



International  
Labour  
Organization

iTrack

Evaluation Unit (EVAL)

# ILO EVALUATION

<b>Evaluation Title:</b>	<b>FINAL INDEPENDENT EVALUATION OF 'SUPPORTING THE STRATEGIC OBJECTIVES OF THE LONDON SYRIA CONFERENCE'</b>
<b>ILO TC/SYMBOL:</b>	<b>JOR/16/06/GBR</b>
<b>Type of Evaluation:</b>	<b>Final Independent Evaluation</b>
<b>Country:</b>	<b>Jordan</b>
<b>Date of the evaluation:</b>	<b>March 2017</b>
<b>Name of consultant(s):</b>	<b>Martine Van de Velde</b>
<b>ILO Administrative Office:</b>	<b>ILO ROAS</b>
<b>ILO Technical Backstopping Office:</b>	<b>ILO ROAS</b>
<b>Date project ends:</b>	<b>31<sup>st</sup> March 2017</b>
<b>Donor Country:</b>	<b>Government of the United Kingdom of Great Britain and Northern Ireland represented by the Foreign and Commonwealth Office</b>
<b>Budget:</b>	<b>USD 1,418,733</b>
<b>Evaluation Manager:</b>	<b>Nathalie Bavitch</b>
<b>Key Words:</b>	<b>Jordan, Syrian refugee crisis</b>

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

## List of acronyms

3RP	Regional Refugee and Resilience Plan
C/RPU	Chief of Regional Programming Unit
CTA	Chief Technical Advisor
DRC	Danish Refugee Council
EIIP	Employment-Intensive Infrastructure Programme
FCO	UK Foreign and Commonwealth Office
GFTU	General Federation of Jordanian Trade Unions
GoJ	Government of Jordan
ILO	International Labour Organization
JBV	Joint Business Ventures
JCCA	Jordanian Construction Contractors Association
JRP	Jordan Response Plan
KfW	German Development Bank
M&E	Monitoring and Evaluation
MoL	Ministry of Labour
MoPIC	Ministry of Planning and International Cooperation
NET	National Employment and Training
PMU	Project Management Unit
ROAS	Regional Office for the Arab States
RPL	Recognition of Prior Learning
TORs	Terms of Reference
TVET	Technical and Vocational Education Training
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UK	United Kingdom

## Table of contents

Executive Summary	P.04
1. Introduction	P.10
1.1. Project background	P.10
1.2. Evaluation background	P.10
1.3. Limitations of the evaluation	P.12
2. Main Findings	P.12
2.1. Relevance and strategic fit	P.12
2.2. Validity of the design	P.14
2.3. Effectiveness	P.15
2.4. Efficiency of resource use	P.22
2.5. Effectiveness of management arrangements	P.23
2.6. Impact orientation and sustainability	P.25
2.7. Gender mainstreaming	P.26
3. Tripartite issues assessment	P.27
4. International labour standards assessment	P.27
5. Conclusions	P.27
6. Lessons learned and emerging good practices	P.29
6.1 Lessons learned (Annex 1): Capacity building for cooperatives	P.29
6.2 Emerging good practice (Annex 2): Collaboration with private sector entities	P.29
7. Recommendations	P.30
<b>Attachments</b>	
Annex 1: Lessons learned	P.34
Annex 2: Emerging good practice	P.35
Annex 3: Terms of Reference	P.37
Annex 4: Inception report	P.47
Annex 5: List of persons met	P.53
Annex 6: List of resources	P.56

## Executive summary

### 1.1 Project background

The project funded by the Foreign and Commonwealth Office (FCO) directly supported the international commitment made in the February 2016 London Conference to assist refugee-hosting countries in the Middle East.

During the London Conference the Government of Jordan signed the 'Jordan Compact' and agreed to boost employment and accommodate the participation of Syrian refugees in the labour market in return for improvements in trade and investment from the international community. As a direct follow-up to that conference the United Kingdom (UK), as part of its international commitments, pledged to build economic opportunities and create job opportunities for Syrian refugees and vulnerable people in host countries.

In the context of Jordan, ILO's overall strategy has been on the following areas of response to the Syrian refugee crisis:

- **Build the resilience of host communities** to facilitate access to employment and livelihood opportunities;
- **Strengthen institutional capacity and coordination mechanisms** at local, regional and national levels to combat unacceptable forms of work, with a focus on child labour;
- **Support policy development** to ensure an employment-rich national response, embedded in the principles of decent work.

The ILO project, through FCO funding, directly supports the international commitment and ILO's strategy through its three project outputs:

- Output 1: 5,000 beneficiaries (50% Jordanian and 50% Syrian refugees) benefit from job matching and skills development;
- Output 2: An improved regulatory framework will be implemented in a coherent manner across the governorates;
- Output 3: 20 Joint Business Ventures (JBV) between Jordanians and Syrian refugees are established in the value chains of the two sectors.

Funding was for a sum of GBP 1,082,493.62 (USD 1,418,7330), with an implementation period from the 13<sup>th</sup> of September 2016 to 31<sup>st</sup> of March 2017. The original start date of the project was March 2016; however, delays in approval and disbursement held back its commencement.

### 1.2 Evaluation Background

Purpose of the evaluation as explained in the TORs (see Annex 1):

- Determine whether the project achieved its stated objectives and explain why/why not;
- Determine the impact in terms of the sustained improvements achieved;
- Provide recommendations on how to build on the achievements of the project and ensure that it is sustained by the relevant stakeholders;
- Document lessons learned and good practices to maximize the experience gained.
- Timing: The evaluation process started February 2016 and the in-country mission was completed end of March 2017.

### 1.3 Evaluation methodology

Data collection methods included documentary desk reviews, semi-structured interviews and focus group discussions with key stakeholders and end-beneficiaries in-country. Field visits took place to project sites in Mafraq, Irbid and the Jordan Valley. A debriefing with the Jordan office and ILO ROAS Beirut took place at the end of the mission.

## 1.4 Evaluation findings

### *Relevance*

The project directly supports the Government of Jordan's Compact aiming to facilitate Syrian refugee participation in the labour market to contribute to Jordan's economic growth, creating 200,000 job opportunities for Syrian refugees in exchange for improved access to European markets and increased investments and soft loans. The programme also gives direct support to the Regional Refugee and Resilience Plan (3RP) and the Jordan Response Plan (JRP) to the Syria Crisis, which calls for collective action to provide better economic, financial and job opportunities for Syrian refugees and vulnerable Jordanians.

The interventions funded under FCO support the ILO's Decent Work Agenda and its Programme of Support to the Jordan Compact: *A Resilient Labour Market to Drive Inclusive Economic Growth for All*, updated in August 2016.

### *Validity of the design*

The timeframe of 6.5 months for implementation is considered too short. The nature of the interventions requires a longer-term perspective and it is therefore recommended that multi-year commitments linked to achievement of annual milestones be considered. It is also recommended that ILO ensures further expansion does not take place too quickly and that what has been implemented so far is sustained, at the community and policy level.

### *Effectiveness*

One year after the February London Conference, good progress has been made by the Government of Jordan to facilitate access by Syrian workers to the Jordanian labour market. This includes 39,291 permits issued to Syrian refugees by February 2017, up from around 4,000 at the time of the London Conference.

Output 1: 5,000 beneficiaries (50% Jordanian and 50% Syrian refugees) benefit from job matching and skills development.

Access to agricultural work permits: Through the use of ILO core funding interventions had been pilot tested by ILO prior to the London Conference, including the innovative approach of working through agricultural cooperatives to facilitate work permit applications. This resulted in 12,396 (1,583 for women) permits being issued by the end of February 2017 under the FCO funded project. The work permits are in direct support to the Government's efforts to regulate the labour market and give workers the choice to work legally in the agricultural sector.

Access to work permits in the construction sector was supported through assisting 2,400 Syrian and 100 Jordanian workers to obtain the Certificate for Prior Learning (CPL). This is a first step in the process for workers to register as self-employed. An additional 2,450 Syrian refugee workers and 108 vulnerable Jordanian workers attended skills training.

A solid focus on supporting the work permit process was complemented by initiatives to support job matching, employment services and safer work places through setting up two employment offices, linking workers with farmers through the cooperatives, training 50 private sector companies in Occupational Safety and Health (OSH), and supporting MoL to update its database for Non-Jordanian (expatriate) workers.

A strength of ILO's approach has been its work through national institutions including the Ministry of Labour, the National Employment and Training Centre (NET), Centre of Accreditation and Quality Assurance (CAQA), Jordanian Construction Contractors Association (JCCA), agricultural cooperatives and private sector companies.

Output 2: An improved regulatory framework will be implemented in a coherent manner across the governorates.

Combine advocacy and policy engagement: ILO is in a unique position to combine advocacy and policy engagement, with interventions on the ground in direct support of Syrian refugee workers and vulnerable Jordanian workers. This has allowed advocacy to be more grounded and has enabled engagement with MoL on a number of concrete actions in response to problems that arose.

This was reflected in a number of policy decisions taken by the Ministry of Labour:

- Linking work permits to Ministry of Interior ID cards instead of Syrian passports;
- Grace period for fees and no deportation of illegal workers to camps until April 2017;
- Work permits in the agricultural sector delinked from employers;
- Support for ILO's work to issue work permits through cooperatives in Mafraq and Irbid;
- Exemption of medical checks for Syrians holding an MOI card;
- Camp refugees allowed to work outside the camp when holding a work permit.

Output 3: 20 Joint Business Ventures (JBV) between Jordanians and Syrian refugees are established in the value chains of the two sectors.

The programme selected 20 JBVs (from 47 JBV proposals submitted) in a competitive process that took place in the second half of the programme. Further follow-up will be required to support the sustainability of the JBVs, provide technical and business development support, and provide gender disaggregated results data on the number of short-term jobs and long-term employment created for both Syrian refugees and Jordanian workers.

### *Efficiency of resource use*

Overall, the project was cost-effective considering staffing and management costs. ILO took steps to decentralize responsibilities to the Jordan project office to enable quicker disbursement of funds. The approach of working through national institutions versus direct implementation by ILO-engaged staff is also an efficient way of ensuring national ownership. Cost allocation between different budget lines is sound but ILO in the future should set up a database on training providers that keeps track of quality and cost of training.

### *Effectiveness of management arrangements*

Division of responsibilities between the project staff was allocated according to results and milestones to be achieved under the project. It was found that when considering the number of tasks and outputs to be achieved, the core ILO team supporting programme implementation was too small for the size of the programme.

ILO Jordan is not set up as a country office and as a result, not all management and technical functions are available within that office. The Regional Office should further strengthen its technical backstopping to the Jordan programme staff.

Monitoring and reporting has focused on the delivery of activities or presentation of the quantitative achievements at the output level (number of work permits, number of persons attending training, etc.). While this might be sufficient at the start of a programme, any follow-up phase should be supported from the outset by a clear results-based M&E strategy.

### *Impact orientation and sustainability*

The duration of the programme is too short to assess whether programme results will be sustained and further strengthening of the results will be required to ensure sustainability. If the programme is to be continued it will be important for ILO to develop a sustainability strategy from the outset for the different interventions, including; the renewal of agricultural work permits after one year, how to strengthen the capacity of cooperatives if they continue to support applications, continued advocacy and networking around achieving long-term results on delinking permits from employers, and access to employment and decent work for those who obtained the work permit or the CPL.

## **1.5 Evaluation conclusions**

Credit should be given to ILO staff for strong project delivery that combined implementation with engagement on policy issues. However, because of the short duration of the project, the foundations of a number of the FCO funded interventions need to be strengthened further to ensure their sustainability. It is also recommended that ILO ensures further expansion does not take place too quickly and that what has been implemented so far is sustained at the community and policy level.

Moving forward, ILO Jordan office, with the support of the ROAS, is in a position to strengthen its position as a leading UN agency on decent work and livelihood opportunities for workers among refugee and host communities.

The programme has achieved results over a short period of time against the outputs it set out to achieve. The project has supported Syrian refugees to find work legally and supported both Jordanians and Syrian workers by strengthening their access to the labour market through skills training and recognition, job matching and employment services.

One of the strengths of the project is the link between ILO's advocacy to strengthen labour rights for Syrian refugee workers and the implementation of interventions that support these advocacy efforts. ILO is in a unique position to combine both.

The project is in direct support of the Jordan Compact supporting the Government of Jordan dealing with a Syrian protracted refugee crisis, with major impact on the local labour market and local economic and social resources. Addressing the refugee crisis through seeking to expand employment opportunities and formalize labour in the informal sector for both Jordanian and Syrian refugee workers will support local economic development and social cohesion.

However, while supporting the work permit process has been effective, it is important to make the distinction between supporting refugees with work permits and providing decent jobs and pathways out of poverty. A work permit alone, in the current economic and institutional

environment in Jordan, cannot itself guarantee decent working environments and wages for either refugees or members of the host communities. Livelihood support mechanisms for both vulnerable Syrians and Jordanians are necessary to ensure that the economic benefits of a formalised labour force can be realised. The ultimate goal of the work permit initiative should be to lift people out of poverty and allow them to provide for themselves and their families.

The current programme focused on facilitating access to the labour market and promoting greater formalisation of the agricultural and construction sectors. While formalization of these sectors should be considered for further support, an analysis of these sectors and an understanding on how workers' rights and access to decent work can be supported is vital.

In future programming ILO should consider a strategy based on similar interventions, but with a more explicit link with Decent Work and generating opportunities to support both Syrian and Jordanian workers to earn a living. Stakeholders expect a different approach from ILO in its livelihoods programmes, which makes it stand out from other international aid agencies supporting similar programmes.

While the work permit did not necessarily contribute to new workers entering the work force, it has supported efforts by the Government of Jordan to regularise the labour market. For Syrian workers, a work permit is the first step to Decent Work.

It was found that engagement with host communities should be developed further. While the project had set targets for the numbers of workers from the host community (for instance, skills recognition), this did not appear to be backed up by a well-thought-out strategy. This will be important in the future as it was evident from the in-country interviews that there is an underlying unease, especially in remote rural areas where the presence of Syrian refugee communities is more obvious.

ILO, because of its core mandate, is looked at by other development actors in-country for guidance and input around integrating workers' rights and access to Decent Work into livelihood opportunities' and employment programmes. Access to Decent Work should be integrated at every step of ILO's programmes. This makes it different from other actors supporting livelihoods and employment programmes.

The results achieved to date require further support to ensure sustainability. The duration of the programme has been too short to assess whether programme results will be sustained in the long term. Many of the interventions will require a long-term approach to ensure sustainability such as the renewal of the work permits, capacity building of the cooperatives and engagement with the private sector.

While the project has addressed these issues to a certain extent, it was found results-based M&E and reporting could be further strengthened. A strong results-based management approach will better position ILO to demonstrate its effectiveness. Currently, project management is largely focused on process and outputs monitoring. Changes and results need to be demonstrated through evidence and against baseline data.

The in-country mission found that the problems faced by youth require very specific measures. It was evident that many young people have missed the opportunity to finish their schooling due to the war, or had no opportunity to learn a vocation or gain a degree. Opportunities should be explored to provide youth with access to vocational training courses or remedial education while working to support their families.



It was mentioned on a number of occasions by employers in the agricultural sector that Syrian families insist that the whole family should be able to work, hence child labour is prevalent in that sector. This is an area for active ILO engagement and follow-up on the access of children to education.

## 1.6 Lessons learned and emerging good practices

*Lesson learned: Capacity building for cooperatives:* Working through cooperatives represented an innovative approach that had advantages for both the Ministry of Labour and the Syrian refugee workers. ILO should develop a model of working through cooperatives which can be replicated by other development actors (international NGOs, MoL, ...).

*Emerging good practice: Collaboration with private sector entities:* Engagement with the private sector is possible and can benefit refugees, host communities and private sector companies.

## 1.7 Evaluation recommendations

1. Connect policy to strengthen labour rights with operational interventions: This is a unique strength of the ILO programme that should be maintained. By working with communities, concerns and demands can be raised at government level and a response by government facilitated.
2. Scaling up of interventions: Scale up project interventions through regulatory frameworks and policy formulation by the MoL. This will strengthen local capacities and structures to take control of interventions and lead on innovative models that can be taken over by others, including links with the private sector.
3. A strategy exploring innovative approaches to develop employment opportunities should complement the continued support to the Government of Jordan to formalize employment in the informal sector.
4. Engage with the private sector to implement employment generating pilot projects. ILO should explore a number of pilot interventions based on good practices in the region for replication in Jordan.
5. Strengthen the approach of working through cooperatives. Engagement with cooperatives should be part of an organizational approach including capacity building based on ILO's "My COOP Guidance", application of ILO's Decent Work principles and support cooperative led community based economic opportunities generating employment in the area.
6. Access to Decent Work: Access to Decent Work makes the ILO position unique among others seeking to provide similar interventions. Facilitation of access to employment and decent work through the programme should be enhanced by a more systematic approach and documentation.
7. Sustainability strategy: Sustainability and exit strategies should be developed early on to ensure the programme works towards sustainable results.
8. Target groups: Be clear on what the programme aims to deliver for the different stakeholders which include Syrian refugees, host communities, camp residents, women and youth. Map the stakeholders in the different regions.

9. Programme coherence: The programme should aim for greater coherence and linkages between the different components and activities – this will produce stronger results. ILO’s better work agenda should be integrated.
10. ILO Programme structure: Implementation should be supported by clear management and communication structures, and sufficient staffing to cover the needs of quality implementation on the ground. ILO processes between ILO Jordan office and ILO ROAS should be further strengthened to facilitate smooth implementation. The division of roles and responsibilities between the Regional Office for Arab States and the Jordan Office should be developed for each donor-funded programme. Division of roles and responsibilities at the design stage should also be made clearer between ROAS, Jordan Office, and PARDEV.
11. Implementation preparedness: To allow for efficient implementation, a work plan should be drawn up prior to the launch of key interventions, with input from the Regional Office and the Jordan project staff, covering technical backstopping, identification of risks, sustainability strategy, policy advocacy, government links, etc.
12. Results-Based Monitoring and Evaluation Strategy: The programme team should focus on monitoring and reporting results. The M&E strategy should be incorporated into the design document and a M&E plan developed during the inception phase with clear outcome statements supported by outputs and performance indicators, baseline data, gender disaggregated data, and data on the number of Jordanian and Syrian workers reached. While dedicated M&E staff should be recruited, M&E capacity building should be provided to the project team as a whole because M&E is a joint responsibility.
13. Contribute to the targets of the 3 RPR: The following data should be collected in the M&E strategy:
  - # of individuals employed or self-employed – including short-term (cash for work and seasonal labour) and long-term employment
  - # of individuals supported to access employment (training, internships, job placement and language courses)
  - # of mixed groups supported in social cohesion initiatives (directly or indirectly)
14. Social cohesion: Interventions are implemented in a context of increased underlying tensions among often very vulnerable groups and communities. The programme should have a social agenda that addresses issues linked to marginalization through the creation of local structures or groups.

# 1 Introduction

## 1.1 Project background

The purpose of the project is directly linked to the London Syria Conference of the 4<sup>th</sup> of February 2016, during which the Government of Jordan agreed to boost employment and accommodate the participation of Syrian refugees in the labour market in return for improvements in trade and investment from the international community. The Syria Conference called for collective action to provide better economic, financial and job opportunities for Syrian refugees and vulnerable Jordanians.

As a direct follow-up to that conference, the United Kingdom (UK), as part of its international commitments, pledged to build economic opportunities and create job opportunities for Syrian refugees and vulnerable people in host countries.

The ILO project directly supports this commitment through its three project outputs:

- Output 1: 5,000 beneficiaries (50% Jordanian and 50% Syrian refugees) benefit from job matching and skills development;
- Output 2: An improved regulatory framework will be implemented in a coherent manner across the governorates;
- Output 3: 20 Joint Business Ventures (JBV) between Jordanians and Syrian refugees are established in the value chains of the two sectors.

Funding was provided through the UK Foreign and Commonwealth Office (FCO) for a sum of GBP 1,082,493.62 (USD 1,418,733), with an implementation period from the 13<sup>th</sup> of September 2016 to 31<sup>st</sup> of March 2017. The planned start date of the project was March 2016; however, delays in funding approval and disbursement held back commencement.

The management structure for implementation was by ILO Jordan office, with technical backstopping provided by the Regional Office for Arab States (ROAS) located in Beirut. The project manager in charge of the project was ILO's Refugee Response Coordinator based in Jordan, supported by a local team of ILO staff members and national staff members recruited on short-term contracts.

Implementation relied on collaboration with national and local partners, including the Ministry of Labour (MoL) at national level, MoL Directorates in Mafrq and Irbid, national institutions including the National Employment and Training (NET) company and the Centre for Accreditation and Quality Assurance (CAQA). At the community level, project interventions were implemented through engagement with private sector actors – Jordanian Construction Contractors Association (JCCA), cooperatives in the agricultural sector, employers in the construction sector and private sector companies providing training or employment.

## 1.2 Evaluation background

Purpose of the evaluation as explained in the TORs (see Annex 3):

- Determine whether the project achieved its stated objectives and explain why/why not;
- Determine the impact of the project in terms of the sustained improvements achieved;

- Provide recommendations on how to build on the achievements of the project and ensure that it is sustained by the relevant stakeholders;
- Document lessons learned and good practices to maximize the experience gained.

Evaluation questions were set according to the OECD DAC Criteria. Each evaluation question is found under its relevant section of the evaluation findings.

Timing: The evaluation process started February 2016 with a desk review, followed by the in-country mission in Jordan from 26<sup>th</sup> of February to 13<sup>th</sup> of March 2017 and followed by a debriefing at ILO's ROAS on the 16<sup>th</sup> of March 2017.

The Evaluation Methodology included the following data collection methods:

- Document review Prior to the start of the in-country mission, a desk review was undertaken of key project-related documents, including the programme design document, progress reports, budget revisions, ILO research and GoJ policy documents.
- Inception meeting with ILO Jordan took place at the beginning of the evaluation for in-depth discussion about the project (strategy, results, impact, sustainability, risks, gender). Follow-up discussions with ILO CTA and the Regional M&E Coordinator took place at regular intervals.
- Focus group discussions and key informant interviews (one-to-one meetings) were the main means used in the evaluation to obtain qualitative data and seek stakeholders' views. The analysis of qualitative data provides meaning to the quantitative data. The data gathered were cross-checked with the project documentation provided.
- Key informant interviews and focus group discussions were semi-structured and allowed the evaluator to tap into the knowledge and learning of those most closely linked to the project. Questionnaires more specific to the key informant interviews and focus group discussions were developed prior to the individual meetings.

The evaluation mission approach included the following main evaluation activities:

- Interviews and meetings with ILO staff including Dr Maha Kattaa (Crisis Response Coordinator), project staff, and DWT and RPU technical specialists based in Jordan, Lebanon and Geneva.
- Skype call with Kristina Dockray, FCO, Second Secretary Labour and UN Reform, and in-country meetings with DFID UKAID representatives Chris Eleftheriades, First Secretary (Economics) and Alex Ballinger, Policy Officer (Development).
- Key informant interviews with Jordanian Government departments including Ministry of Labour, Ministry of Agriculture, Ministry of Planning and International Cooperation (MOPIC), and Local Economic Development units at the governorate level (Mafraq, Irbid).
- Discussions with ILO's in-country partner organizations including the Jordanian Construction Contractors Association (JCCA), the Centre for Accreditation and Quality Control (CAQC), the National Employment and Training Centre (NET) and the General Federation of Trade Unions (GFTU).
- Six focus group discussions (a total of 57 participants): 1) Syrian refugees (M/F) applying for an agricultural work permit; 2) Syrian refugee women with/without work permit; 3) Syrian refugee and Jordanian women on access to employment for women; 4) Syrian refugee workers in the agricultural sector; 5) Syrian refugee workers in the construction sector, and 6) Employers in the services sector.

- Meetings with representatives of five cooperatives that facilitate work permits in the agricultural sector for Syrian workers.
- Meetings with donors including UKAID-DFID, Germany, USAID; UN Agencies including UNHCR, UNDP, UN Women; civil society and the World Bank.
- Attending workshops and project ceremonies including a training ceremony for Jordanian and Syrian refugee women trained through a joint initiative between the Obeido Sweets Company and ILO, and a training session on Jordanian labour law for Syrian refugee workers in the construction sector facilitated by the General Federation of Trade Unions.

### 1.3 Limitations of the evaluation

The duration of the project was just 6.5 months, a very limited period for an evaluation to be conducted. Only initial results are available and it is particularly challenging to assess the impact or sustainability. Therefore, in many instances, the Evaluation Report focuses on providing guidance to the project team on strengthening future implementation – mainly in relation to sustainability, strengthening programme management and integrating ILO’s core mandate in the Decent Work Agenda.

## 2 Main Findings

### 2.1 Relevance and strategic fit

*To what extent does the project fit into the Jordan Response Plan, the 3RP (Regional Refugee & Resilience) Plan and the priorities defined in the 2016 London Conference? Is the project relevant and realistic to the situation and needs on the ground? How well does the project take into account local efforts underway to address the Syrian refugee crisis in Jordan? Does the project fill a gap that other ongoing interventions have failed to address?*

The project is being implemented at a time when Jordan as a country is facing a protracted crisis with a number of challenges, including an estimated 1,266,000 Syrian refugees, of whom 656,231 are registered with UNHCR.<sup>1</sup> Due to the ongoing conflicts in the region, Jordan has suffered from disruptions to exports and trade, trading borders are closed, and there is weak economic growth and high unemployment among both Jordanians and the refugee population. The difficult economic situation is contributing to increased signs of tension between Jordanians and Syrians.

The project directly supports the Government of Jordan’s Compact, presented at the London Conference in February 2016, of *Supporting Syria and the Region*. This aims to facilitate Syrian refugee participation in the labour market to contribute to Jordan’s economic growth, creating 200,000 job opportunities for Syrian refugees in exchange for improved access to European markets and increased investments and soft loans.

The programme also gives direct support to the Regional Refugee and Resilience Plan (3RP) and the Jordan Response Plan (JRP) to the Syria Crisis, which calls for collective action to provide better economic, financial and job opportunities for Syrian refugees and vulnerable Jordanians.

---

<sup>1</sup> 3RP Regional Strategy. Overview 2017-2018, p.28.

ILO's work directly supports efforts by the Government of Jordan to improve access by Syrian refugees and members of the host community to the formal labour market, and works with both Syrian refugees and economically vulnerable Jordanians.

The interventions funded under FCO support the ILO's Decent Work Agenda and its Programme of Support to the Jordan Compact: *A Resilient Labour Market to Drive Inclusive Economic Growth for All*, updated in August 2016. ILO has highlighted the necessity of addressing the need for decent work in the national population alongside the needs of refugees, and tackling long-term labour market weaknesses. Formalising access to the labour market through granting work permits and recognition of skills are the first steps towards accessing decent work. Work permits improve protection for Syrian refugee workers to access livelihoods, legal status and freedom of movement.

The FCO project is aligned with ILO's Programme of Support in Jordan that supports: a) improved governance for greater compliance to decent work principles; b) private sector support to allow companies to take advantage of the new trade agreement; and c) immediate job creation.

The FCO project directly supports ILO's Decent Work Country Programme (DWCP) to expand decent work opportunities, extend a minimum level of social security and enhance employment opportunities. The project also supports Jordan's National Employment Strategy to reduce unemployment.

Since 2013, the ILO has used a significant tranche of its own core funding (RBSA – Regular Budget Supplementary Account) to launch activities targeting both Syrian refugees and host communities in Jordan. The activities supported include research conducted by FAFO on the impact of Syrian refugees on the labour market, advocating for the government to facilitate access by Syrian refugees to work and livelihoods through providing work permits in specified sectors in line with Jordanian labour regulations, and through a number of pilot projects enhancing employment opportunities and livelihoods in host communities for both Syrian and Jordanian workers.

These research and pilot projects allowed ILO to position itself immediately after the London Conference as an important actor in Jordan that addresses employment and livelihood concerns among Syrian refugee workers and host communities. The FCO funded project builds directly on this previous experience and knowledge gained.

Since the London Conference in 2016, an increased number of development actors have started implementation of livelihood and employment projects. These actors look to ILO for guidance based on its prior experience in the country. Based on feedback received in-country ILO was one of the first development agencies taking steps to explore livelihood and employment opportunities, through engagement with the Jordanian Ministry of Labour and considering concerns around social cohesion between Syrian refugees and host communities. ILO through its interventions addressed a gap in assistance to the Syrian refugees.

ILO is taking on this role through its presence in a number of coordination mechanisms that include:

- Livelihood task force chaired by the Ministry of Labour under the Jordan Response Plan (JRP) – secretariat by ILO and UNDP
- Livelihoods working group facilitated by UNHCR
- The economic opportunity working group
- Private sector working group

- Regional technical committee for the Regional Refugee and Resilience Plan (3RP)
- Donor working group on education
- TVET working group.

The FCO project is complemented by other donor-funded projects currently implemented by ILO in support of Syrian refugee workers and host communities, including: *Employment through Labour Intensive Infrastructure in Jordan* (KfW funded project), and *Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry* (funded by Norway).

From the consultations in-country, it appears that coordination is confined to merely sharing information in coordination meetings. This is often caused by onerous implementation schedules for development agencies.

## 2.2 Validity of the design

*Is there a logical causal link between the activities, outputs and purpose? Is the timeframe for programme implementation and the sequencing of project activities logical and realistic? How appropriate and useful are the indicators described in the project document for monitoring and measuring results? If necessary, how should they have been modified to be more useful? Was the strategy for sustainability of impact defined clearly at the design stage of the project? Was a gender analysis carried out?*

The timeframe for implementation has been too short and it is important to consider an extension of the project to allow ILO to consolidate its efforts over the past 6.5 months. The nature of the interventions requires a longer-term perspective and it is therefore recommended that multi-year funding linked to achievement of annual milestones be considered.

Going forward, some changes to the project document should be considered:

- The project should be clear on which problem it seeks to address and develop a good Theory of Change (ToC) to underpin the programme. This ToC should be revisited on a regular basis to bring a unified vision to the project. Be clear on whether the purpose and goal of the project is to create new employment or to improve present working conditions for both Syrian and Jordanian workers. The project should monitor for these results accordingly.
- Explore strategies on how to enable transition to formalised work for people currently working in the informal economy. This would contribute to safer workplaces and better work conditions for workers.

Contextualize better access to ‘decent work’. Articulate what can be achieved in a limited timeframe and the steps required to advocate for ‘decent work’. Advocacy and lobbying efforts should be monitored for progress, challenges and opportunities.

- Outputs included in the project document are those that the organization is accountable to achieve. Currently, Output 2 should be considered as an outcome because ILO cannot be held accountable or solely responsible for improving the regulatory framework and its implementation across the governorates.
- Performance indicators should be gender inclusive to allow tracking of the project’s performance related to gender equality. Where possible, performance indicators should be supported by baseline data (for instance, in the case of work permit applications).
- The quality of the performance indicators is mixed; ILO should always be clear on what

the indicators aim to measure and avoid ambiguity.

- Overall, the activities listed in the project document are relevant to achieve the stated outputs. Based on its experience to date, ILO should assess which activities were the most relevant and determine how to strengthen implementation of these activities. (For example: selection of Jordanian/Syrian Joint Business Ventures will require more capacity building and awareness-raising in the early stages; Capacity building of cooperatives should receive more attention.)
- The project document should be supported by a well-articulated implementation strategy and work plan on how the project will achieve the different outputs. A well-considered strategy will help to avoid some targets receiving inadequate attention or benefit (for instance, targeting of vulnerable workers in host communities, reaching out to women seeking to enter the job market).
- A gender sustainability and M&E strategy should be developed in more detail as part of the design document and further strengthened during the inception phase.
- Ensure the project is supported by sufficient implementation time and project staff. Lack of adequate consideration of resources and the time required will lead to lower quality and less sustainability on the ground because of spending pressures.

## 2.3 Effectiveness

*Has the project achieved its planned objectives in a timely manner? What have been the constraining factors and how have they been addressed? How have stakeholders been involved in project implementation? Has project management been participatory and has the participation contributed towards achievement of the project objectives? Have systems been put in place to enhance collaboration with other UN agencies and government institutions working on this issue?*

While there are opportunities for strengthening the programme and making it more effective and sustainable, achievements over the last 6.5 months should be recognised. Delays in starting the programme left only 6.5 months for inception and implementation. The budget was relatively high for such a short implementation period. In future, when significant delays occur, the programme should adjust its work plan and interventions accordingly.

The evaluation set out to assess the results of the programme against the three outputs included in the design document. It was difficult to assess the level of change to which the programme had contributed directly. The main reasons for this are: a) the design document is not clear on the outcomes or changes the programme aims to achieve; b) progress reports focus on presenting the outputs of the different activities but do not analyse results; c) assessment of results and change around 'government policies or regulatory frameworks' requires attribution analysis and a good M&E strategy developed from the outset; and d) the short duration of the programme means it is too early to assess longer-term results for a number of interventions.

The different outputs and interventions all address an identified need (regularisation of labour sectors, access to work for Syrian and Jordanian workers, job matching) but implementation was found to be fragmented in some cases. This was probably caused by pressures to complete the different activities within the current tight timeframe. The programme should identify better operational links between different interventions.

Purpose/Objective: The project will provide support to 5,000 Syrians and vulnerable Jordanians through access to decent work in agriculture and construction.



The programme achieved its target of reaching 5,000 Syrians and Jordanians in agricultural and construction sectors, and facilitating access to the labour market. The programme's duration was too short to enable an assessment of the extent to which it contributed towards accessing work or decent work in those sectors. Further follow-up on the depth and quality of the interventions will be required to assess the programme's longer-term outcomes.

However the impact assessment conducted by ILO in February gives a clear picture that work permits do not seem to be associated with better work conditions for Syrians. It is also clear that Syrian workers themselves do not perceive work permits as a mechanism to access more or decent job opportunities, but instead as a mechanism to protect them from arrest or deportation.

It should be highlighted here that the focus of the programme is on both Jordanian and Syrian workers, hence the results and progress targeting both groups should be evident in the activities initiated and results data.

Moving forward, the project should define clearly what ILO can achieve and advocate for within a decent work agenda. ILO developed a Decent Work Index for Agriculture in Jordan and should develop a similar index for the construction sector or any additional sector in which it becomes involved.

During the in-country evaluation mission it was evident that there are different expectations around the project in terms of employment creation. In the future, what the project aims to deliver should be made clearer. This can best be achieved through the development of a Theory of Change that is reviewed on a regular basis for its ongoing validity with key stakeholders, including donor representatives. This could be done in the quarterly or six-monthly progress reports.

At the output level there is no mention of employment or jobs created; this is referred to at the 'purpose' level of the project. ILO's focus has been on formalisation and strengthening the position of workers to enter the job market through work permits and recognition of previous skills.

Output 1: 5,000 beneficiaries (50% Jordanians and 50% Syrians) benefit from job matching and skills development

KPI 1: Number of beneficiaries provided with counselling and job matching (Target 5,000 beneficiaries)

Access to agricultural work permits: By the end of February 2017 the Ministry of Labour had granted a total of 39,291 permits to Syrian refugee workers (compared with 4,000 at the time of the London Conference). The highest number of permits was in the agricultural, manufacturing, services, wholesale/retail trade and construction sectors.

The ILO programme supported 12,396 (1,593 for women) agricultural working permits through 21 cooperatives located in Irbid and Mafraq. Reasons given by refugees for obtaining an agricultural work permit included the ability to move around securely, ability to work legally and not run the risk of deportation to the camp or Syria, the minimal fee of 10 JD charged to obtain the permit, and the permit being easily obtainable through the cooperative instead of having to apply in person at the MoL.

Those who did not obtain a work permit stated that they did not know they could access permits through the cooperatives, they did not think they needed a permit to work in the agricultural sector as labour inspectors do not check workers in the field, or they were concerned that the

work permit might impact on their UNHCR support or their opportunities to migrate. Concerns about cuts in UN assistance and impact on resettlement opportunities were raised by the majority of refugees interviewed.

In coordination with UNHCR, ILO carried out an assessment in refugee communities to explore why Syrians apply or do not apply for a work permit, the benefits and liabilities of having a work permit, and to understand the institutional, economic and personal barriers that prevent others from applying for or obtaining permits. This assessment took place in parallel with this independent evaluation. Where this evaluation aimed to assess similar issues, the survey data confirm the evaluation findings, including lack of awareness of how to obtain a work permit (especially among women interviewed), lack of knowledge about safety and health in the work place, long working hours and the feeling that the work permit provides protection in the work place and the ability to move around freely.

#### Working through cooperatives for the agricultural work permits

Cooperatives play an important role in Jordan, mainly in rural and more economically deprived areas. But during the field visits it was noticeable that the cooperatives in Jordan are weak organizationally. Therefore, engaging them further in ILO activities should be part of an organizational approach rather than a one-off isolated activity, and will support the sustainability of work permit applications through the cooperatives in the future.

The system of making agricultural work permit applications through cooperatives was an innovative approach developed by ILO in Jordan and accepted by the MoL. The selection of 21 cooperatives facilitated work permit applications for Syrian workers in the agricultural sector. Working through the cooperatives had clear advantages for both the MoL and the Syrian refugees. These included reduced waiting times at MoL offices in the governorates, applications could be made in bulk and processed more rapidly, it removed any anxiety refugees might feel in approaching government departments, and more refugees were informed of the work permits through facilitators based within the cooperatives who conducted outreach visits to refugee communities.

It should not be assumed that cooperatives are de-facto community-centred and member-owned businesses. During the field visits the organizational differences between the cooperatives were noticeable. Cooperatives which had a larger member base and had a core focus on the agricultural sector performed better in terms of outreach to refugee communities and in number of work permits they applied for on behalf of the refugee workers.

While this system has clear advantages, it could be strengthened by:

- revisiting the criteria for the selection and performance assessment of the cooperatives;
- a clear agreement should be made between ILO and the cooperatives on their roles and responsibilities, and to define any financial support provided to the cooperatives by ILO (as part of the agreement);
- capacity building programmes to strengthen the knowledge of cooperatives on ILO's work around Decent Work and the application of these principles in their support to workers;
- explore opportunities to strengthen employment opportunities for marginalised groups through innovative business approaches within the cooperatives or communities;
- adaptation of ILO's "My COOP Guidance" to the Jordanian context. To achieve this the Jordan programme should receive support from the ILO cooperatives specialists based in Beirut or Geneva.

Capacity building The capacity of the cooperatives to facilitate access to work or make linkages with employers has been variable. Cooperatives in Jordan have limited capacity and should be supported in capacity building developed through a participatory process for the duration of the programme, should ILO decide to continue working with and through cooperatives for agricultural permits.

Currently, two persons (one Syrian and one Jordanian) are paid in each cooperative to facilitate work permit applications and to reach out to refugee communities to raise awareness of this process. It was found that a cooperative's success in reaching a large number of applicants depended largely on the commitment of the cooperative members and its management.

KPI 2: Number of beneficiaries provided with skills development services (Target 1,500 beneficiaries)

Access to work permits in the construction sector ILO's efforts to implement a similar approach to the agricultural working permits for workers in the construction sector are ongoing. Obtaining a work permit in the construction sector is more challenging for several reasons: the employer should request the work permit on behalf of the worker; the work may be of short duration; and social security payments in the sector. ILO is now advocating with the GoJ for Syrian workers to register as self-employed and is continuing its efforts to find an organization that can apply for the work permit on behalf of workers (possible candidates include trade unions).

As a first step in the process for workers to register as self-employed, ILO supported 2,450 Syrian refugee workers and 108 vulnerable Jordanian workers in the construction sector to attend skills training. This is the first RPL initiative in Jordan accessible to non-Jordanian workers. Workers who succeed in the programme receive a skills recognition certificate that is valid for three years.

Of the participants, 2,400 Syrian and 100 Jordanian workers were supported by ILO to undergo testing and obtain the Certificate for Prior Learning (CPL). Obtaining the certificate is a first step in the work permit application process and to register as self-employed in the construction sector. The total number of workers who obtained the skills certificate included 1,000 (45 Jordanians, 955 Syrians) skilled labourers and 1,500 (55 Jordanians, 1,445 Syrians) semi-skilled labourers. The training was provided by the National Employment and Training Centre (NET).

The total number of workers who obtained the skills certificate included 1,000 (45 Jordanians, 955 Syrians) for skilled labourers and 1,500 (55 Jordanians, 1,445 Syrians) for semi-skilled labourers. For the semi-skilled labourers, a second chance was given to (400) workers (Syrians) through a one-week refreshment training, re-application of the test and the (400) workers managed to update their skill level from semi-skilled to skilled labours. The training was provided by the National Employment and Training (NET) Company.

Training courses included practical and theoretical training in floor laying, painting, plastering and plumbing. Coaching and monitoring visits are conducted by the trainers to provide feedback to trainees on technical aspects of the occupation. The skills of the workers were also assessed on site. The programme culminates in a written test conducted by the Jordan Centre of Accreditation and Quality Assurance (CAQA). It also provides a service to match job seekers with employers.

Further advocacy will be required to enrol those who obtained the CPL in social security. This would allow workers to cover contributions from their own accounts and then find an entity to

issue a work permit for them as the cooperatives have for workers in the agricultural sector. At present, work permits for the construction sector can only be issued when linked to an employer. If the CPL certificate holder obtains a permit, ILO should assess whether the CPL placed the worker in a position to negotiate better working conditions.

While it is too early to assess whether the skills certificate provides the workers with easier access to employment or better employment conditions (e.g. higher salary), it was viewed positively by the Syrian workers interviewed. Most felt, however, that the programme could be strengthened with additional skills training leading to a higher level certificate. It was also found that many of those who wanted to sit the test did not have sufficient literacy and numeracy skills which limited their chances of doing well when sitting the test. Because of the weaker literacy and numeracy skills some Syrian workers while having 15 years of professional experience passed the test and were awarded only a semi-skilled level certificate. Following this finding, in consultation with ILO the test was adjusted by NET and CAQA to accommodate these challenges around literacy and numeracy.

Job matching ILO is exploring the potential to set up employment offices to facilitate job matching between employers and job seekers (both Syrian refugees and Jordanian workers). Some job matching has been achieved by inviting employers in the agricultural sector to meet with job seekers in cooperatives or job fairs. Job matching and employment services should be a key component of any follow-up phase to the programme and should be supported by a strategy developed and owned by the organizations who will conduct the job matching activities for both Jordanian and Syrian workers. At the moment, this comes across as lacking a systematic approach.

An increasing number of other actors are engaging in job matching activities and ILO should further strengthen advocacy with potential employers around Decent Work (Occupational Health and Safety). This has started but will require systematic follow-up. Improved coordination would avoid duplication and waste of resources; this is a role ILO should consider undertaking.

ILO staff were confident that two employment offices would be operational before the end of the project. If this is the case, ILO should ensure that both offices continue to be followed up for a minimum of six months to ensure ongoing operations.

### KPI 3: Number of agreed work plans for employers (target of 50)

Fifty employers have been trained on Occupational Safety and Health (OSH). Following the training, employers were asked to prepare plans on how they would improve OSH within their company. From the submitted plans, three are selected as examples of good practice in securing safe working places and decent work principles for Jordanian and Syrian workers. ILO supported construction companies and agricultural farms to comply with the agreed plans to improve working conditions. A set of performance criteria were developed in consultation with relevant stakeholders. For the construction sector the criteria were drafted jointly with Jordan Construction Union Association and for the agriculture sector with Jordan Agriculture Union Association.

During the evaluation, this was found to be one of the weaker activities and results under the project. The progress and results were impacted negatively by the short duration of the project. Engaging with companies and agricultural farms to comply better with decent work principles requires a more long-term engagement.

Overall it is not immediately evident how this activity will contribute to achieving the output or purpose of the project. If this activity is linked to promoting decent work, it should be framed as such.

Output 2: An improved regulatory framework will be implemented in a coherent manner across the governorates

KPI 1: Number of changes brought to the regulatory framework (through decrees or government decisions)

One of the strengths of the programme is its advocacy in support of strengthening labour rights for Syrian refugee workers and greater formalisation of the agricultural and construction sectors to ensure decent working conditions for both Syrian and Jordanian workers in the longer term.

ILO Jordan, through its Crisis Response Coordinator, is recognised for its advocacy work by many interlocutors within government and the international development community. The placement of ILO's Crisis Response Coordinator within the Ministry of Labour has enabled a relationship of respect to develop between ILO and MoL, and has allowed ILO the unique position of interacting with MoL interlocutors on policy issues on a regular basis. For many within the aid community, ILO is seen as a key resource on labour issues affecting Syrian refugee workers.

ILO's advocacy has contributed to the Ministry of Labour being open to discuss ways to increase the number of Syrian workers with work permits. This was reflected in a number of decisions taken by MoL:

- Linking work permits to Ministry of Interior ID cards instead of Syrian passports
- Grace period for fees and no deportation of illegal workers to camps until April 2017
- Work permits in the agricultural sector delinked from employers
- Support for ILO's campaign to issue work permits through cooperatives (Mafraq, Irbid)
- Exemption of medical checks for Syrians holding an MOI card when applying for a work permit
- Since February 2017 Syrian refugees living in the camps are allowed to work outside the camp when holding a work permit.

ILO is in a unique position to combine advocacy and policy engagement with interventions on the ground in direct support of Syrian refugee workers and vulnerable Jordanian workers. This has allowed advocacy to be more grounded and has enabled engagement with MoL on a number of concrete actions in response to problems that arose.

ILO worked with both the MoL and the community to raise awareness among Syrian refugee workers, employers and cooperatives on the procedures to obtain a work permit and on "rights and duties" under Jordan's labour laws.

Interviews revealed that the MoL inspectors focus on whether workers are in possession of a valid work permit and not on cases of labour violations in relation to refugees, such as working conditions or whether workers are being paid the minimum salary. Advocacy and additional training for labour inspectors would improve the MoL response to the crisis and the enforcement of labour legislation.

It is uncertain whether the Government of Jordan will extend or increase the measures taken to facilitate easier access to work permits for Syrian refugee workers. It is also unclear under which conditions Syrian refugee workers will renew their application after their work permit

expires. This will depend on the benefits workers have received so far through having the work permit (i.e. easier access to work or not), in addition to whether MoL will continue to facilitate easy access (i.e. reduced fees). This will also depend on whether the cooperatives or other institutions are interested and willing to continue facilitating the work permit process.

KPI 2: Number of companies and farms engaged with the project that comply with at least 70% of agreed actions

The indicator is not well designed as it is not immediately clear what it aims to measure. For future follow-up project proposals ILO should consider combining this indicator with the third indicator under Output 1 focusing on work plans. Both indicators could support an output for inclusion by ILO in a future design to support decent work with private sector actors engaged under the project.

ILO has conducted training for cooperatives on its core mandate, working conditions, decent work and occupational health and safety, but how these measures are taken on board and implemented requires further follow-up.

Output 3: 20 Joint Business Ventures (JBV) between Jordanians and Syrian refugees are established in the agricultural and construction sector

KPI 1: 20 JBVs established and 40 decent jobs created

The programme selected 20 JBVs (from 47 JBV proposals submitted) in a competitive process that took place in the second half of the programme. Further follow-up will be required to support the sustainability of the JBVs, provide technical and business development support, and provide gender disaggregated results data on the number of short-term jobs and long-term employment created for both Syrian refugees and Jordanian workers.

A monitoring and evaluation plan to follow these JBVs and record the results and lessons would support future JBV selection. A few lessons that can already be taken from the first round are:

- Different selection criteria for construction and agriculture (with greater emphasis on women in agricultural interventions)
- Greater emphasis on employment creation in assessment criteria
- Wider consultation through ILO partners to link with other components supported under the programme (link with the RPL programme, link with cooperatives)
- Support for innovative ideas or mechanisms (Example: support initiatives that can be linked to existing private sector companies)
- Funding support may vary depending on the individual initiative
- Consider having SME expertise within the ILO team if JBVs remain a focus in future programming
- Assess to what extent the relationship between Jordanian and Syrian stakeholders is on an equal footing, representing a genuine equal relationship between both
- If ILO wants to support business development and close engagement with private sector it should ensure it has dedicated staff to be able to follow this up.

If ILO continues to work directly with private sector actors to create employment, some other opportunities should be explored as follows.

- When focusing on a sector such as agriculture, ensure the selection criteria are linked to a sectoral analysis that identifies areas that have the best potential to succeed in

creating employment or revenue. It is said that the agricultural sector is an often-untapped source of jobs and development; this should be reflected in such an intervention.

- Linkages with private sector companies like the model developed with Odeibo sweet factory in Irbid. In this case, the private sector company provided training for Jordanian and Syrian women. Instead of repeating training several times and training more women, other steps should be taken to support women to earn an income following the training. This can be achieved by supporting women to establish a workshop to make sweets, arranging with the private sector company to provide hygiene and quality standards supervision, and making an agreement to buy a specific quantity of sweets on a daily basis.
- Support cooperatives to strengthen their economic services in their communities through developing small economic interventions which can provide employment opportunities for women and youth.

## 2.4 Efficiency of resource use

*Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes? Do the project results justify the time, financial resources and human resources invested in the project? Has the implementation of activities been cost effective? Have project funds and activities been delivered in a timely manner? Were there any major delays and how did the project deal with any delay in its work plan? Was the timeline initially envisioned adequate considering the project outputs and outcomes?*

**ILO systems** At the beginning of the project, a number of delays occurred in approving payments between Beirut and Jordan ILO offices. ILO has made the system more efficient with steps to decentralise some responsibilities and enable quicker disbursement of funds by the ILO Jordan office. This should speed up implementation while working within ILO's policies and procedures for procurement and accountability.

**Delays** The project experienced two delays. The start date was delayed from March 2016 to September 2016 due to a delay in the approval of funds. The second delay occurred in January 2017 when a budget revision was submitted to FCO and ILO Jordan staff were under the impression that activities had to be put on hold until approval was received. The latter could have been addressed through immediate direct follow-up with FCO. In the future, there should be greater direct contact between ILO and FCO to discuss important issues that may impact on the project's implementation. Any significant delays should be documented and reflected in changed work plans when necessary.

**Use of resources** The division of responsibilities between the project staff was done in function of results and milestones to be achieved under the project. However, the duration of the project foreseen in the design was reduced significantly but targets and available resources were not adjusted accordingly. Overall the project was cost-effective considering the staffing and management costs. But adjusting targets or increasing staff and technical backstopping would have enhanced the long-term quality of the results.

**Working through national institutions** The approach of working through national institutions versus direct implementation by ILO-engaged staff is an efficient and effective way of working that ensures ownership and sustainability. However, ILO should ensure resources are adequate to provide capacity building to the institutions and provide sufficient financial support

for these organizations to perform the interventions. The latter should be based on a documented calculation of the costs involved.

Training and workshops A large proportion of the budget is allocated for workshops and training. ILO should ensure that those selected to provide training are well prepared and are known in their field as capable of training others in an effective and participatory manner. Costs associated with attending training or the organization of workshops should be checked and compared with other agencies to ensure the market price is paid.

## **2.5 Effectiveness of management arrangements**

*Are management capacities adequate? Does the project governance structure facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibilities and division of labour between project staff? How effective was communication between the project team, the regional office and the responsible technical department at headquarters? Does the project receive adequate technical, programmatic, administrative and financial backstopping and support from the ILO Regional Office for Arab States, technical specialists and the relevant HQ departments? How effectively does the project management monitor project performance and results? What M&E system has been put in place and how effective has it been? Is data disaggregated by sex? Has the project made strategic use of coordination and collaboration with other ILO projects, relevant projects being implemented by other UN agencies, and with other donors to ensure synergies and increase effectiveness and impact?*

Core staff The core ILO team supporting programme implementation was found to be too small for the size of the programme. At a minimum, this team should include staff members dedicated to Monitoring and Evaluation, Procurement, Administration and Finance, with support from technical staff dedicated to small business development/private sector linkages, social inclusion (gender, youth) and capacity development (for cooperatives and other implementing partners).

Several staff were engaged on a short-term consultancy basis. It is the evaluator's opinion that this is not the most efficient way to recruit staff to the project. It is understood that staff could not be hired as fixed-term staff because of the short duration of the project.

Results-based M&E and reporting. Monitoring and reporting has focused on the delivery of activities or presentation of the quantitative achievements at the output level (number of work permits, number of persons attending training, etc.). While this might be sufficient at the start of a programme, any follow-up phase should be supported from the outset by a clear strategy to track, monitor and evaluate the programme results. For future programmes ILO should ensure the systematic monitoring of results at the output and outcome levels as it is difficult to assess which of the combined interventions have contributed to change. A well-thought-out M&E strategy integrated into the programme design and developed further during the inception phase would achieve this.

A number of concrete practical steps to support monitoring and evaluation capacity within the Jordan ILO office are recommended:

- Backstopping by ILO's regional office (as explained in the next point) during the design and inception phases to develop an operational M&E strategy, followed by quality assurance during the implementation of the project M&E strategy
- Have a one-month inception period during which the Theory of Change, M&E framework and a monitoring plan are developed



- Provide M&E training to the programme team as a whole to ensure that M&E is seen as a joint responsibility
- The M&E framework needs to collect data disaggregated by gender
- If ILO does not have the capacity to provide the above using in-house expertise, an external M&E consultant should be hired to develop the M&E tools required to support implementation and M&E and results reporting.

Backstopping by the Regional Office for Arab States (ROAS) ILO Jordan is not set up as a country office. As a result, not all management and technical functions are available within that office. The Regional Office should further strengthen its technical backstopping to the Jordan programme staff. To facilitate this process and strengthen cooperation between ROAS and ILO Jordan, the following steps are recommended:

- Set up of a coordination system that allows for consultations with technical and regional backstopping functions, especially in terms of quality assurance, during the early stages of the project design and implementation
- During the design phase of a project technical expertise needs to be provided early on to support the development of a Theory of Change and a results framework
- During the inception phase, a planning meeting should take place attended by all project staff and relevant technical staff including staff concerned from the DWT, RPU and RAS. This should result in a i) clear commitment and description of roles, responsibilities and timelines for the support to be provided by relevant staff in ROAS and ii) project related communication channels between Amman and Beirut are confirmed.
- For key interventions such as the Joint Business Ventures or capacity building of cooperatives, a specific implementation plan should be drawn up utilising existing resources and technical expertise available in Geneva or Beirut.

Coordination with other ILO projects Coordination with other ILO projects targeting Syrian refugees and host communities has improved through the placement of an ILO skills specialist from Beirut to Jordan. His role is to bring together the different programme managers on a regular basis. The development of ILO's Programme of Support has also contributed to bringing coherence between the different programmes. To enhance this further, ILO should consider: 1) Allocating the ILO Refugee Response Coordinator to different programmes. This would enable the coordinator to lobby and advocate for policy changes on behalf of the different programmes; 2) Develop an operational Theory of Change encompassing the different programmes to clarify how, for instance, the FCO funded project is complemented by interventions carried out by other projects; and 3) In the workplan of all the projects under the Syria crisis response there needs to be coordination meetings with other projects early on from the design phase and throughout implementation.

## **2.6 Impact orientation and sustainability**

*To what extent is the project making a significant contribution to broader and longer-term developmental impact? Are national partners able and willing to continue with the project? How effectively has the project built national ownership? Are results anchored in national institutions and can the local partners maintain them financially at the end of the project? Should there be a continuation of the project to consolidate achievements?*

The duration of the programme is too short to assess whether programme results will be sustained and further strengthening of the results will be required to ensure sustainability. If the programme is to be continued, it will be important for ILO to develop a sustainability strategy from the outset for the different interventions. This would look at the renewal of the agricultural work permits after one year, how to strengthen the capacity of cooperatives if they continue to support applications, continued advocacy and networking around achieving long-term results on delinking permits from employers, and access to employment and decent work for workers who obtained the work permit or the CPL, etc.

The project document refers to work with existing organizations such as cooperatives or workers' organizations to set up services to support access to employment in both sectors. Throughout the implementation of the programme, ILO has paid attention to building the capacity of these organizations, but has been careful in allocating financial support to avoid these organizations to become dependent on external financial support. The aim was to build a sustainable cost-efficient model.

Looking ahead, it is important that the project defines a sustainability assessment of the key interventions and ensures that these are conducted on a regular basis. A number of the interventions are dependent on the Ministry of Labour's continued engagement.

In targeting a vulnerable group, the program interventions are more developmental in nature and require a long-term approach. To ensure impact and sustainability, it would be beneficial to the programme if multi-year funding could be allocated, which could then be supported by a strong results-based M&E framework.

## **2.7 Gender mainstreaming**

In the focus group discussions women expressed that they wanted to work to make ends meet but were prevented from finding or accessing work for several reasons, mainly related to childcare and household responsibilities. Other reasons cited were lack of skills because they had not worked previously in Syria, experience was limited to agriculture, did not know where to look for work (having lost their networks), and fear of leaving the home and risking deportation if caught working illegally. Both the Jordanian and Syrian women consulted requested skills training and support in setting up small businesses, either home-based or as a group. From conversations with women in remote rural areas, it was evident that these women were very vulnerable and living in poverty (based on the income data they provided).

Any future programme could benefit from a realistic operational strategy on how to include and target women effectively, taking into consideration different socio-economic backgrounds, frequent lack of skills, and bearing the role of main breadwinner and caring for children. Women are often the heads of households and need to support their families. The risk is that if female heads of households cannot work, this exacerbates the child labour phenomenon. Addressing education for children and the absence of skills or basic literacy among youth who have been in Jordan for several years should be part of a cross-cutting social agenda.

The project needs to be tracked against 'no less than 40% of the beneficiaries will be women' (p.17 – project document). Steps need to be taken to mainstream gender and increase efforts to support women with access to employment, especially for those who are heads of households. The project took steps to support women to access work permits by cancelling the JD10 administrative fee. To what extent this encouraged women to apply for work permits and contributed to accessing work for them is not immediately clear.

Initiatives to increase female employment can bolster Syrian labour force participation rates and work permit registration, and decrease negative coping strategies such as child labour. Community- and family-based actions can trigger a culture of change vis-à-vis women's work and perceptions of manual, factory-based labour for women and men alike. Encouragement for female Syrian refugees to join the labour force will not only require a shift in perceptions, but also demands an enabling environment in which women have access to support such as skills and vocational training, career counselling and job matching for those with high levels of education, in addition to investing in supportive infrastructure like education, child care programs and transportation.

Home-based businesses or businesses supporting a group of women in their communities should be investigated as possible viable pathways to incorporate more refugee women into the formal labour market.

The project should develop a gender mainstreaming strategy to achieve gender equality throughout the project cycle. The programme should be clear on the gender issues considered:

- For every sector, be specific on what the gender issues are and the priorities to be addressed
- An argument that construction is 'only for men' is not a viable excuse for not considering gender opportunities in the sector
- Assess how equal access and control of productive resources and benefits can be supported
- ROAS-based gender expert to provide support and guidance on developing gender strategy.

### **3 Tripartite issues assessment**

As a tripartite organization, ILO should assess to what extent engagement with representatives of government, employers and workers' associations can be an effective way to bolster its interventions in support of Syrian workers. Engagement with three different actors has taken place under the FCO project. ILO should assess to what extent this engagement, bringing the three actors together, can be done in a systematic manner to the benefit of the project results. However, it should be noted that Syrian refugee workers are currently unable to be part of Jordanian trade union structures.

### **4 International labour standards assessment**

ILO's core mandate is supporting access to decent work. What this means in the context of the Syrian refugee crisis and the different sectors in which ILO works requires a definition. It will be important to work with the Ministry of Labour to develop a Decent Work index for use by the different labour inspectors.

In its work with refugees, ILO needs to place greater emphasis on the issue of social protection for workers, which is part of its Decent Work Agenda. Some refugees are reluctant to pay for social protection because they consider their time in Jordan is temporary, but they need assistance now to cover their families' needs. The issue of social protection will require significant collective action beyond the FCO project. At the same time, projects targeting Syrian refugee workers should include advocating for social protection.

## 5 Conclusions

The programme has achieved results over a short period of time against the outputs it set out to achieve. The project has supported Syrian refugees to find work legally and supported both Jordanians and Syrian workers by strengthening their access to the labour market through skills training and recognition, job matching and employment services.

One of the strengths of the project is the link between ILO's advocacy to strengthen labour rights for Syrian refugee workers and the implementation of interventions that support these advocacy efforts. ILO is in a unique position to combine both.

The project is in direct support of the Jordan Compact supporting the Government of Jordan dealing with a Syrian protracted refugee crisis, with major impact on the local labour market and local economic and social resources. Addressing the refugee crisis through seeking to expand employment opportunities and formalize labour in the informal sector for both Jordanian and Syrian refugee workers will support local economic development and social cohesion.

However, while supporting the work permit process has been effective, it is important to make the distinction between supporting refugees with work permits and providing decent jobs and pathways out of poverty. A work permit alone, in the current economic and institutional environment in Jordan, cannot itself guarantee decent working environments and wages for either refugees or members of the host communities. Livelihood support mechanisms for both vulnerable Syrians and Jordanians are necessary to ensure that the economic benefits of a formalised labour force can be realised. The ultimate goal of the work permit initiative should be to lift people out of poverty and allow them to provide for themselves and their families.

The current programme focused on facilitating access to the labour market and promoting greater formalisation of the agricultural and construction sectors. While formalization of these sectors should be considered for further support, an analysis of these sectors and an understanding on how workers' rights and access to decent work can be supported is vital.

In future programming ILO should consider a strategy based on similar interventions, but with a more explicit link with Decent Work and generating opportunities to support both Syrian and Jordanian workers to earn a living. Stakeholders expect a different approach from ILO in its livelihoods programmes, which makes it stand out from other international aid agencies supporting similar programmes.

While the work permit did not necessarily contribute to new workers entering the work force, it has supported efforts by the Government of Jordan to regularise the labour market. For Syrian workers, a work permit is the first step to Decent Work.

It was found that engagement with host communities should be developed further. While the project had set targets for the numbers of workers from the host community (for instance, skills recognition), this did not appear to be backed up by a well-thought-out strategy. This will be important in the future as it was evident from the in-country interviews that there is an underlying unease, especially in remote rural areas where the presence of Syrian refugee communities is more obvious.

ILO, because of its core mandate, is looked at by other development actors in-country for guidance and input around integrating workers' rights and access to Decent Work into livelihood opportunities' and employment programmes. Access to Decent Work should be

integrated at every step of ILO's programmes. This makes it different from other actors supporting livelihoods and employment programmes.

The results achieved to date require further support to ensure sustainability. The duration of the programme has been too short to assess whether programme results will be sustained in the long term. Many of the interventions will require a long-term approach to ensure sustainability such as the renewal of the work permits, capacity building of the cooperatives and engagement with the private sector.

While the project has addressed these issues to a certain extent, it was found results-based M&E and reporting could be further strengthened. A strong results-based management approach will better position ILO to demonstrate its effectiveness. Currently, project management is largely focused on process and outputs monitoring. Changes and results need to be demonstrated through evidence and against baseline data.

The in-country mission found that the problems faced by youth require very specific measures. It was evident that many young people have missed the opportunity to finish their schooling due to the war, or had no opportunity to learn a vocation or gain a degree. Opportunities should be explored to provide youth with access to vocational training courses or remedial education while working to support their families.

It was mentioned on a number of occasions by employers in the agricultural sector that Syrian families insist that the whole family should be able to work, hence child labour is prevalent in that sector. This is an area for active ILO engagement and follow-up on the access of children to education.

## **6 Lessons learned and emerging good practices**

### **6.1 Lessons learned (Annex 1): Capacity building for cooperatives**

For further details refer to Annex 1 - Lessons Learned where the experience working through the Cooperatives is expanded.

Working through cooperatives represented an innovative approach that had advantages for both the Ministry of Labour and the Syrian refugee workers. Based on experience to date, ILO should develop a model of working through cooperatives which can be replicated by other development actors (international NGOs, MoL, etc.). A few observations may be considered in further developing ILO's work through cooperatives:

- Ensure sufficient staff are in place to follow up activities with the cooperatives.
- Ensure that cooperatives are covered for the costs they incur in facilitating the work permit process.
- Cooperatives should be considered as part of the private sector, often with a dual agenda of setting up income generating and profit-making interventions combined with providing services to their members and communities.
- Capacity building should be provided when working through the cooperatives.
- Consider reducing the number of cooperatives but increasing the support provided.
- Take into consideration any sensitivities between MoA and cooperatives; there often tends to be competition between cooperatives and MoA, especially over funding.
- Adapt ILO's "My COOP Guidance" to the Jordanian context.

## 6.2 Emerging good practice (Annex 2): Collaboration with private sector entities

### Emerging good practice: Engagement with the private sector:

- Engaging with the private sector is in direct support of the London Conference to boost employment for refugee workers. UK Government pledged to build economic opportunities and create job opportunities for Syrian refugees and vulnerable host communities.
- As part of the project's private sector engagement a pilot project was developed with Odeibo sweet factory in Irbid. In this case the private sector company provided training for Jordanian and Syrian women and committed to providing additional training in the future.
- In discussion with the Odeibo factory owner the idea was brought forward that, if ILO supported the set-up of a workshop for women, the factory would provide product quality control and buy an agreed quota of produce for sale in the Odeibo sweets shops.

Observation: The initiative with Obeido is an example of emerging good practice that illustrates engagement with the private sector is possible and benefits can accrue to both refugees and the private sector company. ILO should seek new collaborations with private sector entities when designing further livelihood programming. In particular, vocational training programs should focus on matching the curriculum with concrete job placement opportunities in the private sector. Outreach efforts to private sector entities are crucial to reframe refugee employment as an opportunity for businesses and not only for the refugees.

## 7 Recommendations

1. Connect policy to strengthen labour rights with operational interventions: This is a unique strength of the ILO programme that should be maintained. By working with communities, concerns and demands can be raised at government level and a response by government facilitated.

**Who:** Syria Refugee Response Coordinator, project staff

**Action:** Continue dialogue and engagement with relevant Jordanian government departments, support results-based M&E for evidence-based policy development.

**Priority level:** High

**Timeframe:** Throughout project implementation, develop strategy as part of the project design

**Resources:** Nil

2. Scaling up of interventions: Scale up project interventions through regulatory frameworks and policy formulation by the MoL. This will strengthen local capacities and structures to take control of interventions and lead on innovative models that can be taken over by others, including links with the private sector.

**Who:** Syria Refugee Response Coordinator

- Action:** Continue dialogue and engagement with relevant Jordanian government departments; drafting of relevant policy and frameworks in consultation with MoL
- Priority level:** High
- Timeframe:** Ongoing
- Resources:** Project staff and technical regional experts
3. A strategy exploring innovative approaches to develop employment opportunities should complement the continued support to the Government of Jordan to formalize employment in the informal sector.
- Who:** ROAS Beirut Technical Staff, Jordan project staff
- Action:** To be integrated in project designs, ensure project staff hired on the project in Jordan are well informed about Decent Work principles.
- Priority level:** Medium
- Timeframe:** During next project design
- Resources:** Training of project staff
4. Engage with the private sector to implement employment generating pilot projects. ILO should explore a number of pilot interventions based on good practices in the region for replication in Jordan.
- Who:** Relevant ROAS technical staff, Jordan project staff
- Action:** Integrate in project design
- Priority level:** Medium
- Timeframe:** During next project design
- Resources:** Nil
5. Strengthen the approach of working through cooperatives. Engagement with cooperatives should be part of an organizational approach including capacity building based on ILO's "My COOP Guidance", application of ILOs Decent Work principles and support cooperative led community based economic opportunities generating employment in the area.
- Who:** Relevant ROAS technical staff, Jordan project staff
- Action:** Integrate in project design
- Priority level:** Medium
- Timeframe:** During next project design
- Resources:** Training of project staff in relevant ILO guidance
6. Access to Decent Work: Access to Decent Work makes the ILO position unique among others seeking to provide similar interventions. Facilitation of access to employment and decent work through the programme should be enhanced by a more systematic approach and documentation.
- Who:** DWT ROAS Beirut, Jordan project staff

**Action:** To be integrated in project designs, ensure project staff hired on the project in Jordan are well informed about Decent Work principles.

**Priority level:** Medium

**Timeframe:** During next project design

**Resources:** Training of project staff

7. Sustainability strategy: Sustainability and exit strategies should be developed early on to ensure the programme works towards sustainable results.

**Who:** Project staff in Jordan, ROAS technical staff

**Action:** Develop sustainability strategies for the key interventions during the project design and inception phase.

**Priority level:** Medium

**Timeframe:** During next project design

**Resources:** Nil

8. Target groups: Be clear on what the programme aims to deliver for the different stakeholders which include Syrian refugees, host communities, camp residents, women and youth. Map the stakeholders in the different regions.

**Who:** Project staff in Jordan, ROAS technical staff

**Action:** Stakeholders mapping exercise as part of the next project design

**Priority level:** Medium



- Timeframe:** During next project design
- Resources:** Training of project staff to conduct stakeholders mapping
9. Programme coherence: The programme should aim for greater coherence and linkages between the different components and activities – this will produce stronger results. ILO’s better work agenda should be integrated.
- Who:** Project staff in Jordan
- Action:** Integrate in project design, monitor during implementation
- Priority level:** Low
- Timeframe:** During next project design
- Resources:** Nil
10. ILO Programme structure: Implementation should be supported by clear management and communication structures, and sufficient staffing to cover the needs of quality implementation on the ground. ILO processes between ILO Jordan office and ILO ROAS should be further strengthened to facilitate smooth implementation. The division of roles and responsibilities between the Regional Office for Arab States and the Jordan Office should be developed for each donor-funded programme. Division of roles and responsibilities at the design stage should also be made clearer between ROAS, Jordan Office, and PARDEV.
- Who:** Management staff in Jordan and ROAS Beirut, PARDEV
- Action:** Develop management structure for each project
- Priority level:** Medium
- Timeframe:** Structure can be developed now and adapted for specific project
- Resources:** Management time
11. Implementation preparedness: To allow for efficient implementation, a work plan should be drawn up prior to the launch of key interventions, with input from the Regional Office and the Jordan project staff, covering technical backstopping, identification of risks, sustainability strategy, policy advocacy, government links, etc.
- Who:** ROAS and project staff Jordan
- Action:** Develop joint workplan
- Priority level:** Medium
- Timeframe:** During design and inception phase, revisited regularly during implementation
- Resources:** Nil
12. Results-Based Monitoring and Evaluation Strategy: The programme team should focus on monitoring and reporting results. The M&E strategy should be incorporated into the design document and a M&E plan developed during the inception phase with clear outcome statements supported by outputs and performance indicators, baseline data, gender disaggregated data, and data on the number of Jordanian and Syrian workers reached. While dedicated M&E staff should be recruited, M&E capacity building should be provided to the project team as a whole because M&E is a joint responsibility.

**Who:** ROAS Regional M&E Coordinator and project staff Jordan

**Action:** Develop results-based M&E plan, set up M&E system, ROAS RPU M&E officer backstopping and quality control function should be used.

**Priority level:** Medium

**Timeframe:** During design and inception phase, revisited regularly during implementation

**Resources:** M&E training for project staff

13. Contribute to the targets of the 3 RPR: The following data should be collected in the M&E strategy:

- # of individuals employed or self-employed – including short-term (cash for work and seasonal labour) and long-term employment
- # of individuals supported to access employment (training, internships, job placement and language courses)
- # of mixed groups supported in social cohesion initiatives (directly or indirectly)

**Who:** Syria Refugee Response Coordinator, project staff

**Action:** Integrate in project design and M&E strategy

**Priority level:** High

**Timeframe:** During next project phase

**Resources:** Nil

14. Social cohesion: Interventions are implemented in a context of increased underlying tensions among often very vulnerable groups and communities. The programme should have a social agenda that addresses issues linked to marginalization through the creation of local structures or groups.

**Who:** Relevant ROAS technical staff, Jordan project staff

**Action:** Integrate in project design

**Priority level:** Medium

**Timeframe:** During next project design

**Resources:** Nil

## Annex 1 – Lessons Learned

<b>ILO Lesson Learned</b> <b>Supporting the Strategic Objectives of the London Syria Conference</b> <b>Martine Van de Velde</b>	
<p>The following Lesson Learned has been identified during the course of the evaluation. Further text can be found in the full evaluation report.</p>	
LL Element	Text
<p><b>Brief description of lesson learned (link to specific action or task)</b></p>	<p>The ILO supported <b>agricultural working permits through 21 cooperatives</b> located in Irbid and Mafraq. Cooperatives play an important role in Jordan, mainly in rural and more economically deprived areas.</p> <p>During the evaluation mission it was found that ILO's engagement with the agricultural cooperatives can be strengthened through considering better the organisational capacity and nature of cooperatives:</p> <ul style="list-style-type: none"> <li>• During the evaluation mission it was noticeable that the cooperatives in Jordan are weak organisationally. Therefore, engaging them further in ILO activities should be part of an organisational capacity building approach.</li> <li>• Ensure that cooperatives are covered for the costs they incur in facilitating the work permit process. Failure to do so could lead to poor quality work, lack of follow-up on the part of the cooperative or, in extreme cases, may lead to abuse of position towards workers applying for work permits.</li> <li>• Cooperatives should be considered as part of the private sector, often with a dual agenda of setting up income generating and profit-making interventions combined with providing services to their members and communities.</li> <li>• Consider reducing the number of cooperatives but increasing the support provided. When support is spread too thin then the cooperatives are not in a position to initiate economic opportunities for their communities.</li> <li>• Take into consideration any sensitivities between MoA and cooperatives; there often tends to be competition between cooperatives and MoA, especially over funding.</li> </ul>
<p><b>Context and any related preconditions</b></p>	<p>Need support from the Ministry of Labour and other relevant ministries to provide capacity building support to cooperatives.</p> <p>Interest and commitment from the selected cooperatives to adapt and change their way of operating in certain areas.</p>
<p><b>Targeted users / Beneficiaries</b></p>	<p>Agricultural Cooperatives with which ILO is engaging to support the work permit process for Syrian refugee workers.</p> <p>Ultimate beneficiaries will be the Jordanian workers, Syrian refugee workers and the community members the cooperative is serving.</p> <p>ILO project staff in the Jordan Office will be strengthened in their ability to provide capacity building support to cooperatives.</p>

## ILO Lesson Learned

### Supporting the Strategic Objectives of the London Syria Conference

Martine Van de Velde

The following Lesson Learned has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

LL Element	Text
<p><b>Challenges /negative lessons - Causal factors</b></p>	<p>The cooperatives in the areas where there was a large influx of refugees do not have the capacity to deal with the demands to provide increased services.</p> <p>Cooperatives don't have a strong member base or their own income generating projects providing sustained income to the cooperative. Requests to cooperatives to provide additional services puts a strain on the organizations.</p> <p>Need to find a balance between providing financial support to the cooperatives for the services they provide while avoiding their dependence on external aid.</p> <p>In some cooperatives, the organizational structure is not always democratic. ILO, working with cooperatives, gives the management a certain standing and recognition in addition to power over Syrian workers, who need the support of the cooperative to access work permits. It is important to work with the cooperatives on how to be a good community responsive organization.</p> <p>Cooperatives need to be well informed about their responsibilities and how to implement these in their communities. Through their engagement with ILO the cooperatives achieved a certain standing in their community as an enabling organisation to access work permits as well as daily or seasonal agricultural labour opportunities. The latter was found to be mainly organised between the cooperatives and a 'middle-man'. It was not evident what exactly the role was of the 'middle-man' and his/her relation with the workers.</p>
<p><b>Success / Positive Issues - Causal factors</b></p>	<p>The majority of the cooperatives visited welcomed the opportunity of providing additional support to the people living in their area. This was the strongest within those cooperatives who had a good member base and were really rooted in their communities through provision of services.</p>
<p><b>ILO Administrative Issues</b></p>	<p>Train project staff in capacity building of cooperatives; training to be provided by ROAS technical staff members.</p> <p>A strong cooperative strategy should be developed as part of the project design and inception phases.</p> <p>Ensure sufficient staff are in place to follow up activities with the cooperatives.</p> <ul style="list-style-type: none"> <li>• Adapt ILO's "My COOP Guidance" to the Jordanian context. To achieve this the Jordan programme should receive support from the ILO cooperatives specialists based in Beirut or Geneva.</li> </ul>

## Annex 2 – Emerging good practice

<b>ILO Emerging Good Practice</b> <b>Project Support Supporting the Strategic Objectives of the London Syria Conference</b> <b>Martine Van de Velde</b>	
<p>The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.</p>	
GP Element	Text
<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p><b>Engaging with the private sector</b> is in direct support of the London Conference to boost employment for refugee workers. UK Government pledged to build economic opportunities and create job opportunities for Syrian refugees and vulnerable host communities.</p> <p>As part of the project's private sector engagement a pilot project was developed with Odeibo sweet factory in Irbid. In this case the private sector company provided training for Jordanian and Syrian women and committed to providing additional training in the future.</p> <p>In discussion with the Odeibo factory owner the idea was brought forward that, if ILO supported the set-up of a workshop for women, the factory would provide product quality control and buy an agreed quota of produce for sale in the Odeibo sweets shops.</p>
<p><b>Relevant conditions and Context: (limitations or advice in terms of applicability and replicability)</b></p>	<p>Direct engagement with the private sector could also be linked with the initiatives supporting skills development and job matching among Jordanian and Syrian workers, such as the Certificate for Prior Learning (CPL) and the vocational training through the National Employment and Training (NET) Company. It would help to ensure skills development responds better to private sector demands.</p> <p>While providing vocational training for workers to enhance their skills is both desirable and beneficial, this needs to be complemented with innovative ideas to engage with the private sector to seek employment opportunities.</p>
<p><b>Establish a clear cause-effect relationship</b></p>	<p>High unemployment among Jordanian and Syrian low skilled workers: engaging with the private sector in the search for possible opportunities will have an impact on unemployment.</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>Targeted beneficiaries are unemployed low-skilled workers among refugees and host communities.</p> <p>Measurable impact include number of temporary and permanent jobs created, additional impact earned and effect on livelihoods.</p>
<p><b>Potential for replication and by whom</b></p>	<p>If private sector engagement is effective, there is strong potential for this approach to be replicated by other UN agencies, INGOS and relevant Jordanian institutions.</p>
<p><b>Upward links to higher ILO Goals</b></p>	<p>Engaging with private sector should be linked with ILO's goal of supporting Decent Work opportunities.</p>

**ILO Emerging Good Practice**

**Project Support Supporting the Strategic Objectives of the London Syria Conference**

**Martine Van de Velde**

**The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.**

<b>GP Element</b>	<b>Text</b>
<b>Other documents or relevant comments</b>	ILO to look into the strategies used under programmes supported in other countries, such as DFID's programme in Palestine providing matching grants to Palestinian businesses in return for the offer of job opportunities.



#### 7.1.1.4 INTERNATIONAL LABOUR ORGANIZATION

#### TECHNICAL COOPERATION

#### Terms of Reference (ToR) for Final Independent Project Evaluation “Supporting the strategic objectives of the London Syria Conference 2016”

#### 1 Key facts

<b>TC Symbol:</b>	JOR/16/06/GBR
<b>IRIS Code:</b>	10/58/87
<b>Country:</b>	Jordan
<b>Project titles:</b>	Supporting the strategic objectives of the London Syria Conference 2016
<b>Duration:</b>	6.5 months
<b>Start Date:</b>	13 <sup>th</sup> September 2016
<b>End Date:</b>	31 <sup>st</sup> March 2017
<b>Administrative unit:</b>	Regional Office for the Arab States (ROAS)
<b>Technical Backstopping Unit:</b>	Regional Office for the Arab States (ROAS)
<b>Evaluation requirements:</b>	Final Independent Evaluation
<b>Donor:</b>	Government of the United Kingdom of Great Britain and Northern Ireland represented by the Foreign and Commonwealth Office
<b>Budget:</b>	FCO: USD 1,418,733 (GBP 1,082,493.62)

#### 2 Introduction and rationale for the evaluation

The conflict in Syria erupted in 2011, and the ensuing refugee crisis remains one of the largest, most protracted and complex humanitarian emergencies of modern times. The effects of the Syrian crisis in Jordan are increasingly spilling over into the economic and social spheres – leading to stalled economic activity, loss of income, and shrinking access to quality public services that already had to contend with difficult socioeconomic conditions before the beginning of the Syrian crisis.

The project is approaching its end and requires a final independent evaluation. ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures.

### **3 Project background**

---

#### ***Project Context and Background***

The Government of Jordan through the Jordan Compact which was presented at the London Syria Conference on February 4th 2016 agreed to change the macro-level situation for job creation in the country, in return for radical improvements in trade and investment, in order to boost employment and accommodate the participation of Syrians in the labour market. The Regional Refugee and Resilience Plan, the Jordan Response Plan to the Syria Crisis, both of which came about following the Syria Conference also called for collective action to provide better economic, financial and job opportunities for Syrian refugees and vulnerable Jordanians.

In April, the Jordanian Ministry of Labour gave Syrians a three-month grace period to register for work permits, and a suspension of fees for the same period for occupations open to non-Jordanian workers. However, this initiative has proved insufficient: since the grace period began, less than 4,000 Syrian refugees have applied for and obtained work permits.

The persistent presence of Syrians in the informal economy contributes to the further segmentation of the Jordanian labour market with a new bottom layer of Syrian refugee workers. Conversely, the formalisation of Syrian refugees' jobs is considered here as a positive step, not only for Syrians but also Jordanians, as it will prevent further deterioration of the wages and working conditions, for Jordanians too.

As part of the implementation of the Jordan Compact, it is therefore imperative to devise mechanisms whereby Syrians and Jordanians will be matched with available jobs, access working permits, and benefit from decent wages and working conditions.

The proposed Jordan Compact will have different impact in each sector. Industrial sectors will benefit from formal compliance programmes linked to the EU trade agreement, on the model implemented by ILO IFC Better Work Programme.

The construction and the agriculture sectors where many Syrians already work informally, will need a significantly different model that ensure Syrians and Jordanians (a) are matched with available jobs, (b) are registered with working permits, (c) benefit from decent wages and working conditions.

The proposed project aims at ensuring the push for decent jobs in the formal economy related to the EU trade deal is matched by a comparable effort for the informal economy, especially the construction and agriculture sectors.

#### ***Purpose of the Project***

As a direct follow up to the London Syria Conference, the UK, as part of our international commitments, pledged to build economic opportunities and create job opportunities for Syrian refugees and vulnerable people in host countries. This project directly supports this commitment. At the end of the project, at least 5,000 Syrians and vulnerable Jordanians will have benefited from an easier access to decent work in agriculture and construction because



of (a) job matching and skills development services; (b) improved regulatory framework and compliance activities; (c) joint business ventures for these two sectors (agriculture related products and constructions).

### ***Beneficiaries***

Beneficiaries include Syrians and Jordanians in the two governorates of Mafraq and Irbid, and are involved intermittently in the agricultural and construction sectors, on an informal basis. This project will allow them to benefit from a (a) working permits (for Syrians) and social security protection (for both); (b) enhanced skills or certification of their skills through recognition of prior learning; (c) improved working conditions; (d) opportunity to compete for a grant and technical services if they want to open a joint business venture.

The programme was devised based on participatory focus group discussions with the target beneficiaries that highlighted the lack of formalisation of the work, and the lack of matching services as important impediments for their livelihoods. A pilot had already started with ILO core resources to try out the proposed model. The project design proposed reflected the lessons learnt so far. The ILO used guidelines developed for employment services in emergency situations, which were revised in the region for UNRWA:

([http://www.ilo.org/beirut/publications/WCMS\\_232639/lang--en/index.htm](http://www.ilo.org/beirut/publications/WCMS_232639/lang--en/index.htm) )

Special attention was paid to women's participation in the programme. There had been thorough review of the impediments preventing them to get involved in the two sectors. Practical challenges were tackled with direct measures (installation of separate latrines, working time arrangements etc.), while cultural barriers were tackled by direct interactions with their families to try to overcome them. Another focus was the segregation of jobs in the labour market. Employers benefitted from direct awareness raising sessions to improve their understanding on the importance of women participation in all occupations. No less than 40 % of the beneficiaries were expected to be women.

### ***Project Management Arrangements***

The project is managed by a Project Coordinator based in Amman. The CTA is supported by a project assistant.

The project is technically backstopped by ILO ROAS through inputs from the skills and employability, employment, workers', employers', and International Labour Standards specialists and the specialized departments in ILO HQs. The Regional Programming Service Unit at the ILO Regional Office in Beirut provides programmatic support and facilitates the implementation of the project.

## **4 Purpose, Scope and Clients of the Evaluation**

---

The purpose of this evaluation is to:

- Determine if the project has achieved its stated objectives and explain why/why not;
- Determine the impact of the project in terms of sustained improvements achieved;
- Provide recommendations on how to build on the achievements of the project and ensure that it is sustained by the relevant stakeholders;
- Document lessons learned, success stories, and good practices in order to maximize the experiences gained;

- Examine stakeholder perception of the value-added of the project, and its impact in terms of developing the capacities of national constituents to advance gender equality in the world of work.

The report will take into account the project's **relevance, effectiveness, efficiency, sustainability, and lessons learned**. Specifically, the evaluation will examine the following aspects:

- **Changes in context and review of assumptions (relevance):** Is the project's design adequate to address the problem(s) at hand? What internal and external factors have influenced the targeted groups and [implementing partners] to meet projected outcomes? Were the project objectives and design relevant given the political, economic and financial context? The consultants should present a brief overview of the policy environment and the economic and business conditions that have had an impact on the Syrian refugee crisis during the program implementation period.
- **Results in terms of outputs achieved (effectiveness):** Did the programme reach the expected number of targeted groups? Are the beneficiaries satisfied with the quality and delivery of services? If not, in what way did the services not meet with expectations and why? What concrete improvements and changes have taken place as a direct result of the program?
- **Assessment of outcome/impact (effectiveness):** How has the project contributed towards project's goal? To what extent has the project contributed the capacity of the constituents? How could the project impact have been improved?
- **Achievement of projected performance indicators and targets (efficiency):** What has been the project performance with respect to indicators and agreed responsibilities with respect to program implementation?
- **Sustainability:** The report should assess the level of the project's sustainability. Will the project's effects remain over time? Will the project's activities/services continue to be provided after the ILO funds have completely been expended?
- **Lessons learned:** The consultant should provide information on the economic/political/financial conditions that should exist, qualifications of the implementation partners, required stakeholder participation, and other factors that should be in place to inform the design of future operations.

A suggested outline for the final evaluation can be found below.

### **Scope**

The evaluation will look at the project activities, outputs and outcomes to date. The evaluation should take into consideration the project duration, existing resources and political and environmental constraints. The evaluation will also take specific note of the role of ILO constituents in the implementation and integration of gender mainstreaming in their respective organizations.

In particular the evaluation will examine the quality and impact of project activities on the target groups, looking at:

- **Development effectiveness:** The extent to which the development intervention's agreed objectives and intended results were achieved;

- **Resource Efficiency:** The extent to which resources were economically converted into results, including mention of alternative more cost-effective strategies when applicable;
- **Impact:** Positive and negative, intended and unintended long-term effects;
- **Relevance:** The extent to which the development intervention of the project meets the needs of constituents, country needs, global priorities and donor policies;
- **Sustainability:** The continuation of benefits and probability of continued long-term benefits after the project has been completed.
- **Partnerships:** The extent to which the project contributed to capacity development of the involved partners, the effectiveness of partnership development and implications on national ownership and project continuity/sustainability;
- **Lessons learned and good practice:** Good practices identified by the project, key lessons learned from programme implementation, and recommendations for similar programmes/projects.

### ***Clients of Evaluation***

The primary clients for this evaluation include FCO, DFID, ILO Regional Office for Arab States, ILO, ILO Jordan project management team, Jordanian Ministry of Labour and the social partners (workers' and employers' organizations).

Secondary clients of the project evaluation include other units within the ILO that may indirectly benefit from the knowledge generated by the evaluation.

## **5 Suggested Analytical Framework**

---

### **5.1 Relevance and strategic fit**

- a. How is the project contributing to the national priorities/national development plans of Jordan?
- b. To what extent do project activities fall under the framework of Decent Work Country Programme in Jordan? To what extent are project activities linked to the United Nations Development Assistance Framework (UNDAF), and other global commitments including the SDGs and the agenda 2030?
- c. To what extent does the project fit into the Jordan Response Plan and the 3RP (Regional Refugee & Resilience) Plan?
- d. Are the planned project objectives and outcomes relevant and realistic to the situation and needs on the ground? Were the problems and needs adequately analysed?
- e. How well does the project design take into account local efforts already underway to address the Syrian refugee crisis in Jordan? Does the project's design fill an existing gap that other ongoing interventions have failed to address?

### **5.2 Validity of the design**

- a. Is there a logical causal link between the activities, outputs and milestones? Please describe the synergies between the different components. Is the timeframe for programme implementation and the sequencing of project activities logical and realistic?

- b. On which risks and assumptions does the project build? How crucial were they for the success of the project? Were risk mitigation strategies developed in the design phase?
- c. How appropriate and useful are the indicators described in the project document for monitoring and measuring results? If necessary, how should they have been modified to be more useful?
- d. Was the strategy for sustainability of impact defined clearly at the design stage of the project? If yes how? Was the approach taken appropriate to the context?

### **5.3 Project progress and effectiveness**

- a. Has the Project achieved its planned objectives in a timely manner? Kindly provide an analysis by outcome (milestone) and output. (Please provide an outcome and output heading before each analysis).
- b. What have been the constraining factors and how have they been addressed?
- c. How have stakeholders been involved in project implementation? Has project management been participatory and has the participation contributed towards achievement of the project objectives? How effective was the collaboration with the relevant ILO offices, other UN agencies, media, and non-governmental organizations working on the Syrian refugee crisis, and what has been the added value of this collaboration? Have systems been put in place to enhance collaboration with other UN agencies, government institutions working on this issue?
- d. What alternatives strategies would have been more effective in achieving the project's objectives?
- e. How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?
- f. How efficient has the project been in communicating its results, disseminating success stories and enhancing visibility? How effective was collaboration with the media?

### **5.4 Efficiency of resource use**

- a. Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes? Do the project results justify the time and financial resources and human resources invested in the project? Have resources been used efficiently? Has the implementation of activities been cost-effective? Could the same results have been attained with fewer resources?
- b. Have project funds and activities been delivered in a timely manner? Were there any major delays? What were the difficulties, and how did the project deal with this delay in work plan?
- c. Was the timeline initially envisioned for the Project adequate considering Project outputs and outcomes?

### **5.5 Effectiveness of management arrangements**

- a. Are management capacities adequate? Does the project governance structure facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibilities and division of labour between project staff?

- b. How effective was communication between the project team, the regional office and the responsible technical department at headquarters? Does the project receive adequate technical, programmatic, administrative and financial backstopping and support from the ILO Regional Office for Arab States, technical specialists and the relevant HQ departments?
- c. How effectively does the project management monitor project performance and results? Does the project report on progress in a regular and systematic manner? Is the reporting evidence-based? What M&E system has been put in place, and how effective has it been? Is relevant data systematically being collected and analysed to feed into management decisions? Is data disaggregated by sex? Is information being regularly analysed to feed into management decisions?
- d. Has the project made strategic use of coordination and collaboration with other ILO projects, relevant projects being implemented by other UN agencies, and with other donors to ensure synergies and increase effectiveness and impact?

### **5.6 Impact orientation and sustainability**

- a. To what extent is the project making a significant contribution to broader and longer-term development impact? Is the project strategy and management steering towards impact?
- b. How can ILO ROAS build on the Project's achievements?
- c. Are national partners able and willing to continue with the project? How effectively has the project built national ownership? Are results anchored in national institutions and can the local partners maintain them financially at end of project?
- d. Can any unintended or unexpected positive or negative effects be observed as a consequence of the project's interventions?
- e. Should there be a continuation of the project to consolidate achievements? In what way should the next phase be different from the current one?
- f. What are some good practices that can be extracted from the Project? How was the practice carried out, what makes it good, and what are the circumstances in which it took place?
- g. What lessons can be learned for similar projects in response to conflict situations at regional levels (Syria, Lebanon, Jordan, etc.)?

## **6 Methodology/Approaches to Evaluation**

---

The evaluation will be conducted by an Independent Evaluator, who will undertake a mission to Jordan and tentatively Lebanon. The evaluator will be requested to present a more detailed evaluation methodology and an evaluation plan based on the suggested analytical framework and the desk review. This will need to be approved by the evaluation manager.

The project team and ILO ROAS will be responsible for providing all logistical support to facilitate the evaluation process. The evaluation will be carried out using a desk review, alongside field visits to project sites for consultations with project staff, ILO constituents and other primary internal and external stakeholders. Upon completion of the mission, the Evaluator will disseminate initial findings.

While the evaluation will be strictly external and independent in nature, it will be participatory to the extent possible, engaging ILO constituents, beneficiaries, and other stakeholders. The evaluation will include but will not be restricted to:

- a) A desk review conducted in home-country of project documents and materials provided by the evaluation manager to the evaluation consultant;
- b) Presentations/inductions with project staff, primary internal and external stakeholders and social partners explaining the process, methodology, objectives and principles of the participatory evaluation;
- c) Key interviews with the CTA, project staff, technical specialists backstopping the project, project partners, and key project stakeholders;
- d) Phone Interviews with ILO HQ, and meetings with relevant focal points in the ILO Regional Office for Arab States;
- e) Presentation of findings and recommendations to selected stakeholders and partners upon completion of the Evaluation Report.

## 7 Deliverables

---

The expected outputs to be delivered by the evaluation consultant are:

- a) Desk review;
- b) Inception report
- c) Preliminary findings from field visit;
- d) Draft report;
- e) Final Report including:
  - Executive Summary;
  - Clearly identified findings (the findings section needs to include the evaluation questions followed by corresponding answers);
  - Clearly identified conclusions and recommendations;
  - Lessons learned and potential good practices and effective models of intervention drafted in user-friendly language for publication and circulation to wide audiences;
  - Appropriate Annexes including present TORs;
  - Standard evaluation instrument matrix.

### ***Sample structure and table of contents of the Evaluation Report:***

Cover page with key project and evaluation data

- Abstract (3-5 pages according to ILO Evaluation Summary template)
- Brief background of the project and its logic
- Purpose, scope and clients of evaluation
- Methodology employed
- Review of implementation

- Findings regarding project performance
- Conclusions
- Recommendations (including tracking table with relevant follow-up responsibilities)
- Lessons learned and best practices
- Summary of potential areas for further investigation and implications for global/regional strategies
- Annexes, including TORs, persons contacted etc.

The final report will be circulated to key stakeholders for their review. Comments from stakeholders will be consolidated by the evaluation manager at the Regional Office for Arab States and provided to the evaluator. In preparing the final report the evaluator should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

## **8 Management arrangements, work plan and timeframe**

---

The evaluation will be managed by the Regional Evaluation Officer at ROAS Beirut. The evaluator will have to report exclusively to the evaluation manager.

The final evaluation mission will be comprised of one international evaluator, who will be contracted by the ILO. S/he will be responsible for conducting the evaluation, as per the terms of reference. The appointed consultant shall:

- Review the TOR and provide input as necessary;
- Review project documents and other related materials;
- Conduct preparatory briefings with ILO;
- Develop the inception report;
- Draft the evaluation report and finalize it based on comments from the primary internal and external stakeholders.
- Conduct debriefing on findings, conclusions, and recommendations of the evaluation with key stakeholders;

The Evaluation manager (EM) is responsible to:

- Draft the final evaluation TOR;
- Finalize and approve the TOR with input from the stakeholders and the evaluators;
- Ensure proper stakeholder involvement;
- Participate in preparatory meeting prior to the evaluation mission;
- Assist in the implementation of the evaluation methodology, as appropriate (i.e., participate in interviews, review documents) and in such a way as to minimize bias in evaluation findings;
- Circulate draft and final report to stakeholders;
- Review and provide comments on the evaluation report;

- Participate in debriefing on findings, conclusions, and recommendations of the final evaluation;
- Ensure follow-up to the evaluation recommendations.

The CTA is responsible for:

- Reviewing the TOR and providing input, as necessary;
- Providing project background materials and information;
- Participating in preparatory meeting prior to the evaluation mission;
- Providing logistical and practical support, as needed;
- Coordinating exchanges of comments of the evaluation team with the partners during the evaluation;
- Participating in debriefing on findings, conclusions, and recommendations of the final evaluation;
- Reviewing and providing comments on the draft evaluation report.

## **9 Qualifications**

---

Evaluation consultant:

- At least 10 years of experience in the design, management and evaluation of development projects with a crisis response focus
- Good understanding of the Syria crisis response;
- Experience in evaluations in the UN system, preferably as team leader;
- Relevant regional experience in the Arab region;
- Relevant field experience in capacity building and training;
- Fluency in spoken and written Arabic and English, with strong editorial skills in English;
- Experience in facilitating workshops for evaluation findings.



## **Annex 4 – Inception Report**

**Prepared by Martine Van de Velde, Evaluation Consultant**

### **Introduction**

The Terms of Reference (TORs) highlight clearly that ILO expects the evaluation to be centred on learning and to be forward-looking, with a focus on:

- Identifying and presenting: Lessons learned; Emerging good practices; Expected impact and sustainability; Presenting evidence and results based findings; Obtaining stakeholders perceptions on the value added of the project; Presenting strong recommendations for future programming.

To address the TORs, the evaluation will use quantitative and qualitative data gathering, analysis and assessment techniques and triangulate findings as much as possible. Gender equality and rights based approaches will be integrated in the evaluation methodology and addressed in the report findings. The proposed fieldwork will include consultation with stakeholders from refugee and host communities (where possible) and ensure that research and analysis includes views of all groups, including those which might be more marginalised due to existing power relations. Documentation analysis will take place prior to the in-country mission. The evaluation will be subject to a wide consultation with, inter alia; ILO, Government of Jordan representatives, UN agencies, FCO, DFID and other donor representatives, civil society organizations, private sector and end-beneficiaries.

While the evaluation will be independent the approach used will be participatory and have a strong learning focus, engaging with ILO and other stakeholders and partners to ensure mutual learning and sharing of information and experiences. The evaluation will be supported by the ILO office in Jordan to organise in-country meetings and fields visits. The evaluation will also include an end of mission debriefing to discuss the preliminary findings and conclusions with stakeholders following completion of the field work and before making final recommendations.

The project was funded by the UK Foreign and Commonwealth Office (FCO) for a sum of GBP 1,082,493.62, with an implementation period from the 13th of September 2016 to 31st of March 2017. The project was implemented by the International Labour Organization (ILO) in Jordan with technical backstopping provided by ILO's Regional Office for the Arab States (ROAS).

The TORs include a comprehensive list of questions guiding the conceptual framework. Using this list, the evaluator has taken the step (see section 1 Conceptual Framework) to identify the main questions against the OECD-DAC criteria: relevance, efficiency, effectiveness, sustainability and impact.

Additional topics identified in the TORs but not covered under the OECD-DAC criteria are listed after the OECD-DAC criteria. The additional topics for the evaluation have a closer look at the project design, management structure used and identify good practices and lessons learned to support future programming.

A comprehensive list of project documentations was provided by ILO's Regional M&E Officer (using the Dropbox facility). The evaluator is in the process of further reviewing these documents before the start of the in-country mission. The initial assessment is that the documents provided allow for a good understanding of the contextual challenges the programme has been faced with, the policy development and research undertaken during the different phases, the priorities of the Government of Jordan, ILO and the wider UN and international community.

## **Conceptual Framework – Adherence to the TOR**

An analytical framework (including OECD-DAC criteria supported by evaluation questions) which is the basis for the evaluation is included in the Terms of Reference. The evaluation is expected to be in line with Results Based Management (RBM) practices, assess the performance of the project against the OECD criteria, be gender disaggregated in data collection and presentation, and utilize ILO's guidance notes and checklists developed by ILO's evaluation unit.

### **Assessment of ILO's strategy**

Before addressing the evaluation questions, the evaluation will focus on reviewing ILO's strategy (focus on 3 different levels) and assess whether this strategy was relevant and effective considering the needs and priorities of the Government of Jordan and the needs of the beneficiaries (refugees and host communities). This strategy discussion will take place at the start of the in-country mission with the ILO CTA and other relevant ILO programme staff. Sufficient time should be scheduled for the evaluation consultant and the ILO staff to meet.

### **The evaluation will answer the following main questions:**

- Among the different evaluation questions included in the TORs it is important to identify the key questions ILO wants to see answered as a priority. What priority information does ILO want to obtain from this evaluation and for what future purpose? This is also in line with ILO's Guidance Notes which recommends 2-3 questions to be identified against each OECD-DAC Criteria.
- In the inception report the main questions have been identified. This does not mean that the remaining questions will included in the TORs will be ignored. Selection of the main questions has been done based on the available information and initial consultations with stakeholders on expectations and focus around the evaluation.
- Prior to seeking evidence for the different evaluation questions, it will be important to establish a clear understanding – in consultation with ILO counterparts – of the project's three-pronged strategy, the interventions and outputs achieved.
- It would be beneficial if the ILO project office in Amman could provide an overview of the results achieved at the output level and a self-assessment to what extent change at the outcome level has been achieved. This would provide a strong basis for the evaluation to focus on the outcome and impact level.

### **Relevance**

#### *To the Government of Jordan:*

- Q1 - How is the project's strategy contributing to the national priorities/national development plans of the Government of Jordan?
- Q 2 - To what extent does the project fit into the Jordan Response Plan and 3RP (Regional Refugee and Resilience) Plan?
- Q 3 - Does the project respond to the real needs of the ILO constituents (Ministry of Labour, the Worker's and Employers' organizations)?

#### *To ILO and other UN agencies:*

- Q 3 - To what extent do project objectives and activities fall under the framework of Decent Work Country Programme in Jordan?
- Q 4 - To what extent are project objectives and activities linked to the United Nations Development Assistance Framework (UNDAF)?

#### *Syrian Refugees:*

- Q5 – To what extent did the project address priority needs for Syrian refugees accessing the Jordanian labour market?

### *Strategic fit:*

- Q 5 - To what extent is the project strategically aligned with interventions implemented by other key development actors focusing on Syrian refugees and host communities? Does the project's design fill an existing gap that other ongoing interventions have failed to address?

### **Effectiveness**

- Q 1 - Has the project achieved its planned objectives in a timely manner? Provide an analysis by outcome (milestone) and output. What have been the results of the project at the level of outcome statements?
- Q2 – Are the project partners using the outputs? With what results? Have been project outputs been transformed by the project partners into outcomes?
- Q 3 – Please provide evidence that supports the self-reported achievements found in Annex A. to what extent are the achievements related to the government policy level changes attributable to the project?

### **Efficiency**

- Q 1 - Do the results justify the time and financial and human resources invested in the project? Was the level of funding sufficient? Does the project represent Value for Money?
- Q 2 - Have project funds activities been delivered in a timely manner? (note this is a question more linked with the effectiveness of the project management).
- Q 3 - Did the project work efficiently with other development actors to complement interventions and maximize resources? What was the role of the project in resource mobilisation?

### **Sustainability**

- Q 4 - Was the project supported by a well-defined and regularly revisited sustainability and exit strategy? Are any interventions at risk of not being sustained?
- Q 5 - Are results anchored in national institutions and can the local partners maintain them financially at the end of the project? How effectively has the project built national ownership?

### **Impact of results**

- Q 6 - To what extent is the project making a significant contribution to broader and longer-term development impact? What is the evidence to support this assessment?
- Q 7 - Should there be a continuation of the project to consolidate achievements? If yes, what should the next phase focus on?
- Q 8 - Can any unintended or unexpected positive or negative effects be observed as a consequence of the project's interventions?
- Q 9 - How has the project contributed towards project's goal? To what extent has the project contributed the capacity of the constituents? How could the project impact have been improved?

### **Lessons learned and good practices**

- Q 1 - How can ILO ROAS build on the project's achievements?
- Q 2 - What are some good practices that can be extracted from the Project? How was the practice carried out, what made it good and what were the circumstances in which it took place?

### **Other questions**

## Validity of the design

- Q 1 - Was the project as a whole supported by a clear well-articulated design document?
- Q 2 – Was the project supported by a results framework (including performance indicators), M&E strategy, gender strategy, exit strategy.

## Effectiveness of management arrangements

- Q 1 - Does the project governance structure facilitate results-based management?
- Q 2 - How effective has the management of the project been in achieving the results? (participatory, collaboration with GoJ, ILO offices and other UN agencies, NGOs, media...)
- Q 3 - Did the project team receive the necessary and timely technical and management support from other ILO offices?
- Q 4 - Does the project M&E Framework support evidence-based monitoring and reporting on project performance and results? Is there a clear link between M&E, learning and implementation? Is the programme supported by a gender responsive M&E system?
- Evaluation Methodology

## Consultation process

Below is an initial list with suggested people or organizations to meet as part of the in-country evaluation mission. This list is not exhaustive and may contain people or organizations that are not critical to achieving the expected outputs of the evaluation. It would be best if ILO based in Jordan takes charge of the in-country programme for the mission in consultation with the evaluator.

## Preliminary list of Key Informant Interviews (KIIs)

- **ILO:** Close working relationship with programme CTA based in Amman and the ILO Regional M&E Coordinator based in Beirut. During the week before commencement of the in-country mission a Skype call should be organised for an initial discussion with the CTA. ILO office in Amman, Beirut, Geneva. ILO field technical specialists.
- Donor representatives: FCO, DFID
- **Government of Jordan:** Consultation will take place through Key Informant Interviews. Relevant staff of the Ministry of Labour and other relevant Government Institutions (including Ministry of Planning and International Cooperation, Ministry of Public Works, Ministry of Labour; labour inspectors...). Workers' and employers' organizations
- **Local Economic Development Committees:** to discuss the development of the two economic development plans.
- Stakeholders external to ILOs project interventions: UNDP, World Bank, relevant NGO representatives
- **Beneficiaries:** FGDs with Syrian refugees and host communities supported under the programme (through work permit applications, employment, training...). FGDs with both male and female refugees.
- Field visits to refugee and host communities in Irbid and Mafrq

## Data Collection Methods

Document review: Prior to the start of the in-country mission. There is a need to review with ILO to what extent available project documentation addresses the evaluation questions included in the TORs, what information is missing and how additional required data can be collected within the time available.

Inception meeting with ILO should take place at the beginning of the evaluation for in-depth discussion about the project (strategy, results, impact, sustainability, risks, gender). Follow-up discussions with ILO CTA and Regional M&E Coordinator should take place at regular intervals.

### **Qualitative and quantitative data collection**

Focus Group Discussions and Key Informant Interviews (one-to-one meetings) will be the main method used in the evaluation to obtain qualitative data and seek stakeholders' views. Qualitative data gathering and analysis will provide meaning to the quantitative data gathered. Data gathered will be cross checked with project documentation provided.

Key Informant Interviews and FGDs will be semi-structured and allow the evaluator to tap into the knowledge and learning of those most closely linked to the project. Evaluation questions and sub-questions are included in this document. Questionnaires more specific to the KIs and FGDs will be developed prior to the meetings.

All interviews will be conducted on the basis that nothing said will be attributed to the interviewees in any way that would allow them to be identified as the source.

Field visits to take place to visit pilot project sites, meet with refugees and host communities, private sector partners, local government.

In-country de-briefing will take place at the end of the evaluation mission during which preliminary findings and observations will be shared and discussed with ILO staff. It is important that this discussion takes place prior to drafting the report and firming up recommendations.

For presentation of results and the write-up of the Evaluation Report in general, focus will be on presenting clear practical and operational recommendations with the aim of strengthening programme performance. The report will aim to use tables and graphs – wherever possible – to present results and findings.

Gender Equality and Human Rights focus will be integrated, looking at changes to gender and power relations, ensuring all affected groups are represented in the evaluation consultation process. All evaluation questions will be assessed considering a gender and rights-based lens. The evaluation will integrate ILO's guidance and policies on Gender Equality (ILO Evaluation Unit - Guidance Note 4).

### **Focus Group Discussions (FGDs) and Field Visits**

The size of the FGDs should be limited and should not exceed 15 (preferred size is 10-12 participants). It is important that both women and men have an equal opportunity to be consulted and express their views. If gender disaggregated groups would be better because of present power relations, this should be organised.

Equally important is that both refugees and members of the host community are consulted for the FGDs and visits to actual project sites.

### **Data Triangulation**

The evaluation will maintain a strong chain of evidence from the information gathered to the recommendations made. This is necessary to avoid one of the most common criticisms of evaluations; that recommendations are not based on conclusions, or conclusions on findings, nor findings on evidence.

The evaluation will apply triangulation for improving the quality of information used to support the findings. This cross checking of information should allow the evaluator to build up an accurate picture of the information. The following methods will be employed to achieve data triangulation:

- Using different sources of information – cross checking information with different people. This will involve talking to various people in the community, looking at the different perspectives of the stakeholders.
- Using different methods of data collection – mixing quantitative and qualitative techniques, or formal and less formal participatory methods generating different types of information, but supporting a consistent picture of analysis.

## Annex 5 – List of persons met

Name	Role/Position	Organisation	W/M	Method
<b>ILO Jordan</b>				
Dr Maha Kattaa	Crisis Response Coordinator	ILO	W	KII
Patrick Daru	Senior Skills and Employability Specialist & Coordinator for Amman Decent Work Country Programme	ILO	M	KII
Shatha Al Aqaileh	Project Assistant	ILO	W	KII
Amal Bani Awad	National consultant	ILO	W	KII
Ahmad Badareen	National consultant	ILO	M	KII
Nihaya Dabdoub	National Program Officer	ILO	W	KII
Bader Al Deen Al Omari	Workers' Centre Operations Manager	ILO	M	Field visit
Bashar Samarneh	National Engineer - Employment through Labour Intensive Infrastructure	ILO	M	Field visit
Sampson Add-Teye	Technical Officer – International Engineer – Employment through Labour Intensive Infrastructure	ILO	M	Field visit
<b>ILO Beirut - Geneva</b>				
Lars Johansen	Chief of Regional Programming Unit C/RPU	ILO Beirut	M	KII
Anser Qureshi	Chief of the Regional Administrative Services	ILO Beirut	M	KII
Mustapha Said	Workers' Specialist	ILO Beirut	M	KII
Nathalie Bavitch	Regional M&E Officer	ILO Beirut	W	KII
Rania Bikhazi	Senior Enterprise Development Specialist	ILO Beirut	W	KII
Shaza Ghaleb Jondi	UN Coherence & Resource Mobilisation Officer	ILO Beirut	W	KII
Lama Oueijan	Employers' Specialist	ILO Beirut	W	KII
Shaza Al Jundi	National Programme Officer	ILO Beirut	W	KII
Parth Kanitkar	PARDEV	ILO Geneva	M	KII
Federico Negro	Crisis Response Specialist	ILO Geneva	M	KII
<b>Government of Jordan</b>				
Linda Tubaishat	Labor Lead – Compact Project Management Unit	Ministry of Planning and International Cooperation	W	KII
Haitham Khasawneh	Under- Secretary MoL	Ministry of Labour	M	KII
Hamdan Yacoub	Head of Syrian Refugees Department	Ministry of Labour	W	KII

Name	Role/Position	Organisation	W/M	Method
Jamal Alsarhan	Assistant of Irbid Governor – Local Economic Development Unit	Irbid Governorate	M	KII
Ali Abu Nukta	Director of Irbid Agricultural Department	Irbid Agricultural Department	M	KII
Morsi Abu Dames	Director of Irbid Labour Inspection	Irbid Ministry of Labour	M	KII + Field visit
Mohammad Al Zboon	Director of Mafrq Labour Inspection	Ministry of Labour Mafrq	M	KII
Abdel Majeed Harahshe	Director of Local Economic Development Unit	Mafrq Governorate – LED Unit	M	KII
Awni Shdifa	Director of Mafrq Department of Agriculture	Mafrq Department of Agriculture	M	KII
Yousef Shraydeh	Director of Vocational Training Center – Mafrq	Mafrq Vocational Training Center	M	KII
<b>Independent experts</b>				
Susan Razzaz	International consultant – Economics (World Bank, ILO)	Expert	W	KII
<b>UN agencies</b>				
Yousef Abedrabboh	Programme Assistant Socio-Economic Portfolio	UNDP	M	KII
Laura Buffoni	Senior Livelihoods Officer	UNHCR	W	KII
Bothania Qamar	Livelihoods Officer	UN Women	W	KII
<b>Donor agencies</b>				
Kristina Dockray	Second Secretary – Labour and UN Reform	FCO Geneva	W	KII - Skype
Chris Eleftheriades	First Secretary (Economics)	DFID Jordan	M	KII
Alex Ballinger	Policy Officer (Development)	DFID Jordan	M	KII
Mario Stumm	Development Counsellor	Embassy of Germany	M	KII
<b>Other organizations</b>				
Majed S. Al-Habashneh	Chairman Board of Directors	National Employment & Training	M	KII
Ahmad M.Al Khalileh	General Manager	National Employment & Training	M	KII
Khaled Hababbeh	International Relations Officer	General Federation of Jordanian Trade Unions	M	KII
Dr Haider Rashid Touran	President	General Trade Union of Banks	M	KII
Tareq Al Horainy	Secretary General	Jordanian Construction Contractors Association	M	KII



Name	Role/Position	Organisation	W/M	Method
Mohammad Irshed	Centre for Accreditation and Quality Control	Director	M	KII
<b>Civil Society</b>				
Emily Lewis	Livelihoods Technical Coordinator	Danish Refugee Council	W	KII
Hatem Al Hroub	Director of Marj bin Amer Cooperative	Marj bin Amer Cooperative	M	KII

## **Annex 6 – List of resources**

### **A - Evaluation specific documents**

- Terms of Reference
- List of individuals pertinent to the evaluation with contact details
- Code of Conduct for Evaluation in the ILO
- Checklist 10: Documents for project evaluators, supplied by links or cloud services

### **B - Project documents**

- Concept Note Phase 1 RB ILO response Syrian crisis in Jordan
- Phase 1 Study Plan 2013
- Implementation Plan Phase 1 Aug - Dec 2013
- Additional RBSA allocation approval JOR 109 Jan 2014 Phase 2
- Key achievements Phase 2 and 3
- Additional RBSA allocation approval JOR 109 Dec 14 Phase 3
- Request for funds RBSA Phase 3 Dec 2014 to May-Aug 2015
- Draft Jordan 109 - results phase 3
- RBSA Work Plan Feb-August 2015
- Progress Report April 2015
- RBSA Checklist JOR109 May 2015
- Minute Sheet No-cost extension request + PAC for March to June 2016 Phase 4
- Signed Request for extension JOR109 April 2015 to March 2016 Phase 4
- JOR 109 Request for extension Phase 5
- JOR 109 - April 24 update in the system 2014 2015

### **Project Publications**

- Market study marketing strategy tomato sector in Mafrq
- Market study and Marketing Strategy Olive sector Irbid
- Value Chain Analysis of tomato sector in Mafrq
- Value Chain Analysis of the Olive and Olive Oil sector Irbid
- Press Release ILO trains contractors on implementing EIIP in Jordan
- Press Release Workshop on improving working conditions in Mafrq and Irbid through upgrading informal apprenticeships
- Concept Note Employment Intensive Infrastructure Investment and Environmental Protection in Jordan
- Publication Social protection and employment for SR in J
- Publication Labour force and unemployment trends among Jordanians, Syrians and Egyptians in Jordan

- Publication Access to work for Syrian refugees in Jordan
- Book Impact of SR on the Jordanian labour market
- Report Rapid Assessment on child Labour in Agri sector in Jordan
- Publication Work permits for Syrian refugees in Jordan
- Press Release ILO co-hosts discussion on promoting sustainable livelihoods for Syrian refugees and host communities

### **C-ILO and National documentation**

- Jordan National Vision and Strategy Part 1 & 2
- UNAF Jordan 2015-2017
- Jordan Poverty Reduction Strategy 2013-2020
- 3RP Report Overview
- UN Strategic Framework Host Community Jordan 26March
- Steps towards a new Strategic Policy Framework 2013
- ILO Strategic Policy Framework 2010 – 2015
- Programme and Budget 2016-2017
- Programme and Budget 2014-2015
- Jordan DWCP Diagnostic
- Jordan DWCP 2012 2015
- UNAF Jordan 2015-2017
- Jordan National Vision and Strategy 2025 Part 2
- Jordan National Vision and Strategy 2025 Part 1
- Supporting Syria and the Region London 2016 - Event Concept Note
- Strategy ILO Response to the Syrian Refugee Crisis (26 October 2015)
- ILO Response to the Syrian Refugee Crisis (update Feb 2016)
- JRP Executive Summary WEB
- JRP Full Document WEB

### **D-FCO Project Documents**

- Concept note-ILO-EU project
- ILO Jordan Proposal to FCO UK FINAL
- ILO update 3RP January 17 (draft 18Jan 18h30) MK
- Training and employing Syrian refugees in Jordan – Dec2016
- PPT ILO's support to the formalization of Syrian refugees in the labour market in Jordan
- Quarterly Monitoring Report - ILO Jordan
- ILO-UK Jordan project update
- JBV competition TORs
- Analysis of the data of the work permits issued to Syrians

- Copy of Activity-based budget\_22082016-JOR1606GBR
- ILO Jordan Proposal to FCO UK FINAL
- PARDEV Final Appraisal Report
- Syrian-refugees-status-in-the-jordanian-labor-market\_en\_9210
- Promoting and supporting social dialogue and decent work for all in the MENA region
- Labour force and unemployment trends among Jordanians, Syrians and Egyptians in Jordan Nov 2015
- PARDEV Minute Sheet MA-JOR1606GBR (Signed)
- SPF 2014 F004 Quarterly Monitoring Report - over 80k ILO Jordan 16 12 2016 final
- Supporting-Syria-the-Region-London-2016-Jordan-Statement
- Employment intensive investment programme Concept Note
- ILO Programme of Support Jordan Compact-EU\_1Aug2016
- ILO response to Syria crisis and Jordan compact - final
- Impact of Syrian Refugees on the Jordanian Labour Market – FAFO
- MS RBSA donor visit