2030 2. Sudan: Technical support to planning process 3. Bahrain: Workshop on Economic Diversification, Competitiveness and Fairness: Challenges, Opportunities and State Planning
(c) Enhanced capacity of member countries to coordinate their social and economic policies, and	Increased number of agreements between member countries on macroeconomic policy coordination	3 member countries (100% realized)	d) Member countries and regional institutions develop policies and	Number of member countries taking steps towards coordinating their fiscal and monetary policies Baseline 2 member countries	2 (KSA, UAE) On fiscal space and financing for development, 2 countries adopted a similar VAT instrument,

2014-2015 Expected Achievements	Planned Targets	Actual	2016-2017 Expected Achievements	Planned Targets	Actual (as of Dec 2016)
ensure the implementation of regional economic agreements to achieve the potential for intraregional integration	Baseline: 2 countries participating in the platform for macroeconomic policies Target: 3 Countries participating in the platform for macroeconomic policies	The Arab Countries signed a new agreement to promote Intra-Arab Investment in 2014	implementation mechanisms towards economic policy convergence	Target: 4 member countries	namely KSA and UAE
	ii) Increased number of member countries implementing regional agreements Baseline: 2 Countries Target: 3 Countries	3 countries (100% realized) Mauritania started taking measures toward implementing the recently agreed upon Intra-Arab Investment Agreement.		Number of member countries that set up a mechanism for the coordination of fiscal policies Baseline: 2 member countries Target: 4 member countries	Target not achieved Not reported on.
(d) Enhanced regional integration of member countries by developing and harmonizing the physical and legislative regional infrastructure	Increased number of countries adopting transport agreements and/or establishing national transport and trade committees Baseline: 35 Total Number of accessions to the agreement and established National Committees Target: 37 Total Number of accessions to the agreement and established National Committees	36 (50% realized) accessions to the agreement and established National Committees Morocco requested ESCWA"s support to join the 1) Agreement on International Roads in the Arab Mashreq, (2) The Agreement on International Railways in the Arab Mashreq, and (3) the MOU on Maritime Transport in the Arab Mashreq. Kuwait accessed to the MOU on Maritime Transport in the Arab Mashreq on 8 May 2015.	e) Member countries and regional institutions develop plans and policies for cross-border infrastructure, especially in transport and trade facilitation	Number of member countries that improve in major logistic performance indicators Baseline: 2 countries Target: 4 countries	9 (7 over target) NINE countries - Bahrain, Jordan, Egypt, Kuwait, Lebanon, Oman, Qatar, Sudan, UAE - showed improvement in their Logistic Performance Indicator (LPI), when comparing the latest results of 2016 with those of 2014. This indicator is produced by the world bank every two years.
				Number of member countries that adopt or develop plans or programmes containing new measures articulated in the trade facilitation agreement of the World Trade Organization Baseline: 2 member countries Target: 4 member countries	6 (4 over target) The flagship publication "Assessing Arab Economic Integration Report" includes Identification of Barriers to Trade in Services in Selected Arab countries Trade Integration and Business cycle synchronization: evidence from Arab countries and The Estimation of the Ad Valorem Equivalent (AVEs) of Barriers to Trade in Services, the EGM on Deepening Regional Economic Integration through the liberalization of trade in Services in the Arab region (prospects, requisites and implications) (Tunisia, 2-3 June 2016) and others) is expected to encourage member countries to adopt or develop plans or programmes

2014-2015 Expected Achievements	Planned Targets	Actual	2016-2017 Expected Achievements	Planned Targets	Actual (as of Dec 2016)
				<p>Number of member countries that adopt the Integrated Transport System in the Arab Mashreq agreements and create national committees for transport and trade facilitation</p> <p>Baseline: 44 number of adopted agreements and NTTFCs created by member countries Target: 45 number of adopted agreements and NTTFCs created by member countries</p>	<p>containing new measures articulated in the trade facilitation agreement of the WTO. Accordingly, SIX member countries complied, namely: Oman, UAE, KSA, Qatar, Jordan, Bahrain.</p> <p>45 (target achieved) Oman signed one of the agreements.</p>
<p>e) Enhanced capacity of public institutions to create an enabling environment for development through nationally led and owned good governance practices for the implementation of enhanced macroeconomic management with the full engagement of civil society organizations and the private sector</p>	<p>(e) Increased number of member countries requesting and receiving ESCWA support in governance reforms in line with macroeconomic changes</p> <p>Baseline:7 member countries Target: 8 member countries</p>	<p>8 Number of member countries: (supporting Lebanon in drafting their National Economic Development Agenda)</p>	<p>a) Member countries reform economic institutions and develop and implement policies based on principles of good governance in order to enable economic planning and policymaking in support of inclusive and sustainable development</p>	<p>Number of member countries that commit to or pass regulatory reforms or legislation related to the improvement of governance in economic institutions</p> <p>Baseline 2 member countries Target:4 member countries</p>	<p>4 (Palestine & Lebanon) Through EGM (Beirut, 25-26 October 2016) on analysis of the status and strength of competition regimes in the region and considered the formulation and implementation of competition related legal frameworks. This meeting focused on enforcement and advocacy in the broader context of the 2030 Agenda and explored how the effective application of the tools of competition policy in the Arab region - from legal frameworks to advocacy - can support the achievement of national and international development goals. Key challenges associated with the enforcement of effective competition policy and regulation regimes in the Arab region were discussed, and the participants shared experiences, international and regional good practice examples, and lessons learned</p>

2014-2015 Expected Achievements	Planned Targets	Actual	2016-2017 Expected Achievements	Planned Targets	Actual (as of Dec 2016)
					<p>on practical aspects of competition policy enforcement.</p> <p>Workshop on “Supporting Competition and Competition Policy in Palestine” on 3 and 4 May 2017 in Amman: providing technical assistance to finish the competition law and promote the establishment of a robust competition policy and enforcement mechanism in Palestine</p>
				<p>Increased number of policies adopted by member countries related to good economic governance that are based on the ESCWA framework of assistance on good economic governance</p> <p>Baseline: 0 policies Target: 1 policy</p>	<p>2</p> <p>A capacity building workshop was with the Egyptian Ministry of Finance and Tax Authority on International Taxation, Base Erosion and Profit Shifting (Cairo, 20-23 February 2017) whereby government officials and Ministry staff were able to examine international taxation concepts and how they apply to Egypt.</p> <p>2- ESCWA organized one regional workshop on International Taxation and Avoidance of Double Taxation Agreements (Manama, March 2016) with the aim to strengthen the capacities to deal with tax treaties and address tax avoidance issues as well as taxation of cross-border permanent establishments and the treatment of base eroding payments of interest.</p>
				<p>Number of member countries that improve their rating on established national and/or international indicators for good economic governance (such as business environment scorecards, open budget survey, and the World Bank</p> <p>Baseline: 3 member countries Target: 6 member countries</p>	<p>6 countries showed improved ranking in the Ease of Doing Business index computed by the world bank Jordan, Mauritania, Morocco, Palestine, UAE, Libya.</p>
				<p>Number of member countries that use and implement the models advocated by ESCWA to prepare national</p>	<p>3 (Jordan, Tunisia, KSA), Target overachieved by 2</p>

2014-2015 Expected Achievements	Planned Targets	Actual	2016-2017 Expected Achievements	Planned Targets	Actual (as of Dec 2016)
				<p>development strategies for evidence-based policy dialogue</p> <p>Baseline: 0 member countries</p> <p>Target: 1 member country</p>	<p>Developed modelling tools (CGE and OLG models) to 3 countries in the Arab region including:</p> <ol style="list-style-type: none"> 1. Jordan: SAM and CGE for 20 sectors of the economy 2. Tunisia: Social Accounting Matrix (SAM) and static and dynamic versions of a computable general equilibrium (CGE) model 3. KSA: computable general equilibrium (CGE) model to monitor economic performance

Annex 5- Evaluation Matrix

Criteria	Parameters	ToR Questions (reformulated)	Questions to EDID	Questions to other Divisions	Questions to Participants TC: technical committee	Questions to Partners	Questions to Experts
Relevance	Responsiveness to Regional priorities & Needs	How were EDID priorities identified? How do EDID's priorities areas of work compare with the needs of ESCWA member States and other key regional actors?	How do you identify your work priorities? and to what extent you are involved in planning process? Are 2014-15 & 2016-17 biennial objectives and how they will be attained realistic (feasible and plausible)? did EDID assess regional and MS needs and potentials in relation to the set goals? What are similarities, differences, & complementarities in EDID's priorities compared with the regional actors? To what extent do the selected topic/ outputs correlate to the identified priorities?	PPTCS: How were ESCWA priorities identified? And how does each division identify its priorities? Can/ how does the division influence/ participate in other divisions' priorities identification? Are 2014-15 & 2016-17 biennial objectives and how they will be attained realistic (feasible and plausible)? Does/ How ESCWA consider assessing regional and MS needs and potentials in relation to its mandate? Does/how ESCWA consider other actors priorities when setting its priorities?	TC: What was your role in identifying EDID priorities and how were they identified? How do the IG meetings influence priority setting and adaptation of strategic priorities? All: Are you aware about EDID priorities? How do EDID's priorities and areas of work compare with regional and your country needs, and other key actors?	LAS: what is the role of LAS in EDID priorities identification? To what extent did priorities identified in LAS inter-governmental meetings and summits influence EDID priorities? All: How do EDID's priorities areas of work compare with other key regional actors?	Are you aware about EDID priorities? How do EDID's priorities and areas of work compare with regional needs and other key actors?
		How has EDID's work adapted to the changing needs of the region? Are these changes reflected in the planning processes of EDID (Strategic Frameworks, priority areas, and outputs)?	Does EDID clearly identify the issue that it aims to change? If issues are relevant to MS needs why do they change? To what extent are the planning and implementation of the subprogramme flexible enough to maximize positive consequences, or to mitigate unintended negative consequences? What do you estimate to be the percentage of services requested by MS that fall under the planned outputs?	PPTCS: Please describe the planning process in ESCWA? To what extent is the planning process flexible to adapt to changing needs of the region? To what extent is the process to changing, systematic?	How flexible was the EDID in adapting to the changing needs of the region during the last two biennia? Please explain	LAS: How flexible was the EDID in adapting to the changing needs of the region during the last two biennia?	

Criteria	Parameters	ToR Questions (reformulated)	Questions to EDID	Questions to other Divisions	Questions to Participants TC: technical committee	Questions to Partners	Questions to Experts	
	Consistency & Coherence	To what extent has EDID developed a long-term vision to promote cumulative change and policy influence?	Does EDID have a clear strategic intent that can be interpreted in robust theory of change? Are EDID's objectives, outcome and results clear and coherent? does the adopted logical framework fit the reality?	PPTCS: Is ESCWA considering long-term strategy and TOC adoption; showing the results chain of the program and how external factors may affect the results? Do the assumptions on which the subprogramme design was based hold in the current context? Are EDID inputs, outputs, outcomes and impacts closely aligned?	According to your understanding, what are the intended changes that EDID aims to bring about in the region? To what extent is EDID work coherent and plausible?	According to your understanding, what are the intended changes that EDID aims to bring about in the region? To what extent is EDID work coherent and plausible?	According to your understanding, what are the intended changes that EDID aims to bring about in the region? To what extent is EDID work coherent and plausible?	
		How does EDID's work reflect the interdisciplinary challenges of the 2030 Agenda for Sustainable Development?	Given the region's performance in MDGs, how should we expect the region to achieve the SDGs? Did EDID reflect challenges of the 2030 Agenda in its plans and how?	How does EDID's work reflect the interdisciplinary challenges of the 2030 Agenda for Sustainable Development?	To what extent does EDID's work reflect the interdisciplinary challenges of the 2030 Agenda for Sustainable Development? how?	To what extent does EDID's work reflect the interdisciplinary challenges of the 2030 Agenda for Sustainable Development?	To what extent does EDID's work reflect the interdisciplinary challenges of the 2030 Agenda for Sustainable Development?	
		How did EDID ensure that economic development concerns were integrated into other ESCWA Divisions' programmes of work?	How did EDID ensure that economic development concerns were integrated into other ESCWA Divisions' programmes of work?	To what extent were the economic development concerns integrated into your Divisions' programme of work? And how did this emerge?				
		To what extent were gender concerns and a human rights-based approach integrated into EDID's vision?	How were gender concerns and a human rights-based approach integrated into EDID's vision? Please explain.	ECW: To what extent are ESCWA's policies, programmes, strategies and actions oriented toward gender equality and women's empowerment? How do you engage with the EDID on these issues? PPTCS: How do you make sure that gender concerns and a human rights-based approach are integrated into EDID's work?	To what extent were gender concerns and a human rights-based approach integrated into EDID's work? Please explain how?	To what extent were gender concerns and a human rights-based approach integrated into EDID's work? Please explain.	To what extent were gender concerns and a human rights-based approach integrated into EDID's work? Please explain.	

Criteria	Parameters	ToR Questions (reformulated)	Questions to EDID	Questions to other Divisions	Questions to Participants TC: technical committee	Questions to Partners	Questions to Experts
		To what extent have EDID's three core functions complemented each other to influence policy change and coherent in the message they convey to its various stakeholders?	To what extent do you believe that EDID's three core functions complemented each other to influence policy change? How do you make sure that the messages you convey to various stakeholders are consistent and reflected in different activities?		Are the three core functions of EDID balanced and consistent? To what extent have EDID's three core functions complemented each other to influence policy change? What is the most function you value more and differentiate EDID from other actors?	To what extent have EDID's three core functions complemented each other to influence policy change?	To what extent are EDID's three core functions efficient to influence policy change? and what does EDID/ should do to make them more coherent?
Effectiveness	Progress	Were programme objectives met for the time-frame of the evaluation? What outcomes did EDID achieve, both expected and unexpected, within the time-frame of the evaluation?	How appropriately and adequately are the resources used to carry out activities? To what extent were/ are the expected achievements achieved/are likely to be? Does the programme have SMART indicators? Are targets and indicators sufficient to measure performance and whether results have been achieved?	PPTCS: How appropriate and adequate are the set indicators to assess EDID's progress towards results? How is the division's performance assessed?	What do you expect EDID to achieve in terms outputs, outcomes, and objectives within the time frame of the two biennia? In your opinion, has/ Why EDID achieved or did not achieve its objectives? To what extent would the policy issued/ changed have been achieved without EDID support?	In your opinion, Why EDID could or could not achieve its objectives? To what extent would the policy reform have been achieved without EDID support?	To what extent did the policy reform achieved (would have been) without EDID support?
		To what extent were gender concerns and human rights-based approach integrated into EDID's outputs?	To what extent are EDID staff alerted toward gender mainstreaming in their activities? To what extent was gender mainstreamed in EDID's products and activities? please explain	PPTCS: What are the mechanisms applied by ESCWA to ensure gender concerns and human rights-based approach integrated into EDID's outputs?	To what extent were gender and human rights mainstreamed in EDID's products and activities?	To what extent were gender concerns mainstreamed and human rights based applied in EDID's products and activities?	

Criteria	Parameters	ToR Questions (reformulated)	Questions to EDID	Questions to other Divisions	Questions to Participants TC: technical committee	Questions to Partners	Questions to Experts
	Systems & Practices	To what extent is the current organizational structure and applied systems adapted by EDID to accomplish its specific mandate and ensure synergy amongst sections and with other divisions in ESCWA?	What are the applied management systems in the division (HR performance management; quality management; planning; learning; partnership, etc.)? Are they sufficient? And what is missing or needed to ensure synergy and accomplishment of intended results? How does the organizational structure in relation to ESCWA's one serve/ be improved to help coordination and accumulation of results?	What are the applied management systems in the division (HR performance management; quality management; planning; learning; partnership, etc.)? Are they sufficient? And what is missing or needed to ensure synergy and accomplishment of intended results? How does the organizational structure in relation to ESCWA's one serve/ be improved to help coordination and accumulation of results?	TC: Can you please explain to me how the IGM is held? How MS usually assess EDID services and activities?		
		What are the mechanisms to ensure the quality of EDID's key outputs and knowledge products?	What are the mechanisms to ensure the quality of EDID's key outputs and knowledge products? And how can they be improved?	PPTCS: What are the mechanisms to ensure the quality of EDID's key outputs and knowledge products? And how can they be improved?	How do you assess the quality of EDID services? And how can they be improved?	How do you assess the quality of EDID services? And how can they be improved?	How do you assess the quality of EDID services? And how can they be improved?
		To what extent have EDID services (publications, advisory services, IGM, etc.) been effective and utilized/ appreciated by member states?	What is the most valuable service that you provide to MS? What do you do to make sure that your service is useful and up to MS expectations?	To what extent have EDID contributions to joint outputs been effective? Would these joint outputs be done without EDID contribution?	How do you assess EDID publication, trainings, and advisory services? How many times you used or looked into EDID publication? In your opinion, what should be done regarding the quality and accessibility of EDID services?	Can you please tell us about your work/ professional experience with EDID?	Can you please tell us about your work/ professional experience with EDID?

Criteria	Parameters	ToR Questions (reformulated)	Questions to EDID	Questions to other Divisions	Questions to Participants TC: technical committee	Questions to Partners	Questions to Experts
		To what extent did EDID have effective partnerships with other regional and international actors in the Arab region working on similar issues? How efficient was EDID in leveraging its partnership for maximum influence and differentiating itself from other actors?	Do you have a partnership outlook based on the commission strategy? Can you please give a rough assessment for each partnership EDID has? And how could it be improved?		TC: How do you assess EDID engagement channels? And what you propose to make it more efficient and effective?	How do you describe your relationship with EDID? What should be done to optimize collaboration, maximize results, and utilize untapped resources?	
Impact	Changes at regional and country levels	To what extent has EDID promoted regional integration?	To what extent has EDID promoted the different facets of regional integration (trade, finance, transport, etc.)? How did EDID attribute to (which/ any) progress?		To what extent has EDID promoted regional integration? Please explain, give examples, etc	To what extent has EDID promoted regional integration? Please explain, give examples, etc	
		To what extent has EDID fostered comprehensive, equitable, integrated and sustainable development?	To what extent has EDID fostered comprehensive, equitable, integrated and sustainable development? please explain	SDD: To what extent has EDID fostered comprehensive, equitable, integrated and sustainable development?	To what extent has EDID fostered comprehensive, equitable, integrated and sustainable development? Please explain, give examples, etc	To what extent has EDID fostered comprehensive, equitable, integrated and sustainable development? Please explain, give examples, etc	
		To what extent has EDID assisted member States in addressing policy weaknesses and enhancing their capacities? Does EDID has XB fundraising plans? How EDID could sustain a level of XB income and technical cooperation activities?	To what extent has EDID assisted member States in addressing policy weaknesses and enhancing their capacities? Please explain		To what extent has EDID assisted member States in addressing policy weaknesses and enhancing their capacities? Please explain, give examples, etc	LAS: To what extent has EDID assisted member States in addressing policy weaknesses and enhancing their capacities? Please explain, give examples, etc	