

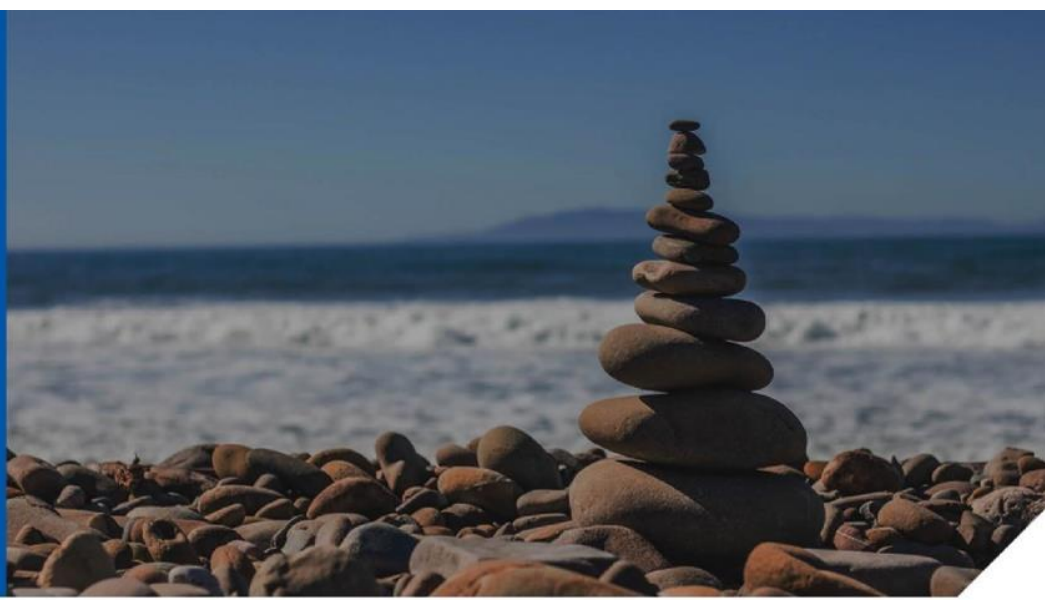


International
Labour
Organization

► Evaluation Office



i-eval Discovery



Final Independent Project Evaluation: Final Independent Evaluation of Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan – Phase III

ILO DC/SYMBOL: **JOR/21/01/USA**

Type of Evaluation: Project

Evaluation timing: Final

Evaluation nature: Independent

Project countries: Jordan

P&B Outcome(s): Outcome 3: Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all

SDG(s): SDG 08: Decent work and economic growth

Date when the evaluation was completed by the evaluator: 15 June 2023

Date when evaluation was approved by EVAL: 24 October 2024

ILO Administrative Office: RO-Arab States

ILO Technical Office(s): DW Beirut

Joint evaluation agencies: N/A

Project duration: 30 Sept 2021 to 31 March 2024

Donor and budget: US Department of State (Bureau for Population, Refugees and Migration- PRM), USD 4,694,899

Name of consultant(s): Daren Alqaseer (Jordan Evaluator), David Gairdner (Evaluation Specialist), Runar Tuft (Data Analyst)

Name of Evaluation Manager: Antonio Rodriguez Ibarra

Evaluation Office oversight: Hiba Al Rifai

Evaluation budget:

Key Words: Jordan; Syria Refugee; Gender equality; Decent Work; Women's Entrepreneurship; Work Permits Work-based Learning Recognition of Prior Learning Employment Counselling

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.

Contents

Contents	1
List of Acronyms and Abbreviations	3
Executive Summary	4
Project Background	4
Evaluation Purpose and Method	5
Summary of Evaluation Findings	5
Lessons Learned	7
Emerging Good Practice	8
Summary of Recommendations	8
1. Introduction	11
1.1 Introduction	11
1.2 Project Objectives	16
1.3 Theory of Change and Intervention Logic	18
1.4 Candidate Theory of Change	19
2. Evaluation Approach, Method and Scope	21
3. Main Evaluation Findings	25
3.1 Overview	25
3.2 Relevance of the PRM III Project	25
3.3 Coherence of the PRM III Project	28
3.4 Effectiveness: PRM III Results and Achievement	29
3.5 Efficiency of the PRM III Project	43
3.6. Impact Orientation	46
3.6 Sustainability of PRM III Project	50
4 Conclusions	53
4.1 Overview of Evaluation Findings and Impact Orientation	53
4.2 Validity and Reliability of the Conclusions	53

4.3 Concluding Observations on Outcome 2: Women Do Business and Digitize Your Business	54
4.3 Lessons Learned	55
4.4 Emerging Good Practice	56
5. Recommendations	57
Evaluation Annexes	59
Annex A: Lessons Learned	59
Annex B: Emerging Good Practices	61
	61
Annex C: Terms of Reference	63
Annex D: List of Documents Consulted	73
Annex E: List of Persons Interviewed	75
Annex F: Assessment Framework	76
Annex G: Survey Methodology	76

List of Acronyms and Abbreviations

Acronyms and Abbreviations	
DWCP	ILO Decent Work Country Plan
GFJTU	General Federation of Jordanian Trade Unions
HTU	Al Hussein Technical University
ILO	International Labour Organisation
ILO ROAS	ILO Regional Office for Arab States
MoL	[Jordan] Ministry of Labour
PRM	[U.S. Department of State's Bureau of] Population, Refugees and Migration
SME	Small and Medium Enterprise
TVSDC	Technical and Vocational Skills Development Corporation
RPL	Recognition of Prior Learning
UNSDF	UN Sustainable Development Framework
VTC	Vocational Training Corporation
WBL	Work Based Learning

Executive Summary

Project Background

“Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan” (PRM III) is the third iteration of a project model supported by the United States Department of State (Bureau for Population, Refugees, and Migration), and implemented in Jordan by the International Labour Organization (ILO). Launched in September 2021, the project concluded on March 31, 2024, after a 30 month implementation period.

The PRM III project goal was to “Enhance the access of Jordanians and Syrian refugees to the formal labour market in Jordan.” Its design responded to a country context analysis that identified critical market failures and socio-cultural factors, including information asymmetries, skills mismatch, and socio-cultural norms related to gender equality and women’s participation in the labour force. The ILO assesses that these factors obstruct the access of Syrian refugees and vulnerable Jordanians to the formal labour market under decent work conditions.

The project was designed with five interrelated components: i) Career Counselling and Guidance, providing information on the labour market; ii) Demand-driven Work Based Learning (WBL); iii) Quality Recognition of Prior Learning (RPL); iv) Self-Employment through entrepreneurship for women and youth; v) Work permits, providing access to decent work in the formal sector and to social security benefits. Capacity development for national stakeholders was integrated into all the three project Outcomes, as were the cross-cutting issues of gender equality and social cohesion.

PRM III Project Objectives	
PRM III project goal: “enhance the access of Jordanians and Syrian refugees to the formal labour market in Jordan.”	
Objective I: Enhanced employment readiness of Syrian refugees and vulnerable Jordanians through targeted and demand-driven skills development approaches.	Output 1.1: Beneficiaries benefit from access to specialized career counselling & guidance services.
	Output 1.2: Target beneficiaries benefit from the provision of demand-driven & market responsive vocational training & Work-based Learning (WBL) programmes.
	Output 1.3: Beneficiaries with previous knowledge, work-experience, or training provided access to formally recognize their skills & competencies through the application of Recognition of Prior Learning (RPL) that leads to the issuance of occupational licenses or a track for life-long learning.
Objective II: Expanded livelihoods opportunities for Syrian Refugees and vulnerable Jordanians with emphasis on	Output 2.1: Syrian and Jordanian women who are eligible and interested in pursuing self-employment/entrepreneurship paths benefit from capacity building.

women, through specialized entrepreneurship and business development services.	Output 2.2: Trained beneficiaries who exhibit promising potential for entrepreneurial endeavours extended with direct support for their businesses .
	Output 2.3: Target women-owned enterprises to benefit from additional capacity building, business support services and access to markets , in collaboration with industry associations and established women entrepreneurs.
Objective III: Improved access of Syrian refugees to formal employment through facilitating and supporting the issuance of work permits and social protection inclusion	Output 3.1: Beneficiaries of Syrian refugees provided with facilitated access to formal employment through the issuance of work permits and social security coverage .

Evaluation Purpose, Scope and Method

The PRM III evaluation was conducted between 21 March and 15 June 2024, with data collection in Jordan during April and early May 2024. The evaluation clients are the U.S. Department of State’s Bureau of Population, Refugees, and Migration, the ILO’s internal stakeholders and ILO’s constituents: relevant social partners and tripartite stakeholders, including the Ministry of Labour. The scope included all activities conducted with the scope of the project’s implementation. The project covered nine of the twelve governorates in Jordan. As 75% of the population resides in Amman, Irbid and Zarqa, the evaluation involved missions to interview beneficiaries stakeholders in these three governorates.

The methodology followed ILO norms, standards, and cross-cutting theme of gender equality, using a theory-based and mixed-method approach. Qualitative and quantitative data was collected with four instruments:

- i) A structured Desk Review of project documentation and external literature.
- ii) Semi-structured interviews with the Project Donor, Jordanian Tripartite Stakeholders and Implementing Partners.
- iii) Semi-structured interviews with a *convivence sample* of Outcome 1 beneficiaries (Recognition of Prior Learning) and in-depth interviews with a *purposive sample* of women entrepreneurs from Outcome 2.
- iv) Surveys for Outcomes 2 and 3, with a 95% confidence level and 5% margin of error.

Summary of Evaluation Findings

Evaluation Criteria	Evaluation Assessment
Relevance	Satisfactory
The PRM III Relevance to ILO and national policy objectives was Satisfactory . Equally satisfactory was the project’s relevance to labour market conditions as described in the ILO and independent studies. Project relevance to beneficiary needs was Satisfactory , for all three Outcomes. However, the relevance of Outcome 3 was not sustained over the	

duration of the project, as the result of the Government’s decision to change the coverage and pricing of Social Security insurance. The final relevance or Work-based Learning and related Counselling services cannot be determined . This output was significantly delayed and will be subject to a further assessment expected six months after project closure.	
Coherence (Internal and External)	Unsatisfactory
Internal coherence within the PRM III project is Unsatisfactory . The PRM III project has good policy coherence with the ILO’s County Programme and related regional programmes. However, there was no mechanism to promote internal coherence between the three outcome streams. While contributing to a unified project goal, each PRM III Outcome stream is unique, and there is no interaction between them that would be mutually reinforcing. This is particularly the case for Outcome 2. Weak internal coherence has performance implications for Effectiveness and Efficiency.	
Effectiveness	Very Satisfactory to Satisfactory
<p>PRM III Outcome 1 Effectiveness was Satisfactory, notwithstanding significant implementation delays. Outcome 1 substantively met its performance targets for Career Counselling, Work-based Learning and Recognition of Prior Learning by the end of the no-cost extension period. Recognition of Prior Learning certification was valued by most respondents, as documentary evidence of their experience and skills. There was limited evidence of a linkage between the Counselling and WBL or RPL Output streams.</p> <p>PRM III Outcome 2 Effectiveness was Very Satisfactory, notwithstanding start up delays. Outcome 2 achieved or exceeded its Outcome and Output targets, including for the cross-cutting themes of gender equality and social coherence. Through the survey and interviews, Syrian and Jordanian women expressed a high level of satisfaction with the quality of the training and support delivered to them. These include satisfaction with WDB and DYB training, seed funding and mentoring.</p> <p>PRM III Outcome 3 Effectiveness was Satisfactory, when assessed against the quantitative targets for output delivery set out in the ILO Quarterly Reporting. The project substantially met its year-on-year quantitative targets for the issuing of work permits to Syrian refugees. The General Federation of Trade Unions of Jordan enabled effectiveness. While effective, the Impact and Sustainability of Outcome 3 were significantly undermined by government policy changes to social security insurance.</p>	
Efficiency	Unsatisfactory
Overall Efficiency achievement was Unsatisfactory . The ranking covers both operational efficiency and the project monitoring. The trend was for improvement moving Year 2. The ranking derived from significant delays in delivering project services to beneficiaries, which had a negative causal on project effectiveness. Circumstances and policy changes in national counterpart institutions were contributing factors, particularly affecting Outcome 1. However, the evaluation identified the lack of effective assessment and planning during the design phase, and realism in the project proposal as contributing factors.	
Impact Orientation	Satisfactory to Very Unsatisfactory
PRM III’s Performance on Cross-cutting Themes was Satisfactory for the cross-cutting project themes of gender equality (women’s economic empowerment) and the inclusion of	

Syrian refugees and vulnerable Jordanians (social cohesion) fully integrated. The project does not integrate other ILO cross-cutting issues. The performance ranking addresses both the integration of cross-cutting issues into PRM III project design and results achieved overall.

The Impact Orientation evaluation questions focused on crossing issues only. However, consideration was also given to the Impact Orientation of Outcome 3. The Impact Orientation is **Unsatisfactory** under current circumstances. The rating reflects the effect of changes to social security insurance policy and requirements enacted by the Government of Jordan. These increase the cost of insurance, placing many beneficiaries in financial distress. A majority of survey respondents said that they preferred to have work permits delinked from social security, or without social security fees. If this does not occur, many commented that costs will force them to cancel or not renew their work permits.

Sustainability

Satisfactory to Unsatisfactory

Overall, the evaluation could not identify an active sustainability strategy or exit plan for the individual Outputs.

Outcome 1, **insufficient information to determine**. Most deliverables are effectively public goods. Sustainability will depend on the institutional capacity, interest and financial resources of national counterpart institutions, who will manage these services in the future. There is evidence that PRM III capacity development and technical advisory services had a positive effect on the possibility for future sustainability. Counselling services appear to depend on project funding and, therefore, are not sustained beyond the funding unless integrated into government.

The sustainability of Outcome 2 results is **Satisfactory**. Businesses show a reasonable level of success and survival. Sustainability can be enhanced by providing advanced training and support to scale up and diversify businesses and provide better linkages with national and international resource and networks. Outcome 3 is **not sustainable** nor viable in its current design, assuming no change in the Government's policy on social security protection coverage and fees.

Lessons Learned

Lesson Learned 1: *Leveraging established programme models to develop a complementary and advanced women's enterprise programme.*

The PRM III *Women Do Business* programme was based on an established programme model. For PRM 3, the ILO leveraged previous experience and trusted partnerships. These were critical factors contributing to positive results performance, expressed as the successful start-up of women's enterprise. A representative survey of beneficiaries of the last three PRM *Women do Business* iterations show good sustainability and positive effects in the lives of women, their families and communities.

However, the survey and related data also show that women-owned enterprises have difficulty scaling up and diversifying. They lack access to key resources, for financing and market development, among other factors. Most remain at a certain size, as family or small

community enterprises oriented to providing supplementary family income. This result is not negative but does not promote women's enterprise to its full potential. The current programme model remains project-based, short term and implemented from the approach of resilience and social cohesion, responding to the Syrian Refugee Crisis. It was not designed to promote business development and the scaling up of women's business over the longer term, which requires a stronger private sector development orientation.

Looking forward, the ILO is well positioned to design a complementary women's enterprise development programme in Jordan, moving away from a resilience approach and taking a longer term perspective on business sustainability and growth. Private sector development is core to the ILO's competence. In the Jordan context, there is good support for women's economic equity and entrepreneurship, from national and international stakeholders.

Lesson Learned 2: The importance of internal coherence within projects that have a complex design

Internal coherence is critical to the performance of projects with a complex design. Coherence strengthens horizontal synergies and interactions within the project, and its: Alignment with ILO and Jordanian policy goals; Consistency of implementation approaches, results and quality; Efficiency of resource use, especially for core management and administration functions; Enhanced monitoring, risk mitigation and learning.

The PRM III showed uneven relative performance between the project's five core elements and three Outcomes. All components were aligned with the project's strategic goal of expanding access to Decent Work employment in the formal sector. However, they were implemented as "stand alone" activities, showing limited internal coherence, contributing to uneven results and implementation performance across the five elements.

Specifically, PRM III internal coherence was negatively affected by the absence of: A project planning framework defining the management and operational mechanism for internal coherence and synergy; The absence of an operation workplan that specified how coherence and synergy would be achieved; A Logical Framework designed to capture internal coherence, accompanied by a Monitoring and Evaluation plan that tracks interactions and synergies, and documents its effects. The design of future complex programmes can be strengthened with the addition of these elements.

Emerging Good Practice

The evaluation identified one emerging good practice from the PRM III project. The ILO has consistently been able to leverage, innovate and build on established programme models and trusted partnerships, with the Donor, Government of Jordan entities and Implementing Partners. These were key factors contributing to results achievements, particularly for women's entrepreneurship. The evaluation also noted that these benefits diminish when the project fails to conduct robust context and counterpart assessments during the design phase, and active monitoring during implementation.

Summary of Recommendations

Addressed to:	Priority	Implementation	Level of Resources
---------------	----------	----------------	--------------------

ILO Jordan	High	Short-term	Low
<p>Recommendation 1: The design of future project iterations should be based on robust needs assessment, contextual analysis and implementation planning. Responding to ILO guidance and standards, the design should be theory-based, with defined assumptions and causal pathway that is a framework for design, risk and mitigation modelling and project monitoring.</p>			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan/Regional Technical Specialist	Medium	Medium-term	Medium-Low
<p>Recommendation 2 : The Women do Business model should evolve to provide a stronger focus on business growth and sustainability, with development services, scaling up women’s enterprise and affiliating with or convening a women’s entrepreneur network(s). To this end, the ILO and Implementing partners should develop an advanced model of the current Women do Business model.</p>			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan/Regional Technical Specialist	High	Short-term	Low
<p>Recommendation 3: The ILO should avoid placing the Women do Business programmes inside of multi-activity or composite programmes, where operational and programmatic synergies (coherence) cannot be demonstrated. Preference should be given to affiliating Women do Business with other private sector development initiatives, from which it can draw resources and networks.</p>			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan/Regional Technical Specialist	High	Short-term	Low
<p>Recommendation 4: Building on success, the WDB model can increase its Effectiveness by addressing the practical needs that hinder women’s participation in the training. In particular, helping women navigate the challenges between participating in the Women do Business training and their family responsibilities. A request emerging from beneficiary observations is providing onsite childcare services during the training.</p>			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Short-term	Low
<p>Recommendation 5: As the basis for advocacy with the Government of Jordan on social insurance protection, and for re-design of work permit interventions, the ILO should commission a rapid assessment on the effects of changes to social security coverage and costs. Within its scope, the initiative would include the economic and protection</p>			

consequences of the changes for Syrians, and whether these disrupt access to work permits. The assessment/research is best done jointly with other national and international stakeholder entities.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Short-term	Low
<p>Recommendation 6: The Monitoring Framework and system for future project iterations of this type should align with, at a minimum, the requirements <i>ILO Guidance Note 1.2: Monitoring and Reporting (June 2002)</i> and other relevant ILO guidance and standards. The Monitoring Framework be theory based, gathering data on causality within the project using qualitative and quantitative data.</p>			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Medium-term	Low
<p>Recommendation 7: The ILO Project Team and Implementing Partners need to improve their joint collection and consolidation of beneficiary and performance data, to ensure that the data is accurate and available for monitoring and evaluation purposes. ILO has the responsibility to set and oversee the standards and maintain the data in a “clean” condition. Applicable ILO guidance and standards should be followed.</p>			

1. Introduction

1.1 Introduction

1.1.1 Project Overview

“Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan” (PRM III), is the third iteration of a project model supported by the United States Department of State (Bureau for Population, Refugees and Migration – PRM). Launched in September 2021, the project was originally designed for implementation over a 12 month period, with a budget approaching USD 2.4 million. PRM III was subsequently granted a:

- A cost extension extended the implementation period by 12 months, increased the budget by 96%, and expanded the project's scope and number of beneficiaries.
- A no-cost extension to 31 March 2024 without a change in scope, for a total project duration of 30 months.

Table 1: PRM III Project Duration Summary	
Original PRM III Project	
US Department of State Approval of PRM III	18 September 2021
Original project duration	30 September 2021 to 29 September 2022
Total USDS project funding	USD 2,394,899
Number of direct beneficiaries expected	24,865 direct beneficiaries expected of which 22,433 would be Syrian Refugees and 2432 Jordanians.
PRM III Cost Extension	
US Department of State Approval PRM III cost extension	06 September 2022
Extension end date	PRM III extended to 29 September 2023
Additional cost approval	USD 2,300,000
Amended total budget	USD 4,694,899 (96% increase over the original budget)
Number of direct beneficiaries expected with cost Extension	38,605 direct beneficiaries expect, or which 33,925 would be Syrian Refugees. The Cost Extension agreement, therefore, increased the number of beneficiaries by 39%, and maintained the relative balance between Syrian and Jordanian beneficiaries.
PRM III No Cost Extension	
US Department of State Approval PRM III of no-cost extension	01 August 2023
Extension dates	30 Sept 2021 to 31 March 2024
Total project funding	USD 4,694,899 (unchanged)
Number of beneficiaries	No change in scope

The PRM III project was based on, and intended to benefit from the experience, knowledge and relationship accumulated during PRM II (2018-2021) and PRM I (2017-2018).¹ Notwithstanding differences in scope, the three PRM project iterations were designed from an evolving, understanding of labour market dynamics. The projects had comparable objectives, activity streams and intended beneficiary groups, desegregated for the situation of Syrian refugees and vulnerable Jordanians and with a particular focus on women and youth. Cross-cutting through all three iterations has been improving female labour force participation, with an evidence-based approach and better target employment services. Other ILO cross-cutting themes, such as social dialogue and normative agenda, were not explicitly included in the project.

Table 2: Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan

PRM III	29 September 2021 to 30 March 2024
Project Goal: Enhance the access of Jordanians and Syrian refugees to the formal labour market in Jordan.	Core Components: 1) Recognition of Prior Learning and Certification (RPL); 2) Work-based Learning (WBL); 3) Vocational Training; 4) Enterprise and Innovation; 5) Work Permits; 6) Career Counselling.
PRM II	30 September 2018 - 30 September 2021
Project Goal: support Jordanians and Syrian refugees in accessing decent work in Jordan’s labour market, in the construction sector.	Core Components: 1) Recognition of Prior Learning; 2) Support Jordanian and refugee women to access and remain in the formal labour market; Enterprise and Innovation; 3) access work permits in targeted sectors.
PRM I	01 September 2017 to 30 September 2018
Project Goal: Support the access of Syrian and Jordanian workers to formal employment and decent work in the sectors of construction, confectionary and garment.	Core Components: 1) Work permits; 2) Recognition of Prior Learning Certificates; 3) On the job training; 4) Training and certification of some beneficiaries to become coaches and trainers in their occupations. ²

As an additional point of continuity, a single donor supported all three project iterations: the US Department of State’s Bureau of Population, Refugees and Migration. Funding was intended to mitigate the impact of the Syrian refugee crisis. Criteria were in line with requirements and targets stipulated in the *Jordan Response Plan for the Syria Crisis (2020-2022)*, that beneficiaries should include at least 50% refugees and vulnerable Jordanians. The funding criteria and the PRM project model’s design, therefore, were oriented to meet the

¹ “The proposed programme will build on the success and lessons learned from previous ILO & PRM programmes,” International Labour Organisation, Follow On Programme Proposal – Multi-Year Project Based on: Project no.: JOR/19/05/USA, Award No.: SPRMCO19VC0259, 18 September 2021, pg.6.

² PRM II and PRM I information summarised from online project descriptions, <https://www.ilo.org/projects-and-partnerships/projects/formalizing-access-legal-labour-market-refugees-and-host-communities-jordan>

humanitarian, resilience and livelihood/economic empowerment needs of Syrian refugees and Jordanian Host Communities.

1.1.2 Contextual Analysis and Project Design

Neither the original (2021) nor the revised ILO Project Proposal (2022) for cost extension funding from the U.S. Department of State’s Bureau of Population, Refugees, and Migration (PRM, 2002) include an explicit Theory Change. Both proposals provide a Problem Statement, Country Context Analysis and Results Framework on which a theory can be reconstructed.³ These draw on and align with the ILO’s *Jordan Decent Work Country Programme 2018–2022* (2017), adjusting for changing conditions and PRM III’s Project Goal to “Enhance the access of Jordanians and Syrian refugees to the formal labour market in Jordan”.

The impact of the Syrian regional crisis on Jordan has been substantial and multidimensional, affecting the country's society, economy and infrastructure. The PRM III contextual analysis describes a protracted refugee crisis which has strained Jordan’s already limited resources. The government is challenged to maintain the quality of services for both Syrian refugees and vulnerable Jordanians, particularly in host communities. Needs have changed, evolving from the early humanitarian response towards the need for medium to longer-term responses to a protracted crisis that requires durable solutions.

In this situation, the project’s contextual analysis can be summarised as follows:

- a. Jordan experienced a series of external shocks during the period leading to 2021, the ongoing effects of the Syrian regional crisis and the COVID-19 pandemic among them. External shocks interact with, and aggravate, pre-existing structural conditions in Jordan’s economy, its labour market, demography and socio-cultural norms. The PRM III country analysis identifies population groups that are particularly vulnerable to the effects of these conditions, and in need of assistance and protection. Among them, Syrian Refugees, Jordanian and Syrian Women, and Youth. The analysis highlights chronically low women’s participation in the workforce, and high unemployment among those women who have entered.
- b. The country analysis notes the lasting effects of COVID-19, and the pandemic’s disrupting effect on Jordan’s economy and labour market. However, the project’s risk model concludes that pandemic’s legacy risk to PRM III implementation was low. The model also assumed that suitable and adequate job opportunities existed in the labour market, to meet the needs and expectations of Jordanian and Syrian refugee job seekers (2021: 16).
- c. The country analysis further identified a series of persistent *market failures* and broader *societal and cultural factors* that are barriers for accessing livelihood, employment or entrepreneurship opportunities, in the formal sector and under decent work conditions. Market failures and socio-cultural factors interact with each other, influencing outcomes and performance in Jordan's labor market. The interactions compound the negative effects. They can produce a net social welfare loss and affect social cohesion in the relationship between Syrian refugees and host communities.

³ This evaluation uses the ILO’s “Guidance Note 1.1: Project Design and Theory of Change, version June 2020.” There are no substantive differences between the contextual assessments and problem statements provided the original (2021) and revised (2022) PRM III project proposals. The results framework is updated to include some new project elements at the Output level only.

d. The *market failures* and *socio-cultural* factors cited in the PRM III contextual analysis include:

- *Socio-cultural norms* and discrimination that constrain the women’s participation in the labour force. These persist despite Jordan’s progress narrowing the gender gap on education attainment.
- The *rate of job creation* is chronically below the number of new entrants into the labour forces, particularly affecting youth. Labour force surplus contributes to high unemployment, underemployment, the existence of a large informal sector and downward pressure on wages.
- A *Skills Mismatch* between education outcomes and the skills demanded in the labour market, focusing on the private sector.⁴ The mismatch particularly affects employment outcomes for youth entrants into the market.
- *Information Asymmetries*, where job searchers lack of access to information about job opportunities and the type of skills demanded in the market.⁵ Equally, where certifications and experience from another country are not recognised in Jordan.
- *Legal and regulatory obstacles* for Syrian refugees seeking employment in the formal sector, with the protection decent work and social security insurance.
- The need to address and improve the situation of Syrian Refugees in Jordan, to strengthen *resilience and social cohesion* in host communities.⁶

The ILO’s *Decent Work Country Plan* and other ILO sources further identify other factors that restrict access to employment under decent work conditions. These include:

- The *dominance of Jordan’s informal sector*, which comprises unregulated jobs that often do not provide social security or benefits. This sector’s prevalence detracts from the formal economy’s growth and stability, reducing the overall quality of employment opportunities.
- A *bias towards employment in the Public Sector*. Many Jordanians perceive that jobs in the public sector offer better employment stability and benefits and the private sector. The preference towards public sector employment can distort labor markets and crowds out private sector growth.
- *Limited access to finance*. Small and medium enterprises (SME) are often unable to access the financing needed to scale up and hire more employees. This limitation can be a critical barrier to job creation, especially in a country where SMEs could drive economic diversification and employment.

Taken individually and together, these obstruct the access of Syrian refugees and vulnerable Jordanians to formal labour market, under decent work conditions.

⁴ “Skills mismatch” refers to the gap between the skills that employers need and the skills that job seekers possess.

⁵ An “Information asymmetry” occurs when there is an unequal distribution of information between parties, in this case, between employers and job seekers in the labor market.

⁶ These market failures and socio-cultural factors are paraphrased from the PRM III Project Proposals.

Table 3: Market Failures and Socio-Cultural Barriers to Economic Opportunities	
Market Failures	Social-Cultural Factors
<p>Low rate of job creation in the public and private sectors</p> <p>Skills Mismatch</p> <p>Information Asymmetries</p> <p>Legal and regulatory obstacles that contribute to market failures.</p> <p>Dominance of Jordan’s informal sector and public sector preference, which is indicative of underlying market failures.</p>	<p>Preference for employment in the public sector</p> <p>Socio-cultural norms and discrimination that create barriers to women’s participation in the work force.</p> <p>Risk to social coherence and wellbeing.</p>
<p>Complex interactions between these factors compound negative effects, requiring a coherent approach.</p>	

1.1.3 Underlying Assumptions on the Conditions for Success

Neither the Project Proposal (2021) nor the monitoring and evaluation plan provide an *explicit* statement of assumptions on the conditions needed for the project to succeed. The evaluation cites the programme-relevant “Risk and Assumption” matrix from the original Project Proposal (2021) as a proxy. The Cost Extension Proposal (2022) has a similar, albeit updated version of the model.

Table 4: Performance Relevant Assumptions from the project “Risks and Assumptions” matrix
<ol style="list-style-type: none"> 1. Suitable and adequate job opportunities exist to meet the needs and expectations of Jordanian and refugee job seekers (High probability this will occur. Source, ILO market analysis). 2. Jordanian and refugee job seekers are willing to invest time to have their skills developed and accredited (High probability. Source is experience from previous PRM project phases). 3. Employers are willing to invest time and personnel to help skill their work force through RPL and job trainings “(High probability. Source is consultation with employers). 4. Female job seekers are interested, willing and supported to work, both inside and outside the home (Medium probability. Source is experience from previous PRM project phases). 5. Female entrepreneurs have the foundations of viable business plans in target sectors (Medium probability, source is experience from previous PRM project phases). 6. There is sufficient demand for products that female businesses produce (Medium probability; source is consultation with industry experts and sectoral data). 7. Existing flexible work permit arrangements in agriculture and construction remain (High probability; source is ILO assessment of Government’s political will). 8. Reasonable recovery to the Jordanian economy that can maintain and generate jobs during or post COVID19 pandemic (Low probability, no source provided).

1.2 Project Objectives

1.2.1 Project Objectives

The PRM III project was designed with five core components: i) Career Counselling and Guidance, providing information on the labour market; ii) Demand-driven Work Based Learning (WBL); iii) Quality Recognition of Prior Learning (RPL); iv) Self-Employment through entrepreneurship for women and youth; v) Work permits, providing access to decent work in the formal sector and to social security benefits. Capacity development for national stakeholders and institutions was integrated into all the three project Outcomes. Combined, these services would respond to the priorities of the *Jordan Response Plan for the Syria Crisis (2020- 2022)*, to labour market conditions and the needs and profiles of the population groups identified in the ILO’s country analysis, both Syrian and vulnerable Jordanians.

Table 5: Project Objectives	
The PRM III project’s goal is to “enhance the access of Jordanians and Syrian refugees to the formal labour market in Jordan.”	
<p>Objective I: Enhanced employment readiness of Syrian refugees and vulnerable Jordanians through targeted and demand-driven skills development approaches.</p> <p><u>Core components and related outputs:</u></p> <p><i>Career counselling & guidance</i></p> <p><i>Vocational Training & Work-based Learning</i></p> <p><i>Recognition of Prior Learning</i></p>	<p>Output 1.1: Beneficiaries benefit from access to specialized career counselling & guidance services.</p>
	<p>Output 1.2: Target beneficiaries benefit from the provision of demand-driven & market responsive vocational training & Work-based Learning (WBL) programmes.</p>
	<p>Output 1.3: Beneficiaries with previous knowledge, work-experience, or training provided access to formally recognize their skills & competencies through the application of Recognition of Prior Learning (RPL) that leads to the issuance of occupational licenses or a track for life-long learning.</p>
<p>Objective II: Expanded livelihoods opportunities for Syrian Refugees and vulnerable Jordanians with emphasis on women, through specialized entrepreneurship and business development services.</p> <p><u>Core components and related outputs:</u></p> <p><i>Self-Employment through entrepreneurship for women and youth</i></p>	<p>Output 2.1: Syrian and Jordanian women who are eligible and interested in pursuing self-employment/entrepreneurship paths benefit from capacity building.</p>
	<p>Output 2.2: Trained beneficiaries who exhibit promising potential for entrepreneurial endeavours extended with direct support for their businesses.</p>
	<p>Output 2.3: Target women-owned enterprises to benefit from additional capacity building, business support services and access to markets, in collaboration with industry associations and established women entrepreneurs.</p>
<p>Objective III: Improved access of Syrian refugees to formal employment through facilitating and supporting the issuance of</p>	<p>Output 3.1: Beneficiaries of Syrian refugees provided with facilitated access to formal employment through the issuance of work permits and social security coverage.</p>

<p>work permits and social protection inclusion.</p> <p><u>Core components and related outputs</u></p> <p><i>Issuance of work permits and social security coverage</i></p>	
<p>Additional stakeholder capacity building integrated into all three Outcomes but focusing mainly on Outcome 1 and Outcome 3.</p>	

1.2.2 Gender and Crosscutting Issues

The PRM III Project Proposal(s) provide a detailed gender analysis, highlighting women’s low participation in the labour force, comparatively high levels unemployment relative to male job searchers, and the barriers to women’s market entry (2022: pp 5-6). The project’s design was aligned with UNCT *Gender Equality Marker 2* (UNSDG 2019) and the ILO’s *Jordan Decent Work County Plan 2018-2022* (2017) commitments to promote gender equality.

For Syrian and Jordanian women, the project would:

- Ensure that no less than 30% of all beneficiaries targeted would be women. The targets consider both Syrian and Jordanian women.
- Mainstream a systematic gender lens in the analysis that will be generated by the project. In addition, 26% (approximately) of the original budget was dedicated to gendered activities.
- Encourage social partners to address women’s employment issues.

The PRM III results framework (2022) systematically integrates gendered objectives, targets and indicators into each of the three Outcomes. Quarterly Performance Reports are designed to gather quantitative data for all three Outcomes that is desegregated by gender (equality), nationality (inclusion of Syrian Refugees and vulnerable Jordanians) and geographic location. Some data on age is also gathered (Outcome 2 and youth entrepreneurship). Other ILO cross-cutting themes, such as social dialogue and normative agenda, were not explicitly included in the project or monitored.

1.2.3 Implementation status at the time of evaluation

PRM III implementation was completed as of 31 March 2024, in compliance with the terms of the no-cost extension (August 2023). The project was undergoing closure procedures as the evaluation inception began. The final quarterly report became available on 08 May, as the evaluation was completing its data gathering.

1.3 Theory of Change and Intervention Logic

The ILO defines “Theory of Change” (ToC) as “a causal framework of how and why a change process will happen in a particular context.”⁷ The framework is a conceptual model that demonstrates how cause and effect relationships within the project will occur, leading towards and results. It sets out the sequence of events, relationships and interactions within the project (inputs, activities and outputs through to outcomes) and its external context that are hypothesised to produce the changes desired.

The PRM III Project Proposal’s (2021 and 2022) monitoring plan are not based on an *explicit* Theory of Change that meets the ILO’s standard.⁸ The documents do not provide background information on the PRM III’s project assessment and design process, and institutional memory appeared limited.⁹ Notwithstanding, components of the project’s design are consistent with the ILO guidance. The documents include: i) a *Problem Statement* comprising a country analysis, programme description and assessment of the project’s strategic fit within the ILO Country Programme; ii) a Statement of the Project’s Goal and three Outcome objectives; iii) a Logical Framework with quantitative indicators and targets; iv) a Risk Matrix; and v) a Monitoring and Evaluation Plan.

Critical missing elements for a theory-based design include the articulation of:

A hypothesis explaining how the project should “enhance the access of Jordanians and Syrian refugees to the formal labour market in Jordan.” Specifically, how the project will interact with the *market failures* and *socio-economic conditions* identified to reduce barriers to entering the formal economy under decent work conditions. The project offers no vision on how change should occur.

A description of the causal process and interactions desired within the project, which should link Activities, Outputs, Outcomes and Impact, vertically and horizontally. These should occur within and between the three project Outcome streams, describing the synergies within the project, and with the ILO’s *Decent Work Country Programme for Jordan (2018-2022)*.

The ILO’s assumptions on the conditions necessary for the project’s success. No assumptions are identified within the results framework. Risk assumptions from the project’s “Risks and Assumptions” matrix were used as a proxy (2021; 16).

A linkage between the threat and risk assessment and mitigation strategy with the other project elements. In particular, the risk matrix should be linked to Change Hypothesis, underlying assumptions on the conditions for success, and causality within the project, which are critical to critical for achievement.

A monitoring, evaluation and learning plan that captures all of the above elements. The plan should have a feedback mechanism into responsive management of the project.

⁷ Paraphrased from ILO, Guidance Note 1.1: Project Design and Theory of Change, version June 2020. Annex D includes additional information on the elements of a Theory of Change, as provided by the ILO guidance.

⁸ ILO, Guidance Note 1.1: Project Design and Theory of Change, version June 2020.

⁹ Some reference to inputs, such as market and economic assessment and stakeholder consultations. However, the references are not cited.

1.4 Candidate Theory of Change

In the absence of an explicit Theory of Change, a reconstructed theory for ‘Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan’ might include the following elements. The proposal attempts to link the contextual analysis with a change hypothesis, the project objectives and the specific market failure and/or socio-cultural to engaged.

Candidate Theory of Change: Access to Decent Work in the formal sector for vulnerable Syrian and Jordanian women, men and youth can be improved by addressing critical labour market failures and socio-cultural barriers, and providing alternative livelihood options, within a coherent and integrated approach.

Change Hypothesis: Access to Decent Work in the formal sector for vulnerable Syrian and Jordanian women, men and youth can be improved by directly addressing critical *labour market failures* and *socio-cultural barriers*. Among them: Information Asymmetry and Transparency; Skills Mismatch between job searcher and labour market demand; the exclusion of women from the labour market participation; Administrative and regulatory barriers to accessing work permits and the accompanying social security.

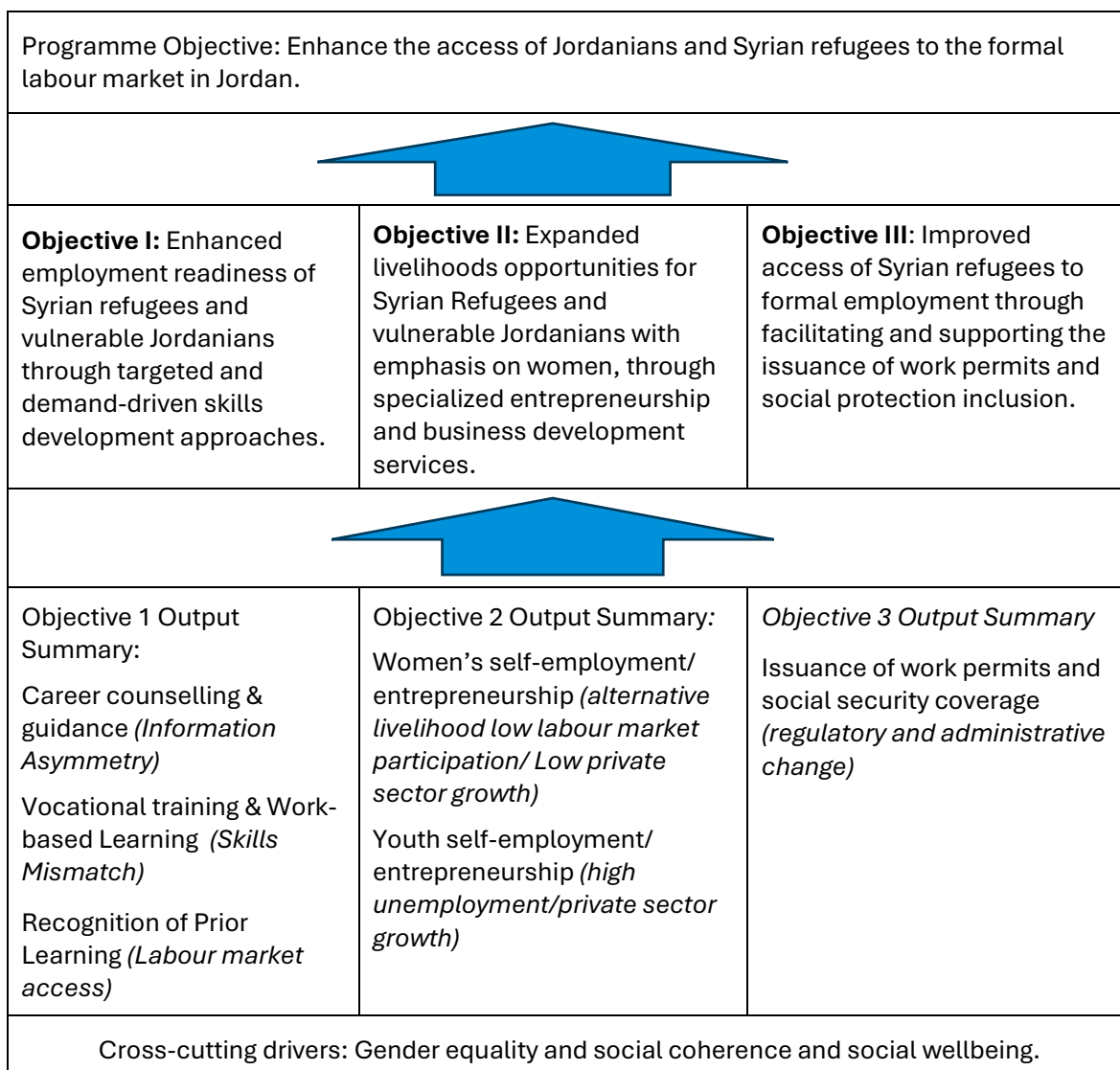
Context Analysis: Twelve years after the Syria regional crisis began, the refugee crisis has evolved from a humanitarian to a *protracted crisis*, requiring new approaches to durable solutions that meet long term needs. Such approaches would provide Syrians greater opportunity to contribute to Jordan’s development and reduce their dependence on national and international assistance. Improving access to decent work and entrepreneurship opportunities can be part of the solution.

Programme Objective: The project will enhance the access of Jordanians and Syrian refugees to the formal labour market in Jordan through (i) strengthening their employment readiness, (ii) equipping them with market-responsive skills and competencies, (iii) facilitating the recognition of prior skills and knowledge, (iv) supporting the issuance of work permits and enrolment in social protection, in addition to (v) capacitating women and youth in the areas of entrepreneurship and innovation, to build solid and resilient foundations for decent work and livelihoods.

Underlying assumptions: 1) Project interventions can address critical market failures and/or socio-cultural constraints, to mitigate their negative effects and reduce barriers, promoting better outcomes for both workers and employers. 2) Market failure and socio-cultural factors interact with each and compound the negative effects. In response, interventions should have robust coherence, with an integrated strategy explaining how multiple issues can be addressed simultaneously, horizontally and vertically. 3) Strengthening stakeholder capacity amplifies the project’s long-term effect and sustainability; 3) Enhancing women’s economic participation is both the realisation of a human right and critical to Jordan’s long-term growth and development.

Table 6: Candidate Theory of Change for ILO Project ‘Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan.’

Change hypothesis: Access to Decent Work in the formal sector for vulnerable Syrian and Jordanian women, men and youth can be improved by addressing critical labour market failures and socio-cultural barriers, and providing alternative livelihood options, within a coherent and integrated approach.



2. Evaluation Approach, Method and Scope

2.1.1 Evaluation Clients and Stakeholders

The evaluation's clients are the U.S. Department of State's Bureau of Population, Refugees, and Migration, the ILO's internal stakeholders and ILO's constituents: relevant social partners and tripartite stakeholders, including the Ministry of Labour (MoL). From the employers' side, the project's implementation involves national industry bodies, including chambers and business associations. For workers, the project was conducted in coordination with the General Federation of Jordanian Trade Unions (GFJTU) and registered sectoral workers' unions. The knowledge generated by this evaluation is also expected to benefit stakeholders that are not directly targeted by the project's intervention, such as government institutions, civil society organizations, donors, UN agencies, international organizations that work in relevant fields, and other units within the ILO.

2.1.2 Evaluation Purpose and Objectives

The evaluation purpose and objectives were established in the *Terms of Reference* (March 2024). The evaluation will be used for the purpose of accountability and organisational learning. It should also serve as an input to the design of a possible fourth project phase and/or similar projects in the region. The goals of accountability and learning are expressed in the evaluation's purpose and six objectives.¹⁰

Table 7: Evaluation Methodology	
Evaluation Purpose	To provide an objective and independent assessment of the accomplishment of project activities in terms of coherence, relevance, efficiency, effectiveness, impact, and sustainability.
Evaluation Objectives	O1: Assess the extent to which the projects' core components have achieved their stated objective and expected results regarding the target groups, while identifying the supporting factors and constraints that have led to them, including implementation modalities and arrangements.
	O2: Identify unexpected positive and negative results of the project.
	O3: Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and SDGs and national development frameworks.
	O4: Assess the extent to which the project outcomes will be sustainable.

¹⁰ The Purpose and Objectives of the PRM III final evaluation are paraphrased from the Terms of Reference, with are provided as Annex A to this report.

	O5: Identify lessons learned and good practices to inform the key stakeholders for future similar interventions in Jordan or similar projects in the region.
	O6: Provide recommendations to project stakeholders to outline main requirements to institutionalize the intervention. ¹¹

2.1.3 Evaluation Methodology

The evaluation methodology was confirmed in *PRM III Final Evaluation Inception Report* (April 2024). The evaluation was designed in compliance with ILO norms, standards and guidelines, inclusive of the UNCT *Gender Equality Marker 2* (UNSDG 2019) and the ILO’s *Supplementary Guidance Note: Integrating gender equality in ILO monitoring and evaluation*, November 2023¹². The evaluation methodology takes a theory-based and mix-method approach, drawing qualitative and quantitative data from five sources:

Table 8: Evaluation Methodology	
Data Source	Description of the Method Used
Document Review	A structured review of the project documentation, inclusive of programme and technical documents and <i>PRM III Quarterly Performance Reports</i> .
Stakeholder Interviews	Semi-structured interviews with the U.S. Department of State’s Bureau of Population, Refugees and Migration (Project Donor), Project Stakeholders and Implementing Partners in Jordan and ILO PRM II Project Personnel and Technical Specialists (Amman and Beirut). ¹³
Beneficiary Interviews	Semi-structured interviews with project beneficiaries. From Outcome 1, interviews with a <i>convenience sample</i> of 20 beneficiaries receiving Recognition of Prior Learning certificates, identified from Year 1 and Year 2. ¹⁴ From Outcome 2, six in-depth “story telling” interviews with women entrepreneurs from the Women do Business and

¹¹ Sequencing of the Evaluation Objectives has been reorganised from the original Terms of Reference (Section 3.2, Scope of the Evaluation) , without editing of the original text.

¹² This note is supplementary to the Guidance Note 3.1: Integrating Gender Equality in Monitoring and Evaluation. The Guidance Note 3.1 was written in 2013, with an update most recently in 2020.

¹³ A complete list of the persons interviewed is included as Annex C to this report.

¹⁴ The evaluation used a convenience sampling method to identify the interview respondent, The sample was not representative of the entire beneficiary population. It involved selecting participants to provide a snapshot of the results, as a more rigorous sampling method was not feasible.

	Digitise Your Business outputs. A purposive sampling method was used. ¹⁵
Beneficiary Surveys	<p>The evaluation completed two beneficiary surveys, for Outcome 2 and Outcome 3. The surveys were done using representative samples of the beneficiary cohorts from these two Outcomes, calculated to 95% confidence and a 5% margin of error.¹⁶</p> <p>Using a Representative and Stratified Random Sampling method for the total survey cohort of 544, the Outcome 2 beneficiary sample was 255. The sampling was disaggregated by nationality (Syrian 104/ Jordanian 151) and location (geographic coverage).</p> <p>For Outcome 3, 380 individual persons are required for a representative sample from a cohort of 28833.¹⁷</p>
Data Triangulation	Data from all sources was consolidated, cleaned and triangulated during the final phase of the data gathering process. This involved comparing and cross-referencing information from the different types of data to see if they aligned or revealed consistent patterns and considered explanations for divergence.

The sampling and gathering method for data from all sources was consistent the PRM III's results framework, disaggregating for gender (Male/Female), nationality (Syrian/Jordanian) and geographic location.

2.1.4 Metric for assessing results

For consistency, the evaluation used the same Delivery Assessment Framework as the ILO Annual Project Reports (2023: 6). The framework comprises five metrics: Highly satisfactory; Satisfactory; Unsatisfactory; Very unsatisfactory; Not relevant to project.¹⁸

2.1.5 Ethical Standards

The evaluation was designed in full compliance with the ethical safeguards set out in the *ILO Evaluation Policy (2020)* and the *ILO Code of Conduct: Agreement for Evaluators (2021)*. Specifically, independence and impartiality, free of any conflict of interest, respected

¹⁵ The evaluation used a *purposive sampling method*, selecting Outcome 2 beneficiaries based on specific characteristics and qualities that are aligned with the specific aims and objectives of the study. The six women respondents were identified through the Outcome 2 survey, and in consultation with the Implementing Partner (Jordan River Foundation).

¹⁶ The original *Terms of Reference* called also for a beneficiary survey for Outcome 1. ILO Evaluation Management determined that project activities were only recently completed, and the survey should occur at a later date.

¹⁷ Annex G provides detailed information on the Survey Data Collection Instruments.

¹⁸ Annex D of this report comprises the definitions for the ILO's Delivery Assessment Framework.

confidentiality and informed consent requirements, and actions to avoid harm to those persons engaged during the evaluation.

2.1.6 Limitations of the Evaluation

With exceptions, the evaluation received necessary support from the ILO evaluation management, the project stakeholders and ILO personnel, with the Amman-based Project Team in Jordan and attached to the Arab State Regional Office or the ILO headquarters.¹⁹ National Stakeholders and Implementing Partners were also supportive of the evaluation process.

The PRM III project closed on 31 March 2024, 10 days after the evaluation became effective. The final *Q1 2024 Quarterly Report* became available on 08 May 2024, as the data gathering process was closing. Also, the beneficiary data for Outcome 1 was incomplete, for the Work-based Learning activity stream. These factors affected data gathering options for Outcome 1 and the information available for assessment.

The Inception Phase and Data Gathering phases were constrained by the late receipt of documents, and of the consolidated beneficiary data for Outcome 2 and Outcome 3. There were additional concerns for the quality of beneficiary data. The evaluation team encounter a large amount of unclean data, the cleaning of which added to the amount of time required to complete the surveys. The late receipt and uneven quality of the data disrupted the evaluation and survey schedule and added to the team's workload. On these matters, the support received from the ILO Amman project team was inadequate.

¹⁹ The complete List of Interview Respondents are included in Annex C to this report.

3. Main Evaluation Findings

3.1 Overview

The PRM III Project was implemented over a 30-month period (2.5 years), extending over three consecutive fiscal years. These are effectively different project phases. Implementation occurred over the original 12-month funding agreement (September 2021), a 12-month cost extension (September 2022) and a six month no-cost extension (August 2023). For the Cost Extension proposal (2022), the ILO updated the project's scope and results framework. However, the core objectives remained the same.

The evaluation follows the sequencing of the criteria provided in the *Terms of Reference*, to quantify the project's performance and achievements for Relevance, Coherence (internal and external), Effectiveness, Efficiency, Impact Orientation and Sustainability. Combined, the findings under each of the evaluation criteria provide the basis for recommendations and lessons learned. The sections summarise and triangulate the data from all sources (documents, interviews, surveys). Full information on the survey data is provided in the Technical Appendix to this report.

3.2 Relevance of the PRM III Project

Relevance	The extent to which the intervention objectives and design respond to beneficiaries , global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.”
Evaluation Questions	<ol style="list-style-type: none"> 1. Is the project aligned with ILO's Programme and Budget Policy Outcomes, with the framework of the Decent Work Country Program? 2. Is it aligned with the Jordan United Nations Sustainable Development Frameworks, and the SDGs? 3. Is the project relevant to the needs of the Syrian refugees or vulnerable Jordanians? 4. Where there any changes in the needs during the implementation of the Project? 5. How did the project design adapt to those changes?

Summary of PRM III Relevance	
Efficiency Criteria Ranking:	<p>The PRM III Relevance to ILO and national policy objectives was Satisfactory. Equally satisfactory was the project's relevance to labour market conditions as described in the ILO and independent studies.</p> <p>Project relevance to beneficiary needs was Satisfactory, for all three Outcomes. However, the relevance of Outcome 3 was not sustained over the full duration of the project, as the result of the</p>

	<p>Government’s decision to change the coverage and pricing of Social Security insurance.</p> <p>The final relevance of Work-based Learning and related Counselling services cannot be determined. These will be subject to a further assessment expected six months after project closure.</p>
Description of Results and Achievements	<p>The project was relevant to the: i) needs of Syrian refugees and vulnerable Jordanians; ii) ILO’s Decent Work Country Programme; iii) the Jordan labour market context and Government of Jordan priorities for response to the Syrian context; iv) priorities of the project Donor, to support Syrian Refugees and social cohesion between refugees and host communities. Equally, RPL beneficiaries for Outcome 1 and Outcome 2 (WDB and DYB) assessed the relevance of the PRM III’s offering to their needs at 85% and 92%, respectively. The PRM III project document cites relevance to Sustainable Development Goal no. 8 “Decent Work & Economic Growth”.</p>
Observations:	<p>There was no documentation or institutional memory on the type of assessment done during the PRM III design phase. The project maintained its relevance over the full project duration. The exception was Outcome 3. A decision and policy change in national policy undermined the relevance of extending social security protection to Syrian Refugees, under the new coverage and payment terms. The project showed no evidence of adapting.²⁰ Outcome 3 will need a new design concept if the current policy continues.</p>

Relevance to the Decent Work Country, National Policy and Donor Priorities

The PRM III project was designed with five core components: i) Career Counselling and Guidance; ii) Demand-driven Work Based Learning (WBL); iii) Quality Recognition of Prior Learning (RPL); iv) Self-Employment through entrepreneurship for women and youth; v) Work permits providing access to the formal sector and to social security benefits. Women’s economic empowerment and gender equality were cross-cutting. Capacity development and technical advisory services for national stakeholders and institutions were also integrated into all the three project Outcomes, albeit not well defined.

Combined, these services responded to the priorities of the *Jordan Response Plan for the Syria Crisis (2020- 2022)*, to ILO’s *Decent Work Country Programme* and labour market conditions identified in the country analysis, for both Syrian refugees and vulnerable Jordanians. The PRM III project document cites relevance to Sustainable Development Goal no. 8 “Decent Work & Economic Growth”.²¹ Within the Candidate Theory of change, they also aligned with the series

²⁰ Changes in the scope of coverage and costs are not discussed in the Quarterly Progress Reports.

²¹ No further reference is made in the project to Sustainable Development Goal no. 8 “Decent Work & Economic Growth”.

of *market failures* and *socio-cultural* factors that hindered labour market access to Syrian refugees and women. Table 15 identifies the Decent Work Outcomes to which PRM III had the potential to enhance:

Table 16: Policy Relevance to the ILO’s Decent Work Country Programme	
DWCP Priority I: Employment creation contributes to economic and social stability	
Outcome 1.2: The job creation potential of the private sector in targeted sectors is strengthened through business development support and activation programmes	
1.2.1. Job matching and referral services for job seekers, with focus on decent work placements for women and youth in private sector companies, is provided by 11 Employment Service Centres (ESCs)	PRM III Outcome 1
1.2.2 Skills training and Recognition of Prior Learning (RPL) are provided to allow for improved signalling of competencies and facilitate recruitment.	PRM III Outcome 1
1.2.3 Decent job creation capacity enhanced for companies, start-ups and micro businesses through improved access to finance, enhanced business development services including developing capacities for export readiness.	PRM III Outcome 2
1.2.4 Access to work permits for Syrian refugees is facilitated in the agriculture and construction sectors	PRM III Outcome 3
DWCP Priority II: Decent working conditions for all create a level playing field for male and female Jordanians, refugees and migrants	
Outcome 2.3: Sustainable and adequate social protection coverage is extended for all in need and contributes to formalizing the informal economy.	PRM III Outcome 3
Cross-cutting issues	
Promote cross-cutting issues, including gender equality. No reference is made of the project’s relevance to other ILO cross-cutting themes (social dialogue and normative agenda).	Cross-cutting to PRM III

For beneficiary needs, the evaluation was not aware of a specific assessment of beneficiary needs, or related activity, conducted during the project design phase. These might have provided a more nuanced and updated post-COVID assessment of beneficiary and stakeholder needs.

Beneficiary interviews and the survey for Outcome 1 (RPL) and Outcome 2 (WDB and DYB) found a high degree of Relevance to their needs and aspirations. For the recognition of Prior Learning, 85% of respondents said that they valued the RPL certification. The same 85% said that employers perceived them as skilled workers, which was an advantage. The evaluation had insufficient information to assess the relevance of Outcome 1 Work-based Learning and Counselling services.

Among the Outcome 2 women entrepreneurs, 92.5% rated as high the relevance of Women Do Business and Digitize Your Business Training to their needs. The women entrepreneurs expressed similar levels of satisfaction with the relevance and quality of training materials (87%) instruction (92%) and mentoring services (77%), as provided by the Jordan River

Foundation. From other evaluations, the Women Do Business model, and the Jordan River Foundation as an Implementing Partner, consistently performance well.

For Outcome 3, 81% of respondents believed that work permits were important, and valued having one. They also valued the idea of social security protection and wanted to have it. However, changes to coverage and increased fees occurring in 2023 caused financial distress. 86% of respondents wanted to withdraw from social security protection, and preferred to have the option of work permits without the obligation of taking social security. Many commented they would not renew the work permits, given the cost of social security. Accordingly, the relevance of the work permits and social security to needs remained high.²² However, high costs, affordability and debt risk rendered the service difficult to continue.

3.3 Coherence of the PRM III Project

Coherence (Internal and External) ²³	The compatibility of the intervention with other interventions in a country, sector or institution.
Evaluation Questions	<ol style="list-style-type: none"> 1. To what extent is the project coherent with other interventions of the ILO in the region? 2. To what extent is the project consistent with the policies and goals of the countries under study including work on gender?

Summary of PRM III Performance on Coherence	
Coherence Criteria Ranking:	The external and internal policy coherence of the project were Satisfactory . The project's internal coherence was Unsatisfactory , horizontally within the project and its interactions with other ILO interventions in the region. The exception was Outcome 2, which showed Satisfactory internal Coherence.
Description of Results and Achievements:	The PRM III project has good policy coherence with the ILO's <i>Decent Work Country Programme</i> and related regional programmes. However, the evaluation did not observe a mechanism to promote internal coherence between the three outcome streams. The lack of internal coherence affected project efficiency, and partially explains uneven results for Effectiveness and Impact Orientation.

²² All survey data cited in this section can be found in the PRM III Technical Appendix, which accompanies this report.

²³ *Internal coherence* considers the project's alignment with the wider policy frameworks and interventions of the institution, which may affect the same operating context. *External coherence* considers alignment with external policy commitments, and the interventions of other actors working in the same context.

Observations:	Vertically, the three Outcome streams aligned with a common project goal. Horizontally within the project, each Outcome stream was unique and separate. There were limited or no interactions between them that would be mutually reinforcing. Within Outcome 1, this observation applies down to the Output level. The exception was Outcome 2, which showed some coherence with the regional women’s enterprise programme model.
---------------	--

The *Terms of Reference* do not distinguish between Internal and External Coherence, nor do the questions explore whether internal Coherence exists horizontally within the project. Based on findings, the evaluation focused on this latter dimension of coherence.

Internal Coherence refers to the quality of forming a unified whole within the ILO’s County Programme and related regional programmes. In this, the PRM III project was coherent with the ILO’s Jordan Decent Work Country Programme, inclusive of the programme’s Diagnostic and Situation Analysis and the DWCP Priority 1 and Priority 2. All PRM III Project Objectives, Outputs and Activities align and are coherent with the Country Programme and can be expected to contribute towards programme objectives. No project element fell outside the DWCP Priorities.

Internal coherence also refers to synergy within a project, which should be mutually reinforcing. Coherence creates the possibility for synergies and innovation to emerge. Here the project showed no observable internal coherence. Within the project, there were limited or no interactions between the different PRM III Output and Outcome streams, and other related ILO programmes:

- Each of the three Outcomes was unique and “standalone” in its design. The same observation can be made within Outcome 1, which had three different Output streams with no observable interactions.
- Programmatically, the interaction and, therefore, the causal relationship between counselling, references to RPL and WBL activities and post-activity counselling leading to improved labour market access do not appear to have emerged.
- There was limited evidence that knowledge and lessons learned from previous project iterations were applied, affecting internal coherence over time.

The exceptions are the internal synergies developed between Outcome 2 and the regional Women do Business model, and Outcome 3 with the ILO’s Estidama programme to alleviate the financial distress of some 5000 of the 28000 beneficiaries. Otherwise, each Outcome has its own internal logic, expressed in the type and sequencing of inputs and activities leading to results expected. The project documents do not describe the mechanisms for developing synergies and interactions between the Outcomes.

Weak internal coherence originated with the project’s design. In turn, internal coherence had a direct and negative effect on Efficiency and is reflected in uneven Effectiveness and Impact Orientation.

3.4 Effectiveness: PRM III Results and Achievement

Effectiveness	“The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.”
---------------	--

Evaluation Questions	<ol style="list-style-type: none"> 1. To what extent have the project’s expected outputs, outcomes, and targets been achieved? 2. Have unintended results of the project been identified? 3. To what extent are the Syrian refugees satisfied with the quality of the services provided to them? 4. To what extent are the vulnerable Jordanians satisfied with the quality of the services provided to them? 5. What progress has been made regarding ILO’s cross-cutting themes overall?
----------------------	---

3.4.1 Summary of Outcome 1 Effectiveness

Summary Outcome 1 Effectiveness from Assessment of all Quantitative and Qualitative Sources	
Effectiveness Criteria Ranking:	PRM III Outcome 1 Effectiveness was Satisfactory .
Description of Results and Achievements:	By the end of the no-cost extension period, Outcome 1 substantively met its performance targets for Career Counselling, Work-based Learning and Recognition of Prior Learning. The Recognition of Prior Learning certification was valued by most respondents, as documentary evidence of their experience and skills. There was limited evidence of a linkage between the Counselling and WBL or RPL Output streams.
Observations:	The finding acknowledges that circumstances within the Ministry of Labour and other government institutions contributed significantly to Year 1 delays. Much of Year 1 was dedicated to the resolution of these issues and establishing the preconditions for project implementation. Significant delays notwithstanding significant delays. Activity related to Work-based Learning was particularly affected.

Summary of Outcome 1/Year 1 quantitative results self-reported by the ILO in the quarterly progress reports

During FY21/22, Outcome 1 met its performance targets for Output 1.2 and Output 1.4, with delivery occurring Q3 and Q4. Targets for Output 1.1 were 25% achieved, while Output 1.4 showed no progress. Most efforts during Year 1 appeared to be focused on establishing the pre-conditions for delivery to services to beneficiaries. These took the form of assessments, and the review of institutional systems, regulations, standards and procedures. This work was not foreseen in the original project proposal and was not monitored by the ILO’s Quarterly Progress Reporting.

Table 9a: Summary of Outcome 1 Performance Data from ILO Quarterly Reporting for Year 1 (original project 2021-2022)

Objective 1: Enhanced employment readiness of Syrian refugees and vulnerable Jordanians through targeted and demand-driven skills development approaches.

Output	Year 1 target	Achievement as of end Q4 FY21/22
1.1 Number of trained Counsellors	50	14 (28%)
1.2 Number of beneficiaries receiving Career Counselling	2000	2066 (103%)
1.3 Number of beneficiaries in vocational training/Work-based Learning programmes	500	0
1.4 Number of beneficiaries receiving Recognition of Prior Learning certification	2000	1989 (99%)

The Outcome 1 results self-reported by the ILO for Year 1 (FY21/22) show that the project made *unsatisfactory* overall progress towards Output targets. This assessment is made while noting that the evaluation did not have a project work plan with a timeline against which to benchmark this conclusion.

A Government of Jordan decision resulted in the Ministry of Labour being closed for a seven month period, starting in 2021.²⁴ After re-opening, the Ministry required time to resume options, adding to implementation delays. During this period, Outcome 1 activities that depended on the Ministry of Labour were delayed. The work-based learning programme was particularly affected. Recognition of Prior Learning activities were also delayed by decisions within the TVSDC.

Otherwise, year 1 was used to establish the preconditions for the project to function in a second phase, particularly in relation to Outputs 1.1 and 1.4. Much of this preparatory was not anticipated in the PRM III Project Proposal or results framework, meaning that results for Year 1 are underreported. Nor was it included in the Risk and Assumptions model, suggesting that risks and assumptions were not well understood. As specific observations:

- Output 1.1 delivered its first results in Q2 (training of 10 counsellors or 20% of target). There is no further progress against the targets until mid-Year 2.
- Output 1.2 delivered results to beneficiaries in Q3 and Q4 of Year 1. The Career Counselling was intended to be linked to Output 1.3 and Output 1.4. It is not reported whether or how this occurred, given that Output 1.3 shows no delivery to beneficiaries until January 2024.
- Output 1.3 delivered no WBL services to beneficiaries during Year 1 and was not effective until Year 3 (January 2024). All Year 1 work was delayed for a period of at least seven months, as a result the Government of Jordan's decision to close the Ministry of Labour.

²⁴ The closure of the Ministry of Labour is not well documented in the Quarterly Performance Reports for Year 1, and the causal effect is not well documented.

There were additional market and institutional assessments, and the provision of technical advisory services to national Stakeholders (a “national guiding manual for the design, delivery and evaluation of WBL in Jordan,” review of TVET legislation and streamlining of the relationship between the TVSDC and the VTC, among others activities).

- Output 1.4 devoted most of Year 1 to assessments, the review and revisions of RPL standards, and streamlining of the process between the VTC and TVSD. The Output delivered to beneficiaries in Q4, at which point it met 98% of its project target. The annual target, therefore, was substantively met.

Summary of Outcome 1/Year 2 and 3 quantitative results self-reported by the ILO in the quarterly progress reporting

The *PRM III Cost Extension Project Proposal* became effective in September 2022, with the subsequent *PRM III No-Cost Extension* effective in September 2023. The revised project maintained the project’s original Goal and Outcome structure and its core deliverables (Employment Counselling, Work-based Learning and Recognition of Prior Learning). However, there were some revisions at the Output and Activity levels. With additional time and resources, the project expanded its counselling services and beneficiary targets. The project also continued to deliver a body of capacity development and advisory work (studies, development of strategy and operating procedures) that is not well captured or explained in the progress reporting.²⁵ As a result, project performance reporting may be incomplete, and the results are understated.

Table 9b: Summary of Outcome 1 Performance Data from ILO Quarterly Reporting for Year 2 and Year 3 (cost and no-cost extension period (2022-2024))

Objective 1: Enhanced employment readiness of Syrian refugees and vulnerable Jordanians through targeted and demand-driven skills development approaches.

*Objective 1 Indicator: Percentage of beneficiaries using skills obtained through WBL/ Vocational training for job placement within six months of completing training.*²⁶

Output	Revised target	Q4 FY22/23	Q1 FY23/24	Final Status
1.1.1 Number of trained Counsellors	50	85 (170%)	No further activity after FY22/23. Completed and closed.	
1.1.2 Number of beneficiaries receiving Career Counselling	2000	3162 (160%)	No further activity after FY22/23 Completed and closed.	

²⁵ The Quarterly Progress Reports provide some descriptive text. However, technical advisory services are not integrated into the results framework as Inputs or Outputs, and the descriptive text is cursory.

²⁶ The indicator measures only one of three types of deliverables, and work based learning results cannot be assessed until before October 2024.

1.1.3 Number of referrals made by the trained counsellors to the ESCs for employment services.	1,200	1524 (127%)	No further activity after FY22/23. Completed and closed.	
1.1.4 Number of certified career counsellors based on the career guidance accreditation framework.	30	0	0	Change in the deliverable.
1.2.1 Number of beneficiaries enrolled in vocational training/WBL programmes. ²⁷	Y1 target (revised 1000)	0	816 (81.6 %)	Completed
1.2.2 No. of training providers, TVET practitioners, and NGOs receiving capacity building on the delivery of demand-driven vocational training and WBL programmes.	40	0	Activity discontinued in Q2 FY22/23	
1.3.1 Number of beneficiaries receiving RPL certification.	2000	0	0	Certification of 2005 beneficiaries completed during Year 1 ²⁸
1.3.2 No. of RPL beneficiaries receiving career counselling to be linked with suitable training programmes.	0	0	0	Not delivered
1.3.4 Number of beneficiaries receiving RPL certification based on the national guideline and (SOP) for implementing RPL.	0	0	1000 (100%)	Completed

The Objective 1 Indicator for Outcome 1 cannot be assessed, as the Work-based Learning component (Output 1.2) was not completed until 2024). If the same indicator were applied to Recognition of Prior Learning, PRM III would have exceeded its target.

During FY22/23 and FY23/24, with Implementing Partners, the ILO self-reports that show that the PRM III project:

²⁷ The results matrix includes an Output 1.2.5 “Number of beneficiaries enrolled in vocational training/WBL programmes based on the developed operational guidelines.” The progress reporting includes this information under Output 1.2.1.

²⁸ For Year 1/Q4, the ILO reports 1989 beneficiaries. For Year 2/Q1, the ILO reports 2005 beneficiaries. The evaluation understands there was no additional certification after Year 1, and that the addition of 16 beneficiaries was the result of updating performance data.

- Made overall *satisfactory* progress towards its quantitative targets. The project’s failure to capture capacity development and technical advisory services delivered mean that results are underreported.
- Exceeded its beneficiary targets for three of the four indicators related to Career Counselling (1.1.1; 1.1.2; 1.1.3). Beyond reporting beneficiary numbers, it is unclear from the reporting who received the counselling and to what effect.
- Met its Work-based Learning target, albeit with the benefit of additional time and resources and delivering in Q1 2024. The results will be explored with a survey to be conducted 6 months after the time of closure.
- Exceeded its original Recognition of Prior Learning target.
- Per Output 1.3.4, the project did not provide the career counselling services expected to WBL and RPL beneficiaries, linking them with career opportunities and/or with suitable training programmes. Within the project’s causal pathway, the counselling was intended to serve link between the project and entry to the labour market. Hence the causal link was broken.²⁹

Qualitative Summary of Outcome 1 Interview Results

The evaluation used a "convenience sampling" method, designed for triangulation with the representative survey planned for six months after project closure.³⁰ Twenty persons were selected for interviews from the Recognition of Prior Learning beneficiary list, taken equally from the first and second project years. The sample comprised Syrian and Jordanian men and women, in proportion to their actual representation in the total beneficiary cohort: 5 Syrians (2 women and 3 men) and 13 Jordanians (3 women and 9 men). Of these 20, two persons stated that they had not applied for the programme and did not have an RPL certificate. The total number of successful interviews, therefore, was 18.

The interview questions were designed to explore: i) Aspects of project Output-level performance; The extent to which beneficiaries perceive that having a Recognition of Prior Learning certificate made them more “employment ready;” Actual achievement that can be attributed to the project, in whole or in part. Such an achievement would involve either finding employment or in some other way improving their situation.

Table 10: Summary of Interview findings from RPL Beneficiaries

Interview Questions	Syrian		Jordanian	
	Woman	Man	Woman	Man

²⁹ Observations on Career Counselling were based on the information self-reported by the ILO, in its Quarterly reporting. The evaluation did not survey or interview the beneficiaries and cannot verify the results.

³⁰ In discussion with the ILO Evaluation Management Project Team, it was determined that survey and focus group options for data gathering were not practical. Also, that it was too soon to engage WBL beneficiaries.

Work situation before RPL?	Employed but need the certificate for the future (1) Employed but need the certificate to open business at home (1)	Employed but needed the certificate for the future (3)	Employed a different occupation than qualifications (1) Employed but need the certificate for the future (2) Employed at home (1)	Employed a different occupation than qualifications (1) Employed but needed the certificate for the future (3) Unemployed (2) Working and everything was fine but wanted to have a certificate to improve (3)
How did you hear about RPL?	Family or friends (2)	Customer at his store (1) Career Councillor (1) Family and Friends (1)	Employer (1) Career Councillor (1) Social Media (1) Family and Friends (1)	Family or friends (5) Media and social media (2) Career Counsellor (2)
What skill did you want certified?	Hair Stylist (1) Tailor (1)	Baker (1) Mechanic (2)	Quality Control (1) Tailor (2) Hair stylist (1)	Male barber (4) Plumber (1) Mechanic (1) Maintenance (2) Chef (1)
Did you receive your RPL certification?	Yes (2)	Yes (3)	Yes (4)	Yes (5)
Did you get good advice and support during the certification process?	Yes (1) No (1)	No (3)	No (4)	No (4) Helped identify experience (5)
Did you get employment counselling?	Yes, with follow up (1) No(1)	No (3)	No (4)	No (7) Yes (2)
With the certificate, do you feel more prepared and/or confident to look for work?	Yes (2)	Yes (3)	Yes (4)	Yes (7) Not really (2)
Did you find work as a result of having an RPL certificate?	Yes (1) No (1)	Already working (3)	Already working (2) Yes, because of the RPL (1) No (1)	Already working (6) No (3)
Do employers believe you more qualified because you have an RPL?	Yes (2)	Yes, recognised as skilled person (3)	Yes, recognised as skilled person (4)	Maybe (3) Yes (6)

Overall, does having the RPL improve your situation?	Yes (1) Yes, with better income and will open her own business (1)	Not yet (3)	Not yet (2) Yes (2)	Not yet (6) Yes (3)
Overall, does having the RPL improve your living situation	Yes, with better income (1) Not yet (1)	Hoping it will improve my situation in the future (3)	Hoping it will improve my situation in the future (4)	Hoping it will improve my situation in the future (7). No (2)

The beneficiary interviews showed positive feedback on the Recognition of Prior Learning Output stream. The certification was valued by most respondents, as documentary evidence of their experience and skills. Most did not expect the certification to lead immediately to new employment, and few reported a short-term improvement in their circumstances that could be attributed to certification. Rather, respondents perceived that the certification would improve their employment options over the long term. In this regard, over 80% perceived that employers believed they were more qualified because of the RPL certificate.

As other takeaways:

- Most respondents heard about RPL from family, relatives and friends or through social media. One person was introduced by her employer. Only three persons heard about RPL from a project-funded counsellors. The finding suggests that social media is an effective medium for disseminating RPL, while project-funded counsellors were the least effective.
- From the interviews, the counsellors do not present as an effective referral channel. Project-funded counsellors have a limited role or profile with RPL certification, neither referring persons to the programme nor providing post-certification guidance. Most respondents stated that they received no such guidance. The exception was the few respondents who perceived that counselling helped them better identify and explain their experience.

Finally, one respondent was disappointed that the “counselling centre” was closed. The evaluation understood that some (or all) counselling support was terminated as the project closed. The comment highlights the disadvantage of project-funded employment services, and sustainability.

3.4.2 Summary of Outcome 2 Effectiveness from all Sources

Summary Outcome 2 Effectiveness from Assessment of all Quantitative and Qualitative Sources	
Effectiveness Criteria Ranking:	PRM III Outcome 2 Effectiveness was Very Satisfactory .
Description of Results and Achievements	Outcome 2 achieved or exceeded all its Outcome and Output targets, including for the cross-cutting themes of gender equality and social coherence. Through the beneficiary and survey and interviews, both Syrian and Jordanian women expressed a high level of satisfaction with the quality of the training and support

	delivered to them. These include satisfaction with WDB and DYB training, seed funding and mentoring, and the quality of Jordan River Foundation Instructors.
Observations:	Outcome 2 experienced start up delays during Year 1 (FY21/22). Much of the year was used to establish the pre-conditions for programme implementation, including the contracting of an implementing Partner, the Jordan River Foundation: Delivery to beneficiaries did not begin until the last quarter of FY21/22, and proceeded quickly.

Summary of Outcome 2 results self-reported by the ILO in the quarterly reporting

During Year 1 FY21/22, Outcome 2 met two its four Output targets, with delivery occurring Q3 and Q4. Most efforts during Year 1 appeared to be focused on establishing the pre-conditions for service delivery to beneficiaries, and practical start up activities. These included an assessment of the Women do Business model, identification and contracting of Implementing Partners, and updating/developing training modules. Some of this work was not foreseen in the original project proposal and was not monitored as an activity or output in the quarterly progress reporting.

Table 11a: Summary of Outcome 2 Performance Data from ILO Quarterly Reporting for Year 1 (original project FY21/22)

Objective 2: Expanded livelihoods opportunities for Syrian Refugees and vulnerable Jordanians with emphasis on women, through specialized entrepreneurship and business development services.

Output	Year 1 target	Achievement as of Q4 FY21/22
2.1 Number of trainers trained on Women Do Business methodology	15	0 ³¹
2.2 Number of women entrepreneurs trained on the Women Do Business approach	200	193
2.3 Number of women entrepreneurs provided with seed funding	100	139
2.4 Number of youth beneficiaries provided with innovation trainings and linkage opportunities	100	0

For Outcome 2, the ILO reported no progress towards its quantitative targets between Q1 and Q3 of FY21/22. During this period, the reporting describes activities to set the pre-conditions for implementation and then start-up. These included an assessment of the WDB model

³¹ Q2 progress reporting states that the project team decided to use the pool of existing trainers from the previous WDB phases, for the purpose of time and efficiency.

(became available in late Q3 of FY21/22), contacting Implementing Partners for the project's women and youth entrepreneurship output streams, the development of the programme modules and recruitment of women and youth beneficiaries.

After contracting of the WDB Implementing Partner, the Jordan River Foundation, the project moved quickly to achieve Output targets (2.2 and 2.3). The ILO was also near the conclusion of its discussions with the Al Hussein Technical University for implementation of Output 2.4, which began in Q1 FY22/23, under the new cost-extension agreement (September 2022). The PRM III Cost-Extension agreement (2022) added three new components: i) Mentoring follow-up for the WDB who received seed funding (2.3.1); ii) A three-day Digitise Your Business training module (2.3.2), open to beneficiaries from the current and past iterations of the WDB programme; iii) additional seed funding to finance scale up and digitisation of businesses.

Table 11b: Summary of Outcome 1 Performance Data from ILO Quarterly Reporting for Year 2 and Year 3 (cost and no-cost extension period (2022-2024))

Objective 2: Expanded livelihoods opportunities for Syrian Refugees and vulnerable Jordanians with emphasis on women, through specialized entrepreneurship and business development services.

Objective 2 indicator Percentage of women owned enterprises supported by the project with clear sustainability & scalability plans (50%).

Output	Y2 Revised target	Q4 FY22/23	Q1 FY23/24	Final Status
2.1.1 Number of trainers trained on the Women Do Business approach	Same as Y1	21 (DYB)	Completed in Q4 FY22/23	
2.1.2 Number of women entrepreneurs trained on the Women Do Business approach.	Same as Y1	193	Completed in Y1	
2.2.1 Number of women entrepreneurs provided with seed funding based on 2.1.2	Same as Y1	139	Completed in Y1	
2.2.2 Number of youth beneficiaries provided with innovation trainings and linkage opportunities	100	70 then 39 of the initial 70 ³²	Completed in Q4 FY22/23	
2.3.1 No. of women receiving one-on-one or group training for capacity building and mentorship from all previously conducted WDB programme (mentoring)	100	142	Completed in Q4 FY22/23 Mentoring visits used to map beneficiaries for 2.3.2	

³² Target reduced for budgetary reasons, the Q4 Progress Report states that the number of youth beneficiaries was reduced to 39. Three were selected for a study tour in Ireland.

2.3.2 No. of women receiving advanced digital training in core areas related to business management and entrepreneurship ³³ (DYB)	100	193 ³⁴	Completed in Q4 FY22/23	
2.3.3 No. of beneficiaries receiving additional financial support to scale up businesses (pool of all supported beneficiaries through WDB programme across all phases) and implementation of DYB strategies.	100	0	156 (156%)	Complete

During FY22/23, and building on the late FY21/22 results, the ILO self-reports that Outcome 2 met or exceeded each of its Output beneficiary targets. Progress towards the Objective 2 indicator cannot be verified. One hundred and thirty-nine women were awarded seed funding, based on the quality of their workplans. However, they cannot verify whether these met the standards of “clear sustainability & scalability of plans.”

The achievement includes the three new project components added during the cost extension phase. Revised targets for youth beneficiaries provided with innovation trainings and linkage opportunities were also met. Outcome 2 implementation, therefore, was substantively complete by Q4 of FY22/23 (August 2023). The final Output (2.3.3) was completed during the *No Cost Extension* period, in January 2024. Implementation was enabled by the *Jordan River Foundation* and *Al Hussein Technical University*, both of whom are recognised institutions with established and well-performing entrepreneurship programmes.

The evaluation conducted a representative survey of Women Do Business and Digitize Your Business Graduates.³⁵ The survey included responses from 255 women entrepreneurs selected from PRM III, PRM II, and PRM I. The respondents provided positive feedback for each evaluation criterion, with no significant areas of concern identified. Regarding effectiveness and the evaluation questions, the survey found that women entrepreneurs feel more confident in their skills and abilities. Additionally, there is evidence that their businesses continue to operate, improve, generate income and benefits for both the women and their households and within the communities where they live.

Table 12: Outcome 2 Beneficiary Survey; Effectiveness Results

Are you more confident in your skills after taking the training?	88.30% of women respondents stated their confidence increased after completing some or all of the WDB and DYB training.
--	---

³³ Beneficiaries will be receiving advanced training in areas related to digital business management. The training itself is not via digital means.

³⁴ The participants were selected from previous Women's Business Development beneficiaries from all project phases who had received seed funding.

³⁵ The complete survey results are included in the Technical Appendix to this report.

Currently, what is the operational status of your business?	85.90% of women respondents told the survey that their business was still open and that it was improved. 84% stated that the business was open and operating the same as before. Only about 6 percent reported their business was closed, usually for a combination of family circumstances and financial reasons.
If your business is operating, has your income increased?	54.20% of women respondents told the survey that their income had “somewhat” increased (a moderate increase), while 26.60% said their income “significantly” increased. Only 5.6% reported decreasing income. ³⁶

Outcome 2 In-depth Interview Results

As the final Effectiveness element, the evaluation also conducted six in-depth “story telling” interviews with women entrepreneurs. The evaluation used a *purposive sampling method* to identify the women, focusing on the factors contributing to their success that can be attributed to the PRM III project. The interviews were conducted at the women’s place of business.³⁷

Overall, the women describe their success in multi-dimensional terms, encompassing financial gains, business expansion, community contribution, and personal development. This holistic view of success highlights their achievements and their optimistic outlook for the future.

The six women perceived that their businesses are successful, describing “success” through a combination of financial independence, business growth, community impact, and personal fulfilment. Financially, the women have seen their monthly incomes increase, which has allowed them to better provide for their families and achieve economic stability. This is illustrated by increases in their profits, their ability to pay for essential needs, and the expansion of their business product offerings through reinvestment.

In terms of business growth, most of the six women have expanded their operations by investing in necessary equipment, securing contracts, and leveraging social media to reach a broader customer base. Some have concrete plans for future expansion, such as opening new shops, getting regulatory approvals, or exploring international markets.

Community impact is another aspect of success that the women valued. These entrepreneurs have created employment opportunities for others, particularly women, and have engaged in community activities that empower and uplift those around them. The jobs are part-time informal position, for surge support during periods of high activity. Regardless, they are not only improving their own lives but also contributing positively to their communities.

Personal fulfilment and growth are significant indicators of their success. The women have gained confidence, developed new skills, and achieved personal goals that were previously unattainable. Their stories reflect a deep sense of determination and resilience, showing that despite initial challenges, they have managed to create thriving businesses that promise continued growth and impact.

³⁶ The complete Outcome 2 survey results are available the Technical Appendix.

³⁷ The complete interview transcripts are included in the Technical Appendix. The evaluation obtained permission to include the transcripts.

Factors contributing to Effectiveness and Enterprise Success

From the six in-depth “story telling” interviews with women entrepreneurs, the evaluation was able to identify the following success factors:

Table 13: Success factors contributing to the Success of PRM III Women Entrepreneurs	
Women Do Business Training	Supported through PRM III and delivered by the Jordan River Foundation. Provided essential skills in financial and business management, packaging, invoicing, and social media utilization Enabled women to develop business acumen and self-confidence.
Financial Grants and tangible business assets	Provided the necessary capital to invest in essential equipment and expand business operations. Helped women enhance their production capabilities and diversify their product offerings.
Leveraging Existing Skills	Women leveraged skills from previous employment or personal talents, such as baking, cosmetics production, translation, cooking, and tailoring.
Community and Family Support	Husbands and family members provide moral and sometimes practical support. Engaging family members in the business, fostering teamwork.
Community Engagement	Building networks and gaining recognition within the community. Training and empowering other women, creating a supportive ecosystem.
Market Adaptation and Diversification	Adapting products to meet market demands, especially during challenging times like the COVID-19 pandemic. Expanding product lines to attract a broader customer base.
Using Social Media and Technology	Expanding customer reach and increasing sales through social media marketing. Using technology for business operations and customer engagement.
Determination and Resilience	Overcoming significant personal and financial challenges through persistence and hard work. Continuously seeking opportunities for learning and improvement.
Regulatory Compliance and Partnerships	Securing Permits and Contracts Obtaining official permits and forming distribution contracts to legitimize and grow the business. Seeking approvals from regulatory bodies like the Jordan Food and Drug Administration for further market expansion.

3.4.3 Summary of Outcome 3 Effectiveness from all Sources

Summary of Outcome 3 Effectiveness from Assessment of all Quantitative and Qualitative Sources	
Effectiveness Criteria Ranking:	PRM III Outcome 3 Effectiveness was Satisfactory , when assessed against the quantitative targets for output delivery set out in the ILO Quarterly Reporting.
Description of Results and Achievements:	The project substantially met its year-on-year quantitative targets for the issuing of work permits to Syrian refugees. The General Federation of Trade Unions of Jordan enabled effectiveness.
Observations:	While effective, the Impact and Sustainability of Outcome 3 are undermined by government policy changes to social security insurance. ³⁸

Summary of Outcome 3 results self-reported by the ILO in the quarterly reporting

Most of PRM III's quantitative targets were substantively met by March 2024, at the end of the no-cost extension period. This finding is made noting that some original project elements revised or removed, either for non-performance or to meet changing requirements.

Table 14a: Summary of Outcome 3 Performance Data from ILO Quarterly Reporting for Year 1 (original project 2021-2022)

Objective 3: Improved access of Syrian refugees to formal employment through facilitating and supporting the issuance of work permits and social protection inclusion.		
Output	Year 1 target	Achievement as of Q4 FY21/22
3.1 Number of work permits issued	20,000	18,237 (91%)
3.2 Number of beneficiaries receiving awareness sessions on labour rights & decent work	1000 (intended to be chosen from Output 3.1 beneficiaries)	1951 (195%)

The ILO self-reports that it had a previous collaboration with the General Federation of Jordanian Trade Unions (GFJTU), which continued to issue flexible Work Permits to Syrian workers under Phase III of ILO-PRM Partnership. The GFJTU was the sole body authorized to issue permits, along with the Ministry of Labour. It has collaborated with the ILO since 2017, to issues work permits and provide employment counselling. The pre-conditions for implementation appeared to be in place with contracting of the GFJTU. 4,849 work permits were issued during the first quarter of FY21/23, and the project met 91% of the beneficiary target by the fourth quarter.

³⁸ Related matters are covered under the Impact Orientation criterion,

Table 14b: Summary of Outcome 3 Performance Data from ILO Quarterly Reporting for Year 2 and Year 3 (cost and no-cost extension period (2022-2024))

Objective 3: Improved access of Syrian refugees to formal employment through facilitating and supporting the issuance of work permits and social protection inclusion.

Objective 3 Indicator: Percentage of sampled beneficiaries who are able to report positive feedback on the value of receiving a work permit (60%).

Output	Y2 Revised target	Q4 FY22/23	Q1 FY23/24	Final Status
3.1.1 Number of work permits issued	10,000	10,595	With previous achievement, 27,890 work permits issued or 97% of target. ILO reports targets met, and work concluded.	
3.1.2 Number of beneficiaries receiving awareness sessions on formal employment, social security, labour rights & decent work	1000	1,278	With previous achievement, 3229 persons attend or 161% of target. ILO reports targets met, and sessions concluded.	
Implementing Partner: General Federation of Jordanian Trade Unions				

As of the Q4FY22/23 (ending 31 December 2023), the ILO self-reported that Outcome 3 had met its performance targets in full and project activities were closed. For Effectiveness and Impact, the ILO self-assessed that the project streamlined work permit issuance and “significantly impacted the legal labour market access.” The statement is based on the number of beneficiaries and implies a causal relationship between having a work permit and increased labour market access.

3.5 Efficiency of the PRM III Project

Efficiency	The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way. ³⁹
Evaluation Questions	<ol style="list-style-type: none"> 1. Were the resources made available to the project used efficiently to achieve results? 2. Has the Project developed an M&E strategy that enhances accountability and organizational learning into management?

³⁹ The definition of efficiency has economic and process-oriented dimensions, which are reflected in the evaluation questions.

	3. Are the project’s activities/operations in line with the schedule of activities as defined by the Project team, work plans and budgets?
--	--

Summary of Outcome 3 Efficiency Assessment of all Quantitative and Qualitative Sources	
Efficiency Criteria Ranking:	Overall Efficiency achievement was Unsatisfactory , noting performance differences between the three Outcome streams. The ranking covers both operational efficiency and the project monitoring. The trend was for improved operational efficiency moving Year 2.
Description of Results and Achievements:	Unsatisfactory efficiency was expressed as significant delays in delivering project services to beneficiaries, which had a negative causal on project effectiveness during Year 1 and into Year 2.
Observations:	The evaluation identified factors that may have contributed to unsatisfactory efficiency: i) Institutional circumstances and policy changes in national counterpart institutions, beyond the ILO’s control but not beyond its ability to anticipate; ii) lack of realism in the project’s design; iii) Inadequate risk and progress monitoring by the ILO, as inputs into responsive management. Efficiency was affected by Relevance (inadequate preparatory work) and Internal Coherence (weak internal coherence and synergy).

3.5.1 Efficiency of resource use project implementation

The evaluation focused on the “timeliness” and process dimensions of the Efficiency criterion. Within the documents transferred, the evaluation requested but did not receive a detailed workplan nor specific implementation timeline. Reference was made instead to the annual performance targets provided in the project’s Results Framework. These focus exclusively on delivery to beneficiaries, and do not provide targets for operations or technical advisory work. Also, to the “PRM Project Timeline” included as an annex to the *Cost Extension Agreement* (2022) signed with the US Department of State. The annex sets out contractually agreed completion dates and identifies some implementation risk.

The project missed most of its delivery targets during Year 1, according to the PRM III Progress Reports. Only Outcome 3 met its targets, quantitatively expressed as delivery to beneficiaries. Outcome 2 showed implementation improvements after contracting the Implementing Partners while Outcome 1 limited progress only. Most Outcome 1 activities were focused on setting the conditions for project start-up and/or were affected by conditions within national counterpart institutions. The remedial actions taken by the project to address these conditions appeared to be outside of the original project scope, or at least were not captured in the project document or as activities/outputs in the results framework or the Quarterly Progress Reporting.

The overall efficiency of Year 1 was unsatisfactory and required a *Cost Extension* agreement with the Donor. In causal terms, closure of the Ministry of Planning was the primary cause of delays in Outcome 1 during Year 1. Otherwise, Efficiency performance was affected by

Relevance and Internal Coherence. Deficiencies with Efficiency then had a direct and material effect on project results and achievements (Effectiveness), which were most evident for Outcome 1 and, to a lesser extent, Outcome 2. The Efficiency of project implementation improved during Year 2, during which implementation and delivery targets were substantively met. The exception was the Work-based Learning Output of Outcome 1, which required an additional non-cost extension until 31 March 2024.

The evaluation identified four possible causal factors that may explain unsatisfactory operational Efficiency:

1. Outcome 1 national counterparts in Government confronted a series of institutional challenges, which were not anticipated in project planning and required time and effort to resolve. The occurrence of these challenges was beyond the ILOs ability to resolve. In particular, the Government of Jordan decision resulted in the Ministry of Labour being closed for a seven month period, starting in 2021. After re-opening, the Ministry required time to resume operations, adding to implementation delays. However, the ILO should have been able to identify capacity weakness with a proper assessment during project design.
2. The evaluation did not find evidence that project design was based on a comprehensive planning and assessment exercise, or that it made effective use of experience and knowledge from past project iterations. Institutional memory and available documentation were both limited. Based on assessment and experience, the ILO should have been able to better anticipate the start-up requirements and some of the difficulties encountered, and to provide more realism.
3. Project risk modelling was not robust and did not anticipate the contextual or counterpart challenges encountered. Risk was not monitored in the progress reporting, or through another mechanism that the evaluation was aware of. In turn, progress monitoring does not appear to capture many of the challenges encountered.
4. The Results Framework does not capture much of the technical advisory and related work. The ILO, therefore, did not provide a full picture of the project's scope, and understates the amount of activity occurring.

3.5.2 Project Monitoring, Evaluation, Learning and Communication

The PRM III project did not develop an M&E strategy that adequately supported accountability and learning. Deficiencies in the system constrain the feedback of performance and risk information to project management and the Donor. They contribute also to inefficiencies and affect the accuracy and thoroughness of reporting.

The evaluation made reference to *ILO Guidance Note 1.2: Monitoring and Reporting* (June 2002). Monitoring is “the concurrent tracking of progress for the purpose of improving implementation strategy and results. It is an inherent part of project implementation that helps to inform the stakeholders of the progress made and the challenges faced. It gives early signals of the need for course correction and helps in taking important management decisions on time.” These principles were reflected in the two Project Proposals’ “Monitoring and Evaluation Plan” (Section 4).

Within this definition, monitoring should track performance and measure effects, serve the purpose of accountability, support learning, decision-making and quality assurance, and help identify risks. Project design, the accompanying Results Framework and the monitoring system should preferably be Theory-based, to monitor and understanding causality within the project.

The PRM III project’s monitoring system does not meet these ILO corporate standards. It also did not meet the standards described in the *PRM III Cost Extension Proposal* (2022: 17). The monitoring system tracks implementation progress against a single dimension of performance, using a limited number of quantitative targets and indicators. These are set at the Output level and derive from the number of beneficiaries completing a given Output, disaggregated by gender and nationality.

The Cost Extension Proposal includes a quantitative indicator for each Outcome, generating data for a single Output within the causal chain. The narrative text included in the reporting is descriptive and focused solely on one specific reporting period. The descriptive text is unstructured and offers limited cumulative analysis and insight over time. Project monitoring lacks a systematic effort to track non-quantitative performance and risk issues over time and between reports. This approach fails to provide nuanced insights into quantitative results or explain the causal factors, both positive and negative, for their occurrence.⁴⁰ Key issues affecting the project, such as closure of the Ministry of Labour or cost increases for Social Security coverage are not noted.

The reporting does not appear to gather the information needed to support feedback to decision-making, learning or communications to stakeholders. Combined, deficiencies in the monitoring system may affect the accuracy or completeness of reporting and contribute to inefficiencies. A case in point is Outcome 3. Per the *Q1 2024 Progress Report*, Outcome 3 met its performance targets for the issuance of flexible work permits and awareness meeting. The report notes that the target was achieved fully, and the Outcome 3 was successfully closed.

These statements may have been correct, quantitatively and at the Output level. However, at the Outcome level, the project did not meet its objective of “Improved access of Syrian refugees to formal employment through facilitating and supporting the issuance of work permits and social protection inclusion” nor the performance indicator of “60% of sampled beneficiaries who are able to report positive feedback on the value of receiving a work permit”.

3.6. Impact Orientation

Impact Orientation	"Impact orientation" refers to the long-term and substantive effects that a project aims to achieve, and perspectives on whether the project is positioned to achieve its goal of enhancing the access of Jordanians and Syrian refugees to the formal labour market in Jordan.
Evaluation Questions	<ol style="list-style-type: none"> 1. To what extent has the project integrated the cross-cutting themes in the design? 2. What progress has been made regarding ILO’s cross-cutting themes overall? 3. To what extent has the access of Syrian refugees to formal employment been Improved?

⁴⁰ These observations are made while acknowledging that the ILO commissions evaluations and studies to provide additional insight.

Summary of PRM III Impact Orientation	
Impact Criteria Ranking:	PRM III's Performance on Cross-cutting Themes was Satisfactory .
Description of Results and Achievements:	<p>PRM III's Performance on Cross-cutting Themes was Satisfactory. Cross-cutting project themes of gender equality (women's economic empowerment) and the inclusion of Syrian refugees and vulnerable Jordanians (social cohesion) fully integrated. The project does not integrate other ILO cross-cutting issues.</p> <p>The performance ranking addresses both the integration of cross-cutting issues into PRM III project design and results achieved overall. The exception was Outcome 3, for which the Impact Orientation is Very Unsatisfactory under current circumstances.</p>

The International Labour Organization and Stakeholders made good progress addressing the cross-cutting themes of gender equality throughout the PRM III project. Successful efforts were made to ensure representation and participation from diverse locations across Jordan, with almost equal percentage from both Jordanian and Syrian. The PRM III project design and results framework did not include the ILO cross-cutting themes of tripartism and social dialogue, International Labour Standards, environmental sustainability, and medium and long-term effects of capacity development initiatives.

There has been a strong emphasis on supporting women entrepreneurs through Outcome 2, where over 90% of the beneficiaries were women. Male participation was specifically targeted to the youth entrepreneurship component. The project considered the cultural constraints and vulnerability of women to be part of training. It covers participants with funding for safe transportation and awareness sessions to raise confidence and motivation.

Outcome 3 has been designed to benefit Syrians. According to cultural work perspective the programme was design differently, and flexible work permits primarily benefit the males. The design targeted 97% of the beneficiaries being Syrian men and only 3% were Syrian women. Overall, the ILO has made strides in addressing cross-cutting themes in its programs, with a focus on diversity and inclusivity.

Outcome 1 had a complex design with three Output streams. According to the implementation results, the Outcome substantively achieved its cross-cutting target of almost equal percentages between Syrian and Jordanian, male and females. The evaluation found evidence through surveys and interviews that participation was well balanced between nationalities. The project encouraged women to participate and provided a decent and safe environment.

Summary of Outcome 3 Impact Orientation	
Impact Criteria Ranking:	The Impact Orientation of Outcome 3 is Unsatisfactory
Description of Results and Achievements:	The ranking reflects the effect of changes to social security insurance policy and requirements enacted by the Government of Jordan. These

	increase the cost of insurance, placing many beneficiaries in financial distress.
Observations:	<p>The ILO's self-reported assessment that Outcome 3 "significantly impacted the legal labour market access" is inaccurate and needs further nuance. The ranking reflects the Outcome 3 indicator: "Percentage of sampled beneficiaries who are able to report positive feedback on the value of receiving a work permit." This statement misrepresents the actual complexity and nuance of Outcome 3's Impact Orientation and Sustainability.</p> <p>From the survey, 81% of respondents valued having a permit, and 54% said that having a permit was a factor in finding work, usually where employers required it. However, 86% indicated that social security protection had a negative impact on their situation. They preferred to have work permits delinked from social security, or without social security fees. If this does not occur, many commented that costs will force them to cancel or not renew their work permit. The increase in social security fees, therefore, had an existential and negative effect on beneficiaries, which was documented in the survey.</p>

Summary of results from the Outcome 3 Beneficiary Survey

In addition to assessing effectiveness the quantitative data self-reported by the ILO, the evaluation conducted a survey of Outcome 3 beneficiaries, based on a representative sample of the persons that received a flexible work permit and social security insurance Through the PRM III project. The survey provides a more nuanced results assessment than the ILO's progress reporting. Specifically, while most respondents valued having a Jordanian work permit, a larger number of the beneficiaries were experienced financial distress as a result of cost increases. They expressed a desire to opt-out of the work permits because of the coverage or see it decoupled from having a work permit.

"Work" is a relative concept for beneficiaries when used as a descriptor in the survey, and from the perspective of Syrian Refugees. According to the commentary, the majority of respondents did not have full-time, permanent jobs in the formal sector. They often worked part-time, seasonally, or on availability. Indicating that they had found employment meant that beneficiaries had worked at some point during the project period, for a varying duration. Many respondents also expressed frustration that Syrians still have limited occupations in which they are permitted to work, which is a challenge in an already constrained labour market.

Survey respondents believed that a work permit is important and appreciated the assistance provided by the General Federation of Jordanian Trade Unions in obtaining them.⁴¹ Having a work permit was seen as beneficial for securing employment, as it was often a legal requirement in the formal sector. Among those still looking for work, there was optimism that a work permit would improve their chances of future employment. However, a significant number of respondents did not have work, and most of those employed were still in the

⁴¹ The ILO does not have visibility with beneficiaries, as the General Federation of Jordanian Trade Unions manages the operational contact with applicants.

informal sector. The distinction between “formal” and “informal,” therefore, seemed fluid and respondents move between them as opportunity and circumstance permits.

There appeared to be a correlation, therefore, between having a work permit and access to employment within the limited number of occupations where Syrians are allowed to work, and where having the permit is a requirement. Work permits are also a link to obtaining social security coverage, for which Syrians are required to make a monthly payment. The idea of having social security insurance holds an intrinsic value for the respondents. Most wanted to have it. However, recent Government of Jordan changes to social security coverage has dramatically increased costs, beyond what Syrian refugees can afford.

As a result, 86% of respondents stated that social security had a negative financial impact on their families, and they wanted to withdraw. This theme reoccurred during most interviews. Respondents described being unable to make the payments, and accumulating debt in their accounts with the government, in addition to the other debts they already carry. From their comments, debt levels to the SSC ranged between 250 JOD to 1000 JOD. In turn, debt creates anxiety, that the respondent would have a legal problem or work permits will not be renewed.⁴²

Social security, therefore, is perceived as a source of financial distress and not protection. Most respondents commented that they preferred to have work permits delinked from social security, or without social security fees. If this did not occur, the financial burden would force them to cancel their work permits or not renew them.

Table 15: Outcome 3 Beneficiary Survey; Impact Orientation Results	
As a “relevance” question the survey asked if respondents believed it was important to have the work permit?	81% of respondents replied that it was important to have a work permit. The response relates primarily to employment. However, some respondents commented that the permits multiple uses, beyond finding a job. ⁴³
The survey asked if having a work permit makes it easier to find a job?	<p>Many respondents commented that having a work permit was a requirement for certain types of jobs. Similarly, many perceived there are limited opportunities in the labour market. From the survey cohort:</p> <ul style="list-style-type: none"> ▪ 58% of respondents believed that having a work permit would make it easier to find a job. ▪ 40% of respondents did not believe that having a work permit would affect whether they found a job. ▪ 2% had no response.
The survey asked whether beneficiaries believed having a work permit	Of the 380 respondents, 54% had found some type of work during the project period and believed that having a work

⁴² During the survey call, some respondents were concerned that the survey team was calling on behalf of the government or a debt collector, to pressure on debt repayment.

⁴³ There was feedback that work permits are used for traveling and movement, such leaving the camps. There were cases where respondents reported using the flexible work permit to be able to travel outside Jordan, mainly go to Syria and Saudia Arabia. Having the permit allows them to exit and return to Jordan, which would not be possible with refugee status.

	<p>permit was a factor. Again, many commented that the employer required the permit.</p> <p>Of the respondents, 42% had not found work. The remaining had no response.</p>
Of the 54% who found work, the survey asked if the job was in the formal or informal sector.	35% of respondents reported that they found employment in the formal sector, while 53% reported working in the informal. 6% reported working both, and commentary suggests many expected to move between sectors, and did not differentiate.
Respondents were asked if having social security protection improved their family's situation.	Most respondents commented that they would like to have social security coverage. However, 86% stated that social security had a negative impact on their family. The sole cause cited was the sharp cost increase for social security coverage, and the debt being accumulated.

The Objective 3 Indicator was not met. From the survey, 81% valued having a permit, and 54% said that having a permit was a factor in finding work, where employers required it. However, 86% indicated that social security protection had a negative impact on their situation, expressing a desire to opt-out of the coverage and/or see it decoupled from having a work permit. The increase in social security fees, therefore, had an existential and negative effect on beneficiaries, which was documented in the survey. The negative effect of costs outweighed the positive effect of having the work permit.

As a result, significantly less than 60% provided positive feedback on the overall work permit-social security scheme. Although up to 54% could partially attribute finding some form of employment to having a work permit, the negative effect of social security changes diminished the permit's value to respondents. Those who cannot afford the insurance will need to let their permits lapse. Under these conditions, the ILO's claim of "significantly expanding access to the labor market" cannot be verified.

For social security, fee increases appear to have closed beneficiary access to insurance and contributed to financial distress. The linkage between work permits and social security reduced the permits' value to beneficiaries. None of this information is captured in the progress reporting. It is not factored in the results statement nor is the ILO's mitigation strategy described.

3.6 Sustainability of PRM III Project

Sustainability	The extent to which the net benefits of the intervention continue or are likely to continue.
Evaluation Questions	<ol style="list-style-type: none"> 1. What assessment is made regarding the sustainability of the project outcomes? 2. What steps were made to enhance the likelihood of outcome sustainability?

Summary of PRM III Sustainability

Sustainability Criteria Ranking:	<p>The Sustainability ranking was uneven, reflecting mixed performance in the PRM III portfolio.</p> <p>Outcome 1, there is insufficient information to determine a ranking. Most deliverables are effectively public goods. Sustainability will depend on the institutional capacity, interest and financial resources of national counterpart institutions, who will manage these services in the future.</p> <p>The sustainability of Outcome 2 results is Satisfactory. Businesses show a reasonable level of success and survival. Sustainability can be enhanced by an advance service offering to support scale up and diversification, and better linkages with national and international resource and networks.</p> <p>Outcome 3 is not sustainable nor viable, in its current design and assuming no change in the Government’s policy on social security protection coverage and fees. Related programmes and institutions are within the Government</p>
Description of Results and Achievements:	<p>For individuals, Outcome 1 (RPL) and Outcome 2 delivered durable benefits, which belong to persons and can be used over a lifetime to improve their situations. In contrast, Government Institutions appeared dependent on project funding for service delivery, and the sustainability of service delivery beyond the project could not be determined.</p>
Observations:	<p>The PRM III project does not have a sustainability strategy or exit plan.</p>

Sustainability with the PRM III project can be assessed at three levels:

- The sustainability of capacity and ability within Government institutions, derived from the project and used by those institutions to offer a public service (Outcome 1/Career Counselling, RPL certification and WBL; Outcome 3/ flexible work permits)
- The sustainability of benefits to project recipients from all three Outcomes, which should enhance their access to the formal labour market, and the improved living conditions which derive from that access.
- A viable transition strategy and exit plan, ensuring the conditions for sustainability after the project has closed.

PRM III funding was provided for a fixed term of 30 months. It requires that projects have a sustainability plan and an exit strategy, to ensure that project benefits are likely to continue. This is particularly when engaging public institutions, where the allocation public funds will be required to ensure that projects benefits continue.

Outcome 1 was to enhance the institutional capacity of two government bodies: the Technical and Vocational Skills Development Corporation and the Vocational Training Corporation. This included strengthening policy and procedures, streamlining workflow and clarifying responsibilities between them. Project deliverables for Career Counselling, RPL certification and WBL opportunities were effective, albeit delayed. However, their **sustainability could not be determined**. There was evidence that PRM III capacity development and technical advisory services had a positive effect on the possibility for future sustainability. Counselling services

appear to depend on project funding and, therefore, are not likely to be sustained beyond the funding.

Career counselling services appeared dependent on project funding, making their continuation unlikely once the funding ends. During interviews, several RPL beneficiaries mentioned that these counselling services have already closed. The project lacked a sustainability strategy or exit plan, jeopardising the long-term viability of the career counselling services. The result expressed as capacity as delivery capacity or access to counselling services, therefore, is **unsustainable**.

For Outcome 1 beneficiaries, Recognition of Prior Learning provides a durable asset—certification—that can be utilized throughout a person's lifetime. Interview respondents believed that holding this certification increased their chances of finding better employment, as employers perceived them as more qualified, leading to improved situations. The benefits of an RPL certificate, therefore, are both powerful and **sustainable**.

Outcome 2 focused on the delivery of benefits to women and youth entrepreneurs. The **probability of being sustainable is high**. 81% of the women entrepreneurs reported some combination of improved business operations. 96% were positive about the future of their business and sustaining benefits for themselves and their households.

Outcome 3 is **not sustainable** under the current conditions. In light of changes to Government policy on social security coverage and fees. The ILO will need to find a new approach to work permits. Given its normative mandate, the ILO is well positioned to convene national and international stakeholders.

4 Conclusions

4.1 Overview of Evaluation Findings and Impact Orientation

The project was aligned with its candidate Theory of Change. Outcome 2 (Women/ youth entrepreneurship), Output 1.3 (Recognition of Prior Learning) and actions within the project for gender equality and social equality were all high performing and addressed critical barriers to labour market access for Syrian Refugees and vulnerable Jordanians.

Notwithstanding these results and other accomplishments, project performance was uneven across most of the evaluation criteria. The combination of circumstances within Government Institutions and deficiencies in the original design follow their own causal pathway through the project, as uneven Relevance, Internal Coherence, Effectiveness, Efficiency, and Sustainability, affecting long term Impact Orientation.

The use of data measuring a single quantitative dimension of performance provided an incomplete picture of progress towards results, also failing to demonstrate the causal links between project activities and observed changes. The effect was most dramatic for Outcome 3, where monitoring reports failed to capture the financial distress caused to beneficiaries from the Government's policy change to social security. It may have also limited the options for adaptive management when the project was confronted by the changes in context and delays in Government decision-making that are inevitable with complex projects and situations. In these matters, the ILO should have been guided by its commitment to "Accountability to Affected Populations", set out in the Cost Extension document (Section VII).

Result Areas	Market Failures and Socio-Cultural Constraints Targeted
Outcome 2; Women and Youth Entrepreneurship and alternative pathways to employment	-Low job creation in the private sector. -Chronically high youth and women unemployment. -Chronically low women's labour force participation.
Output 1.3: Recognition of Prior Learning	- <i>Skills Mismatch</i> - <i>Information Asymmetry</i>
Cross cutting themes	-Access to Decent Work obstacles for Syrian Refugees Addressing socio-cultural obstacles to women's participation

4.2 Validity and Reliability of the Conclusions

The Evaluation Team has a high level of confidence in the Validity and Reliability of Conclusions. The evaluation accurately reflects the project results, and the method was coherent and reproducible.

Validity of the Conclusions

The evaluation used a rigorous method, aligned with ILO standards and instruments. The data generated by ILO project monitoring instruments was output focused and of uneven quality. The evaluation team cleaned, consolidated and verified the ILO data, and generated new primary

data, qualitative and quantitative using appropriate samples and data collection instruments (three types of beneficiary and stakeholder interview formats, and two surveys). All sources and findings were triangulated, and account was made of contextual factors, particularly as they related to political factors and the performance of implementing partners and stakeholder institutions.

Reliability of the Conclusions

The evaluation used consistent data collection instruments, aligned with ILO and OCED DAC norms and standards. Procedures were transparent and well defined in the approved Inception Report, and followed during the data gathering and data consolidation phases. There was precision in the data measurement instruments, particularly in the survey samples, and survey team members were trained appropriately. These actions reduced variations that would compromise reliability and strengthened the reliability of the data and its interpretation.

4.3 Concluding Observations on Outcome 2: Women Do Business and Digitize Your Business

Outcome 2 results and achievement are best expressed through the evaluation findings for Efficiency, Impact and Sustainability, which shows tangible, “life changing” effects for women entrepreneurs, their households and, to a lesser extent their communities. These findings are made while recognising that success is fragile, and the businesses will face challenges to sustain themselves.

As critical performance factors, Women Do Business is a proven programme model, and the Jordan River Foundation and the Al Hussein Technical University are established and high performing Implementing Partners. These factors accelerated Outcome 2 start up relative to Outcome 1. In addition, two of the three programme assumptions on the women’s interests and ability to “develop the foundations of viable business plans” proved correct. This has been accomplished with a modest investment and enabled by the WDM method of starting with a larger beneficiary pool and narrowing start up investment to the most viable plans.

The accuracy of the third assumption is less tangible; “sufficient demand for products that female businesses produce.” The challenges of scaling up small business in a difficult market are significant. Notwithstanding its success, the Women Do Business model as implemented by PRM III has limited resources to support growth and sustainability. The project provides short term funding, and critical business development services, such as assessing credit, are outside its. This is particularly the case for Syrian women who may have less access to critical business enablers, such as bank accounts.

In addition, there were no observable synergies within PRM III that the WDB Outcome could draw on. This is reflected in the evaluation findings internal coherence in not satisfactory. While conceptual similar to the other PRM III Outcomes in its purpose of creating an employment and livelihood pathway, WDB is a fundamentally different activity that would be better aligned with other private sector development initiatives, within and outside the ILO. This would allow to WDB to expand its aspirations, with a stronger focus scaling up and sustainability, with advanced business development services and network of women entrepreneur. The approach is also consistent with programming in a “protracted crisis” context, where durable longer term solutions are needed.

As a more practical design concern, the evaluation found that circumstance in the household was a primary reason women’s business fail, or women drop out of the programme. Women’s ability to navigate the balance between entrepreneurship and household/family

responsibilities, therefore, are a critical determinant to their results. One issue raised by PRM III respondents was childcare. Efforts to improve WDB's impact will need to address these conditions.

4.3 Lessons Learned

4.3.1 Taking a long term approach to Women's Enterprise Development

The PRM III *Women Do Business* programme is based on an established programme model. The ILO improvised, leveraged previous experience, and trusted partnerships. These were critical factors contributing to positive results performance. A representative survey of beneficiaries of the last three PRM *Women do Business* iterations all show good enterprise sustainability and positive effects in the lives of women, their families and communities.

However, the beneficiary survey also shows that women's enterprises have difficulty scaling up and diversifying. Among other factors, they lack access to critical resources for financing, and product and market development. Most of the enterprises remain at a certain size, as family or small community enterprises oriented to providing supplementary family income. This result is not negative but does not promote women's enterprise to its full potential.

As applied within PRM III, the *Women Do Business* programme is focused on enterprise start-up. The programme model is project-based, short term and implemented from the perspective of an alternative pathways for women's livelihoods, resilience and social cohesion. It is not designed to promote business development and the scaling up of women's business over the long term, nor based in a private sector development orientation.

An advanced women's enterprise initiative might align with ILO initiatives for regulatory reform, and gender equality. It could provide, or make referrals for, scale up financing, market assessment and access, product design, ongoing mentorship and advice and advanced training. These could be tailored to meet the needs of different stages in the business development cycle. The ILO may act in cooperation with other national and international stakeholders, to leverage resources.

4.3.2 The importance of Internal Coherence to projects with a complex design

PRM III is designed with five core components, three outcomes, seven outputs and multiple supporting activities. While working towards a common project goal, the outcomes were largely stand-alone activities functioning as solos within the project. There was limited or no interaction or synergies between activities. One effect is that the project showed uneven performance, between and often within Outcomes. This was particularly the case for Outcome 1.

PRM III project internal coherence was negatively affected by the absence of: A project planning framework defining the management and operational mechanism for internal coherence and synergy; The absence of an operation workplan specifying how coherence and synergy would be achieved; A Logical Framework designed to capture internal coherence, accompanied by a Monitoring and Evaluation plan that tracks interactions and synergies, and documents its effects. A closer focus on internal coherence would strengthen horizontal synergies and interactions within the project and contributed to improved performance.

4.4 Emerging Good Practice

The evaluation identified one emerging good practice from the PRM III project. The ILO has consistently been able to leverage and innovate from established programme models and trusted partnerships, with the Donor, Government of Jordan entities and Implementing Partners. These were key factors contributing to results achievements. The evaluation also noted that these benefits are diminished when the project fails to conduct robust context and counterpart assessments during the design phase, and active monitoring during implementation.

5. Recommendations

Responding to the findings, the evaluation provides seven recommendations targeted to improve: i) the design of future project iterations; ii) project monitoring and learning; iii) women's enterprise; and iv) the ILO and stakeholder response to changes in the Government of Jordan's policy on social security insurance. The recommendations involve collaboration between the ILO's regional and Jordan offices and with national and international stakeholders.

Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Short-term	Low
<p>Recommendation 1: The design of future project iterations should be based on robust needs assessment, contextual analysis and implementation planning. Responding to ILO guidance and standards, the design should be theory-based, with defined assumptions and causal pathway that is a framework for design, risk and mitigation modelling and project monitoring.</p>			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan/Regional Technical Specialist	Medium	Medium-term	Medium-Low
<p>Recommendation 2 : The Women do Business model should evolve to provide a stronger focus on business growth and sustainability, with development services, scaling up women's enterprise and affiliating with or convening a women's entrepreneur network(s). To this end, the ILO and Implementing partners should develop an advanced model of the current Women do Business model.</p>			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan/Regional Technical Specialist	High	Short-term	Low
<p>Recommendation 3: The ILO should avoid placing the Women do Business programmes inside of multi-activity or composite programmes, where operational and programmatic synergies (Internal Coherence) cannot be demonstrated. Preference should be given to affiliating Women do Business with other private sector development initiatives, from which it can draw resources and networks.</p>			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan/Regional	High	Short-term	Low

Technical Specialist			
<p>Recommendation 4: Building on success, the WDB model can increase its Effectiveness by addressing the practical needs that hinder women’s participation in the training. In particular, helping women navigate the challenges between participating in the Women do Business training and their family responsibilities. A request emerging from beneficiary observations is providing onsite childcare services during the training.</p>			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Short-term	Low
<p>Recommendation 5: As the basis for advocacy with the Government of Jordan on social insurance protection, and for re-design of work permit interventions, the ILO should commission a rapid assessment on the effects of changes to social security coverage and costs. Within its scope, the initiative would include the economic and protection consequences of the changes for Syrians, and whether these disrupt access to work permits. The assessment/research is best done jointly with other national and international stakeholder entities.</p>			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Short-term	Low
<p>Recommendation 6: The Monitoring Framework and system for future project iterations of this type should align with, at a minimum, the requirements <i>ILO Guidance Note 1.2: Monitoring and Reporting (June 2002)</i> and other relevant ILO guidance and standards. The Monitoring Framework be theory based, gathering data on causality within the project using qualitative and quantitative data.</p>			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Medium-term	Low
<p>Recommendation 7: The ILO Project Team and Implementing Partners need to improve their joint collection and consolidation of beneficiary and performance data, to ensure that the data is accurate and reliable, and available on request for monitoring and evaluation purposes. ILO has the responsibility to set and oversee the standards and maintain the data in a “clean” condition. Applicable ILO guidance and standards should be followed.</p>			

Evaluation Annexes

Annex A: Lessons Learned



Final Independent Evaluation of “Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan – Phase III”

Project DC/SYMBOL: JOR/21/01/USA

Name of Evaluator: Dareen Alqaseer (Eng.) and David Gairdner (MA)

Date: 10 June 2024

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Leveraging established programme models to develop a complementary and advanced women’s enterprise programme
Brief description of lessons learned	The PRM III <i>Women Do Business</i> programme was based on an established programme model. For PRM 3, the ILO improvised, leveraged previous experience, and trusted partnerships. These were critical factors contributing to positive results performance, expressed as the successful start-up of women’s enterprise. However, the current programme model remains project-based, short term and implemented from the approach of resilience and social cohesion, responding to the Syrian Refugee Crisis. It was not designed to promote business development and the scaling up of women’s business over the longer term, which requires a stronger private sector development orientation.
Context and any related preconditions	The PRM III project successfully contributed to the start-up of women’s’ enterprises. A representative survey of beneficiaries of the last three PRM <i>Women do Business</i> iterations show good sustainability and positive effects in the lives of women, their families and communities. However, the survey also shows that women-owned enterprises have difficulty scaling up and diversifying. They lack access to key resources, for financing and market development, among other factors. Most remain at a certain size, as family or small community enterprises oriented to providing supplementary family income. This result is not negative but does not promote women’s enterprise to its full potential.

Targeted users / Beneficiaries	International Labour Organisation, Regional Women’s Enterprise Specialist and Jordan Country Team.
Challenges /negative lessons - Causal factors	The current PRM III WDB model is effective, as a response to the Syrian Crisis and meeting objectives of livelihoods, resilience and social cohesion, and promoting women’s economic equality. These objectives are focused in the short to medium terms, within a fixed-term project. The WDB model is not designed to provide long term business development support (regulatory reform; access to finance; market assessment and access; product design; ongoing mentorship and advice; advanced training).
Success / Positive Issues -Causal factors	The ILO is positioned to design a complementary women’s enterprise development programme in Jordan, taking a longer term perspective on sustainability and growth. Private sector development is core to the ILO’s competence. There is important support for women’s economic equity and entrepreneurship, from national and international stakeholders.
ILO Administrative Issues	Design of a complementary and advanced women’s enterprise programme, operating from a private sector development perspective and offering services to support scale up and sustainability for women’s enterprise. The ILO may act in cooperation with other national and international stakeholders, to leverage resources.



Final Independent Evaluation of Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan – Phase III

Project DC/SYMBOL: JOR/21/01/USA

Name of Evaluator: Dareen Alqaseer (Eng.) and David Gairdner (MA)

Date: 10 June 2024

LESSON LEARNED ELEMENT	The importance of internal coherence within projects that have a complex design
-------------------------------	--

Brief description of lessons learned	Internal coherence is critical to the performance of projects with a complex design. Internal coherence strengthens horizontal synergies and interactions within the project, and its: Alignment with strategic goals; Consistency of implementation approaches, results and quality; Efficiency of resource use, especially for core management and administration functions; Enhanced monitoring, risk mitigation and learning.
Context and any related preconditions	The PRM III shows uneven relative performance between its 5 core elements and three Outcomes. All components were aligned with the project's strategic goal of expanding access to decent work employment in the formal sector. However, they were implemented as "stand alone" activities, showing limited internal coherence, and contributing to uneven results and implementation performance.
Targeted users / Beneficiaries	International Labour Organisation, Jordan Country Team
Challenges /negative lessons - Causal factors	PRM III project internal coherence was negatively affected by the absence of: A project planning framework defining the management and operational mechanism for internal coherence and synergy; The absence of an operation workplan specifying how coherence and synergy would be achieved; A Logical Framework designed to capture internal coherence, accompanied by a Monitoring and Evaluation plan that tracks interactions and synergies, and documents its effects.
Success / Positive Issues - Causal factors	The PRM III project promotes internal coherence by aligning Outcomes with a common goal.
ILO Administrative Issues	Internal coherence ensured within the original project design.

Annex B: Emerging Good Practices



Final Independent Evaluation of Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan – Phase III

Project DC/SYMBOL: JOR/21/01/USA

Name of Evaluator: Dareen Alqaseer and David Gairdner

Date: 10 June 2024

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

Final Independent Evaluation of Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan” Phase III

GOOD PRACTICE ELEMENT	LEVERAGE ESTABLISHED PROGRAMME MODELS AND TRUSTED PARTNERSHIPS
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The PRM project series (2017-2024) has consistently been able to develop, leverage, build on and innovate from established programme models and trusted partnerships, with the Donor, Government of Jordan entities and Implementing Partners.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Programme basics still apply. Success with leveraging existing programme models and established relationship was conditioned by the stability and capacity within the counterpart institutions, and the realism of project design. Benefits diminished, therefore, when the project failed to conduct robust context and counterpart assessments during the design phase, and active monitoring during implementation.
Establish a clear cause- effect relationship	The evaluation found a causal relationship between leveraging, effective assessment and planning, and PRM III performance. These were key factors contributing to project Efficiency, positive results achievements and Impact Orientation, particularly for Women’s Entrepreneurship.
Indicate measurable impact and targeted beneficiaries	Leveraging within PRM III showed the strongest Impact Orientation on Women’s Entrepreneurship (success and sustainability and women’s business) and Recognition of Prior Learning (RPL as a gateway to employment). RPL beneficiaries for Outcome 1 and Outcome 2 (WDB and DYB) assessed the relevance of the PRM III’s offering to their needs at 85% and 92%, respectively.
Potential for replication and by whom	Potential for replication across the PRM project model and other ILO Country Programme initiatives.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	The good practice relates to ILO Jordan’s DWCP Outcome 1.2, “The job creation potential of the private sector in targeted sectors is strengthened through business development support and activation programmes.” https://www.ilo.org/resource/jordan-decent-work-country-programme-2018-2022
Other documents or relevant comments	N/A

Annex C: Terms of Reference

Terms of Reference
Final Independent Evaluation of
Formalizing Access to the Legal Labour Market for Refugees and Host Communities in
Jordan – Phase III
March 2024 – May 2024

1. Key facts

Title of project being evaluated	Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan – Phase III
Project DC Code	JOR/21/01/USA
Type of evaluation (e.g. independent, internal)	Independent
Timing of evaluation (e.g. midterm, final)	Final
Donor	U.S. Department of State
Administrative Unit in the ILO responsible for administrating the project	RO-Arab States/DWT-Beirut
Technical Unit(s) in the ILO responsible for backstopping the project	RO-Arab States/DWT-Beirut
Project duration	24 months, extended to 29 months and 7 days
Consultancy duration	1.5 months (March 2024 to May 2024)
P&B outcome (s) under evaluation	Outcome 3: Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all
SDG(s) under evaluation	SDG 08: Decent work and economic growth
Budget	USD 4,694,899

2. Background information

Jordan has been ensnared in back-to-back shocks that severely affected its economic and social stability for over a decade. Political upheaval, namely in Syria, ushered the influx of over one million refugees to Jordan, leading to a stunning 40-percent increase of the Jordanian population between 2008 and 2020. The country currently hosts the second-highest number of refugees per capita globally, with 650,000 officially registered with UNHCR. Over the past few years, Jordan

made remarkable leaps in facilitating the Syrian refugees' access to formal employment and issuing thousands of work-permits in specific sectors. Nevertheless, whilst shouldering the Syrian refugees' crisis, Jordan was faced with mounting economic challenges, including the closure of major trade routes, rising energy prices, growing debt levels, exhausted infrastructure, among others.

Jordanian women face significant hurdles in the labour market despite economic growth. Their labour force participation remains worryingly low due to several factors: traditional gender roles limiting their ability to seek employment, lack of affordable transportation restricting mobility and access to jobs, skill mismatches with available jobs, and fear of workplace violence and harassment. These challenges are further amplified for Syrian refugees, who struggle with similar issues and limited access to formal work and support systems. Addressing these obstacles through initiatives like training, infrastructure improvements, and promoting safe work environments is crucial to unlock the full potential of Jordanian women and achieve gender equality.

3. Brief overview of the project

For the past six years, the U.S. Department of State's Bureau of Population, Refugees, and Migration (PRM) funded the project 'Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan'. The project is currently in phase III and has contributed to achieving Jordan's pledge to shouldering the refugees' crisis and providing them with the support needed to lead decent and resilient lives.

The project is part of the cohort of several interventions that comprise the ILO's Programme of Support to the Jordan Compact (PoS). The programme aims to address the decent work needs of Syrian refugees and the national population in the country through strengthening labour market governance, improving private sector capacity to export goods and create jobs, and supporting the immediate creation of decent jobs for Jordanians and Syrians.

The ILO's Programme of Support set up a network of 13 Employment Service Centres (ESCs) across Jordan. Over the course of the past years, during the previous phases, the centres have succeeded in expanding the provision of employment services to Syrian refugees and vulnerable Jordanians by offering a physical place where jobseekers can meet counsellors face to-face to seek employment and training advice, job matching services and career guidance. The uniqueness of the ILO-PRM partnership is that it encompasses all key areas of support needed to help beneficiaries transition into formal employment and livelihoods from skills development to work permits.

The overall objective of the current phase is enhancing the access of Jordanians and Syrian refugees to the formal labour market in Jordan. This is to be achieved through the following immediate objectives and their respective outputs. The main objectives and outputs in the current phase of the project are:

Objective 1: Enhanced employment readiness of Syrian refugees and vulnerable Jordanians through targeted and demand-driven skills development approaches.

- Output 1.1: Beneficiaries benefit from access to specialized career counselling & guidance services.
- Output 1.2: Target beneficiaries benefit from the provision of demand-driven & market responsive vocational training & Work-based Learning (WBL) programmes.

- Output 1.3: Beneficiaries with previous knowledge, work-experience, or training provided access to formally recognize their skills & competencies through the application of Recognition of Prior Learning (RPL) that leads to the issuance of occupational licenses or a track for life-long learning.

Objective II: Expanded livelihoods opportunities for Syrian Refugees and vulnerable Jordanians with emphasis on women, through specialized entrepreneurship and business development services.

- Output 2.1: Syrian and Jordanian women who are eligible and interested in pursuing self-employment/entrepreneurship paths benefit from capacity building.
- Output 2.2: Trained beneficiaries who exhibit promising potential for entrepreneurial endeavours extended with direct support for their businesses.
- Output 2.3: Target women-owned enterprises to benefit from additional capacity building, business support services and access to markets, in collaboration with industry associations and established women entrepreneurs.

Objective III: Improved access of Syrian refugees to formal employment through facilitating and supporting the issuance of work permits and social protection inclusion.

- Output 3.1: Beneficiaries of Syrian refugees provided with facilitated access to formal employment through the issuance of work permits and social security coverage.

The project team in Jordan is composed by a Chief Technical Advisor (CTA) and supported by three persons: National Program Officer, a National Finance Officer, and a National Administrative Assistant, as well as a Field Coordinator and a Monitoring and Reporting Officer. Backstopping is provided by the Regional Programming Unit within ROAS and DWT specialists. The implementation of the project has been primarily by selected sub-contractors among vocational training institutions, occupational organizations with public institution status, universities, community centres and private sector.

Overall, the project is incorporated under the umbrella of ILO's Programme of Support to the Syria Crisis Response and the Decent Work Country Programme of Jordan (2018-2022), primarily under Priority I, "Employment creation contributes to economic and social stability." It also contributes to the objectives of the Jordan Response Plan (2020-2022), mainly to the Livelihood objective: "to ensure dignified inclusive sustainable livelihoods creating economic opportunities for Jordanians in host communities and Syrian refugees".

This project has programmatic linkages to outcomes of ILO Programme & Budget: "3: Economic, social, and environmental transitions for full, productive, and freely chosen employment and decent work for all" in Jordan, and Sustainable Development Goal (SDG) no. 08 "Decent Work & Economic Growth".

4. Purpose, objectives, and scope of the evaluation

The evaluation process is considered by the ILO as an integral part of the implementation of technical cooperation activities. This project will undergo a final independent evaluation which will be managed by an ILO certified evaluation manager and implemented by independent evaluation team.

The ILO applies the evaluation criteria established by the OECD / DAC Quality Standards for Development Evaluation and the UNEG Code of Conduct for Evaluation in the UN System. This

evaluation will follow guidelines/checklists/documents to fulfil the required quality control of the whole evaluation process (see Annex 1).

4.1 Evaluation purposes

The evaluation will be used for project accountability and organizational learning since it is already in the third phase with a possibility to contribute to a possible continuity in the country or to other similar projects in the region.

The evaluation's purpose is to provide an objective independent assessment of the accomplishment of project activities in terms of coherence, relevance, efficiency, effectiveness, impact, and sustainability. It will have to:

- Assess the extent to which the projects' core components have achieved its stated objective and expected results regarding the target groups, while identifying the supporting factors and constraints that have led to them, including implementation modalities and arrangements
- Identify unexpected positive and negative results of the project
- Assess the extent to which the project outcomes will be sustainable
- Provide recommendations to project stakeholders to outline main requirements to institutionalize the intervention
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and SDGs and national development frameworks
- Identify lessons learned and good practices to inform the key stakeholders (i.e. national stakeholders, the donor and ILO) for future similar interventions in Jordan or similar projects in the region.

The project has a gender-based approach focus hence the components were designed to reverse the low economic participation of women in the Jordanian labour market and their high engagement to informal employment, exposing the decent work deficits in the country. Thus, throughout the evaluation process it is extremely relevant to address gender in this process, including interviewee selection, questions, data disaggregation and analysis.

4.2 Scope of the evaluation

This evaluation will examine the entire phase III of the project from September 2021 to March 2024. It will consider all the documents linked to the project, which includes the project document, technical progress reports, as well as other relevant documents.

The project covers nine of the twelve governorates in Jordan (see Figure 1, yellow). Despite the territorial extension, three-quarters of the population resides in Amman, Irbid and Zarqa. The evaluation involves the mission to interviews with stakeholders in these three governorates with the possibility of virtual interviews with stakeholders in other governorates.

As part of the effectiveness and impact criteria, the evaluation will quantitatively assess the achievement of the higher objectives through wide-scope surveys.

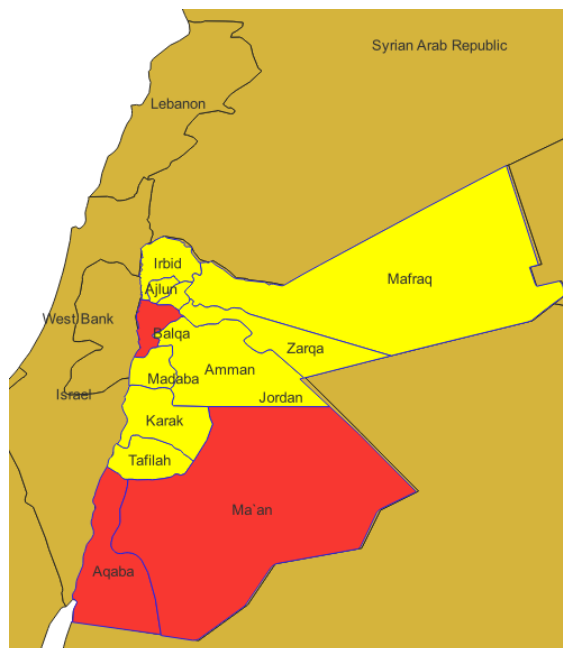


Figure 1. Governorates covered by the project in Jordan (yellow)

4.3 Clients of the evaluation

Clients of the evaluation are the U.S. Department of State's Bureau of Population, Refugees, and Migration and ILO's constituents: relevant social partners and tripartite stakeholders, including the Ministry of Labour, and the TVSDC. From the employers' side, the project's implementation involves national industry bodies, including chambers and business associations. As for workers, the project carried out in close coordination with the General Federation of Jordanian Trade Unions (GFJTU) and registered sectoral workers' unions.

The knowledge generated by this evaluation will also benefit other stakeholders that may not be directly targeted by the project's intervention such as: key government institutions, civil society organizations, donors, UN agencies, international organizations that work in relevant fields, and other units within the ILO.

4.4 Evaluation criteria and questions (including Cross-cutting issues/ issues of special interest to the ILO)

1. Review criteria

The evaluation should address the overall standard evaluation criteria: relevance, coherence, effectiveness, efficiency, impact, and sustainability as defined in the ILO Policy Guidelines for results-based evaluation, 2020, 4th edition:

2. Key Evaluation Questions

The evaluation team shall examine the following key issues:

a. Relevance

- i. Is the project aligned with ILO's Programme and Budget Policy Outcomes, with the framework of the Decent Work Country Program? Is it aligned with the Jordan United Nations Sustainable Development Frameworks, and the SDGs?

- ii. Is the project relevant to the needs of the Syrian refugees or vulnerable Jordanians? Where there any changes in the needs during the implementation of the Project? How did the project design adapt to those changes?
- iii. To what extent has the project integrated the cross-cutting themes in the design?

b. Coherence

- i. To what extent is the project coherent with other interventions of the ILO in the region? To what extent is the project consistent with the policies and goals of the countries under study including work on gender?

c. Effectiveness

- i. To what extent have the project's expected outputs, outcomes, and targets been achieved?
- ii. Have unintended results of the project been identified?
- iii. To what extent are the Syrian refugees satisfied with the quality of the services provided to them? To what extent are the vulnerable Jordanians satisfied with the quality of the services provided to them?
- iv. What progress has been made regarding ILO's cross-cutting themes overall?

d. Efficiency

- i. Were the resources made available to the project used efficiently to achieve results?
- ii. Has the Project developed an M&E strategy that enhances accountability and organizational learning into management?
- iii. Are the project's activities/operations in line with the schedule of activities as defined by the Project team, work plans and budgets?

e. Impact orientation

- i. To what extent are the women-owned enterprises supported by the project having clear sustainability and scalability plans?
- ii. To what extent has the employment readiness of Syrian refugees and vulnerable Jordanians been enhanced?
To what extent has the access of Syrian refugees to formal employment been Improved?

f. Sustainability:

- i. What assessment is made regarding the sustainability of the project outcomes and what steps were made to enhance the likelihood of outcome sustainability?

6. Methodology

The evaluation will apply a mix methods approach, including triangulation to increase the validity and rigor of the evaluation findings, engaging with tripartite constituents, stakeholders, and partners of the project, as much as feasible, at all levels during the data collection and reporting phases. All data collected should be sex-disaggregated, except if otherwise instructed.

The specific elaboration of the evaluation method will be defined in consultation between the evaluation team and the evaluation manager and will be described in detail in the inception report to be submitted by the evaluation team, including:

Desk review: desk review of all relevant documents: project document and its logical framework, key project finance documents and records, relevant minute sheets, implementation plan, performance evaluation plan, all progress reports, previous phase evaluations, mission reports, newspaper articles, other relevant documents, and study reports.

Meetings with the project staff: the evaluation team will meet the project staff to reach a common understanding for the evaluation process in Jordan and in the governorates.

Meetings with backstopping units and the donor: the evaluation team will meet with the technical backstopping in the DWT-Beirut and possibly in HQ through platforms such as Zoom, Microsoft Teams or other to be defined. These meetings aim to reach a common understanding in relation of the technical and financial status of the project.

Field visits, collection of data, and interview with stakeholders: the evaluation team will meet face-to-face with the national key partners of the project on the national and regional level in the three before-mentioned Governorates, whenever possible, otherwise the meetings will be held virtually. The evaluation team will meet and interview number of project beneficiaries (Syrian refugees, vulnerable Jordanians, women, youth) and organize focus group discussions with them. The number of project beneficiaries interviewed and focus groups will be defined with the evaluation manager. Surveys to assess achievements towards the three main objectives of the project should be planned (three full-fledge surveys are expected to take place).

Submission of the first draft of the report: the evaluation team will submit the first draft of the report to the evaluation manager, who will circulate it to the backstopping units, the donor, the key national partners, and relevant stakeholders for comments.

Collection of feedback on the first draft: the evaluation manager will collect the feedback on the first draft, consolidate and submit it to the evaluation team.

Submission of the final report: the evaluation team will incorporate the feedback as appropriate and send the final report to the evaluation manager.

Quality of the report: the evaluation manager and ILO Evaluation Unit will ensure the quality of the report.

Dissemination: the evaluation report will be submitted to the key stakeholders and might be uploaded in the EVAL public repository of evaluation reports (e-discovery).

The evaluation team should develop the final evaluation methodology in consultation with the evaluation manager. The methods should be selected for their rigor and their ability to produce empirical evidence to meet the evaluation criteria, answer the evaluation questions and meet the objectives of the evaluation.

During the data collection process, the evaluation team will compare and cross-validate data from different sources (project staff, project partners and beneficiaries) to verify their accuracy, and different methodologies (review documentary, field visits and interviews) that will complement each other.

The evaluation team will ensure that women's views and perceptions are also reflected in databases, interviews, and that gender-specific questions are included in the questionnaires. Findings, conclusions, and recommendations of the reports will need to be responsive to gender equality.

7. Main deliverables

- A. An **inception report** (not more than 20 pages, excluding the annexes) - upon the review of available documents and an initial briefing with the project management and the donor (EVAL Guidelines –Checklist 4.6) will be developed.

- B. **First draft of Evaluation Report in English** (following EVAL Checklists 4.1 and 4.7) should be no longer than 40 pages excluding annexes. The Evaluation Manager is responsible for approving this draft. The draft review report will be shared with all relevant stakeholders. They will be asked to provide comments to the within ten days.
- C. **PowerPoint Presentation** of main findings, lessons learned, good practices, and recommendations.
- D. **Final Evaluation Report** and an **Executive Summary** aligning with ILO EVAL template. The report is considered approved after approval from ILO EVAL.

The inception report will:

- Describe the conceptual framework that will be used to undertake the evaluation.
- Elaborate the methodology proposed in the TOR with changes as required.
- Set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions - emphasizing triangulation as much as possible, data collection methods, and sampling.
- Selection criteria for individuals for interviews (as much as possible should include women and youth).
- Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables, and milestones.
- Set out the list of key stakeholders to be interviewed and the tools to be used for interviews and discussions.
- Set out the agenda for the stakeholder's workshop.
- Set out outline for the final evaluation report.
- Interview guides and other data collection tools.

The Inception report should be approved by the Evaluation manager before proceeding with the field work.

The final evaluation report should contain:

1. Cover page with key project and evaluation data
2. Executive Summary
3. Acronyms and abbreviations
4. Context and description of the project including reported key reported results
5. Methodology and limitations
6. Findings (this section's content should be organized around evaluation criterion and questions), including a table showing output and outcome level results through indicators and targets planned and achieved and comments on each one.
7. Conclusions
8. Recommendations (i.e., for the different key stakeholders and project partners), indicating per each one priority, timeframe and level of resources required. Suggested: maximum 8-10 recommendations in total).
9. Lessons learned and good practices
10. Annexes:
 - TOR
 - List of persons interviewed and focal groups

- Schedule of work (briefings, data collection, interviews, field visits, workshops)
- Documents consulted
- Evaluation matrix
- Data collection tools
- Logical framework analysis matrix
- Lessons learned
- Emerging good practices

The final version of the evaluation report, incorporating written comments received from ILO and other key stakeholders. Any identified lessons learnt, and good practices will also need to be inserted in standard annex templates (one Lesson Learnt and one Good Practice per template to be annexed in the report) as per EVAL guidelines.

8. Management arrangements and work plan (including timeframe)

The management of the evaluation mission will be provided by Mr Antonio Rodriguez Ibarra (ibarra@ilo.org), the designated Evaluation Manager at ILO level. The evaluation team will discuss with EM all technical and methodological issues when needed. The evaluation team will coordinate with the project team to provide the main documents and any information that they will need to carry out their mission. The project team will also facilitate contacts with the different partners. Meetings will be organized on this occasion with the authorities, partners and beneficiaries concerned by the project. The evaluation team will also receive technical, logistical, and administrative support from the project team.

9. Evaluation Timeframe

Tasks	No. of working days	Dates
<ul style="list-style-type: none"> ○ Briefing with the evaluation manager, the project team, and the donor ○ Desk Review ○ Telephone briefing with ILO stakeholders ○ Finalizing the inception report and incorporating all comments 	7	TBD
<ul style="list-style-type: none"> ○ Field visits to 3 governorates ○ Interviews with projects staff, partners and beneficiaries ○ Focus groups with beneficiaries ○ Surveys 	14	TBD
<ul style="list-style-type: none"> ○ Draft report based on consultations from field visits and desk review and the stakeholders' workshop 	10	TBD
<ul style="list-style-type: none"> ○ Finalize the report 	4	TBD
<ul style="list-style-type: none"> ○ TOTAL 	35	

10. Profile of the evaluation team

This evaluation will be conducted by a consultancy firm with experience in conducting the full evaluation process. The consultancy firm has the sole responsibility for the substantive content of the final evaluation report in line with EVAL quality requirements.

Desired profile of the lead evaluation team:

- Master’s Degree in social sciences, economics, development studies, evaluation or related fields, with demonstrated strong research experience.
- A minimum of 10 years’ experience in conducting projects and programme evaluations, with demonstrated experience in development related programmes.
- Previous experience in evaluations for UN agencies is required. Evaluation experience with the ILO is an advantage.
- Proven experience with program evaluation, logical framework approaches and other strategic planning approaches, M&E methods, and approaches (including quantitative, qualitative, and participatory), information analysis and report writing.
- Relevant regional experience and familiarity with implementation of programmes and projects in the region. Experience in Jordan is required.
- Full proficiency in English. Ability to operate in Arabic, including through a team member, will be required.
- Knowledge of the ILO and its normative mandate, tripartite structure and technical cooperation activities is an advantage. Experience with the UN System is required.
- Excellent communication, interview and report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.
- Facilitation skills and ability to manage diversity of views in different cultural contexts.
- The evaluation team must have no previous involvement in the delivery of the project under evaluation.

11. Legal and ethical matters

All data and information received from the ILO or other stakeholders for the purposes of this assignment shall be treated as confidential and shall be used only for the purpose of executing this mandate. All intellectual property rights arising from the execution of this mandate are attributed to the ILO. The contents of the written documents obtained and used in connection with this assignment may not be disclosed to third parties without the prior written consent of the ILO or the relevant stakeholders.

12. Annex 1 – Templates to use during the evaluation process

1. [ILO Evaluation Guidance - wcms_853289.pdf \(ilo.org\)](#)
2. [Template 3.1: ILO Code of Conduct: Agreement for Evaluation teams - wcms_746806.pdf \(ilo.org\)](#)
3. [Checklist 4.6: Writing the inception report \(ilo.org\)](#)
4. [Checklist 4.1: Preparing the evaluation report \(ilo.org\)](#)
5. [Checklist 4.7: Rating the quality of evaluation reports \(ilo.org\)](#)
6. [Template 4.1: Lessons Learned - wcms_746820.pdf \(ilo.org\)](#)
7. [Template 4.2: Emerging good practices - wcms_746821.pdf \(ilo.org\)](#)
8. [Guidance Note 4.4 Stakeholders participation in the ILO evaluation - wcms_165982.pdf \(ilo.org\)](#)

9. [Guidance note 3.1 Integrating gender equality in monitoring and evaluation_ wcms_165986.pdf \(ilo.org\)](#)
10. <https://intranet.ilo.org/collaborate/evalksp/Pages/default.aspx>
11. <https://intranet.ilo.org/collaborate/evalksp/Pages/default.aspx>

Annex D: List of Documents Consulted

Project Documents

International Labor Organization, Award SPRMCO21VC3200-A002, Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan – Phase III, Submission of the ILO’s request to the US DOS Bureau of Population, Refugees and Migration for a no cost extension until 31 March 2024, 01 August 2023.

US Department of State, Project Proposal for PRM Funding–Multi-Year, Projects Project: JOR/21/01/USA Award No.:SPRMCO21VC3200 Cost Extension one year with additional cost of USD 2,300,000, 06 September 2022

International Labour Organisation, Follow On Programme Proposal – Multi-Year Project Based on: Project no.: JOR/19/05/USA, Award No.: SPRMCO19VC0259, 18 September 2021 (with accompanying US Department of State approvals).

International Labour Organisation Evaluation Policy and Guidance

Supplementary Guidance Note: Integrating gender equality in ILO monitoring and evaluation, November 2023

Gender - UNSWAP Criteria (Undated)

International Labour Organisation Checklist 4.5: Documents for Project Evaluators, March 2021 V.2

International Labour Organisation, Tool 1.1: Evaluability review during project start-up phase, 2021

International Labour Organisation, Checklist 4.5: Documents for the Project Evaluators, 2021

International Labour Organisation, *Checklist 4.8: Writing the Inception Report*, 2021

International Labour Organisation, Guidance Note 3.1: Integrating gender equality in monitoring and evaluation, 2020

International Labour Organisation, Guidance Note 3.2: Adapting Evaluation Methods to the ILO’s Normative and Tripartite Mandate, 2020

International Labour Organisation, Template 3.1: ILO Code of Conduct: Agreement for Evaluators, 2021

International Labour Organisation, *ILO Policy Guidelines for Results-Based Evaluation*, 4th Edition, 2020

International Labour Organisation, *Guidance Note 1.2, Monitoring and Reporting*, v.1 June 2020

United Nations Evaluation Group, UNEG Norms and Standards for Evaluation, 2016

International Labour Organisation, ILO Evaluation Policy, GB.331/PFA/8 [Eval-170818-2], 2017

International Labour Organisation, *Guidance Note 1.1: Project Design and Theory of Change* (June 2017, v. 2).

Strategic and Programme Documents

ILO, Decent Work Country Programme: The Hashemite Kingdom of Jordan 2018-2022, 2018

UN Sustainable Development Framework in Jordan (2018-2022)

UNSDG, UNCT Gender Equality Marker Guidance Note, draft 2019

The Hashemite Kingdom of Jordan Ministry of Planning and International Cooperation, *The Jordan Response Plan for the Syria Crisis 2020- 2022*, 2020, [file:///C:/Users/Consumer/Downloads/77969%20\(1\).pdf](file:///C:/Users/Consumer/Downloads/77969%20(1).pdf)

Women Do Business

Ahmed Tamimi, National Consultant (External Collaborator), *Assessment of Women Do Business, Phases I to III*, Draft Assessment Report, 13 July 2022 (version 1.0), 2022

ILO and External Research and Policy Documents

ILO, Creating a conducive environment for women's entrepreneurship development: Taking stock of ILO efforts and looking ahead in a changing world of work, 2023, https://www.ilo.org/wcmstp5/groups/public/---ed_emp/---emp_ent/---ifp_seed/documents/publication/wcms_876552.pdf

Performance Reporting

ILO PRM III, 1st Quarterly Progress Report (01 January - 31 March 2024)

ILO PRM III, 4th Quarterly Progress Report (01 July-30 September 2022)

ILO PRM III, 3rd Quarterly Progress Report of FY2021-2022 (Up to June2022)

ILO PRM III, 2nd Quarterly Progress Report of FY 2021-2022 (Up to March 2022)

ILO PRM III, 1st Quarterly Progress Report of FY 2021-2022 (Up to December 2021)"

Jordan River Foundation, Technical Report for the Period 16 June to 04 August 2022, undated

Background Literature

World Bank, *Increasing Women's Economic Participation is Key to Jordan's Long-Term Growth and Development*, December 2023, <https://www.worldbank.org/en/news/press-release/2023/12/19/increasing-women-s-economic-participation-is-key-to-jordan-s-long-term-growth-and-development>

World Bank, *Jordan Economic Monitor, Building Success, Breaking Barriers Unlocking the Economic Power of Women in Jordan*, Fall 2023, <https://documents1.worldbank.org/curated/en/099603312182322486/pdf/IDU0056e275100e7a04ea1088b00c4b24ebf37c8.pdf>

European Training Foundation, *Policies for Human Capital Development in Jordan*, 2021

Kasoolu, Semiray; Hausmann, Ricardo; O'Brien, Tim; Santos, Miguel Angel; *Female Labor in Jordan: A Systematic Approach to the Exclusion Puzzle*, Centre for International Development Faculty Working Paper No. 365, October 2019

Final Independent Evaluation of Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan" Phase III

Annex E: List of Persons Interviewed

List of Persons Interviewed (ILO and Stakeholders)

Organisation	Name	Position	Date
International Labour Organisation	Qais Qatamin	CTA	12 May 2024
	Khaled Qudah	National Officer	
	Lina Alkrimeen	Monitoring and Reporting Officer	
	Alawa, Badra	Specialist, Enterprise Development (Regional Office, Beirut)	26 April 2024
	Sameh Ajlouni	Research and Economic Analysis Officer (Jordan)	28 April 2024
	Rand Al-Mughrabi	Finance Officer	
United States Department of State	Rebecca White	Regional Refugee Coordinator	30 April 2024
	Kholud Al Edwan	Refugee Program Assistant	
Ministry of Labour	Ahmad Masadeh	Monitoring and Evaluation Specialist	15 April 2024
	Hamdan Yaqoub	Head of Syrian Refugees Unit	15 April 2024
Jordan River Foundation	Mohammad Hourani	Director of programme and training Division	16 April 2024
	Mohammad Al-Abbadi	Livelihood Project Manager	
Al-Hussein Technical University	Nadine Lababidi	Programs Officer – Centre for Innovation & Entrepreneurial Excellence	24 April 2024
General Federation of Jordanian Trade Unions	Malik Almaaiteh	Planning and Development Lead	29 March 2024
Vocational Training Corporation (VTC)	Ibraheem Tarawneh	Director General Assistant	23 April 2024
Technical and Vocational Skills Development Commission (TVSDC)	Ruba Alawneh	Director, Sector Skills Development	26 April 2024

UNHCR	Rania Bakeer	Snr. Livelihoods & Economic Inclusion Associate	30 April 2024
-------	--------------	---	---------------

Annex F: Assessment Framework

For consistency, the evaluation used the same Delivery Assessment Framework as the ILO Annual Project Reports (2023: 6). The framework comprises four metrics:

Highly satisfactory	Implementation of almost all (>80%) outputs is on schedule as envisaged in the implementation plan and almost all (>80%) indicator milestones have been met.
Satisfactory	Implementation of the majority (60-80%) of outputs is on schedule as envisaged in the implementation plan and the majority (60-80%) of indicator milestones have been met.
Unsatisfactory	Some (40-60%) outputs are being implemented on schedule as envisaged in the implementation plan and/or only some (40-60%) indicator milestones have been met.
Very unsatisfactory	Few (less than 40%) outputs implemented as envisaged in the implementation plan and/or only a few indicator milestones are met.
Not relevant to project	Issue is outside the project objectives and/or scope and cannot be addressed by the project.

Observations on the use of the assessment model

The evaluation team had an obligation to provide clear statements on achievement. The challenge to doing this derives from gaps in the monitoring plan and results framework. With the available ILO documentation, the team settled on the ranking model and percentage-based metrics used in the Monitoring and Evaluation Plan and the Annual Reporting. This model was chosen for consistency and familiarity, and in the absence of an alternative. For effectiveness, the model was directly applicable. For the other criteria, the team looked at objectives and/or metrics in the project documents, performance reporting and provided by ILO specialists that would support measurement using the ranking model. Where these did not exist, the team used the available (weight of) evidence on results, and the factors influencing results, to make a determination within the ranking model.

Annex G: Survey Methodology

Outcome 1, Recognition of Prior Learning

Description of PRM III Outcome 1

Efforts to enhance the employment readiness of Syrian refugees and vulnerable Jordanians were undermined by significant implementation delays and the partial delivery of some outputs. Work Based Learning was particularly affected. There was also limited evidence of a linkage between the Counselling and WBL or RPL Output streams, which would result in persons being referred into WBL or RPL and later provided with advice on accessing employment in the formal sector labour market.

Survey Methodology

In discussion with the ILO Project Team, it was determined that survey and focus group options for data gathering were not practical. As an alternative, the evaluation used a convenience sampling method, designed for possible triangulation with the representative survey planned for six months after project closure. 20 persons were selected for interviews from the Recognition of Prior Learning beneficiary list, taken equally from the first and second project years. Of these 20, two persons stated that they had not applied for the programme and did not have an RPL certificate. The total number of interviews, therefore, was 18.

The sample comprised Syrian and Jordanian men and women, in proportion to their actual representation in the total beneficiary cohort. The interview questions were designed to explore:

- Aspects of project Output-level performance (relevance).
- The extent to which beneficiaries perceive that having a Recognition of Prior Learning certificate made them more “employment ready” (perception of increased confidence and qualifications)
- Actual achievement that can be attributed to the project, in whole or in part (effectiveness). Such achievement would involve either finding employment or in some other way improving their situation.

Outcome 1: RPL Survey Questions

1. What was your employment situation before taking the RPL programme?
2. How did you hear about the RPL programme?
3. What skill did you want RPL certified?
4. Did you receive an RPL certification?
5. Did you get employment counselling as part of the RPL programme?
6. With the certificate, do you feel more prepared and/or confident to look for work?
7. Did you find work as a result of having an RPL certificate?
8. Do employers believe you more qualified because you have an RPL certificate?
9. Overall, does having the RPL certificate improve your situation?
10. Overall, does having the RPL certificate improve your living situation?

Outcome 2 Survey Method

Description of PRM III Women Do Business

The Jordan River Foundation (JRF) implemented the Women Do Business programme, drawing on its experience with the ILO over the past five years. The PRM III project aimed to capitalize

on the achievements and lessons learned from the prior collaboration between JRF and ILO. By combining ILO expertise in skills and employment with JRF, extensive experience in capacity building, micro-business, entrepreneurship, and workforce development, the initiative provided women entrepreneurs with tailored Digitalize Your Business (DYB) training opportunities.

The DYB offered the targeted beneficiaries access to training in Digital Marketing, Design, Branding, and Online Market Access, promoting entrepreneurship, innovation, and self-employment. This is particularly crucial in an economy with limited employment prospects for skilled Syrian refugees and vulnerable Jordanians.

Survey Methodology

The evaluation generated quantitative data on the results and achievement from project Outcomes 2, accompanied by a large body of qualitative information on the experience and perspectives of the women entrepreneurs. The survey data is triangulated in the main reports with the data self-reported by the ILO and generated through other evaluation activities.

Outcome 2 Framework	
Outcome 2 Objective	Expanded livelihoods opportunities for Syrian Refugees and vulnerable Jordanians with emphasis on women, through specialised entrepreneurship and business development services.
Outcome Indicator	Percentage of women owned enterprises supported by the project with clear sustainability & scalability plans.
Core Component and Market Failure	<p><u>Core Component 4: Self-Employment & Entrepreneurship for Women [and male youth] Beneficiaries</u></p> <p>Promote entrepreneurship and self-employment as livelihood options, to address symptoms of market failures expressed as:</p> <ul style="list-style-type: none"> ▪ The low participation of Syrian and Jordanian women in the labour market. ▪ High unemployment for female and male youth.

As directed by the evaluation *Terms of Reference*, the survey was conducted through telephone interviews, based on a random sample that was representative to 95% confidence and with a margin of error of 5%. The total cohort of 544 included women who previously took the Women do Business and/ or participate in Digitize Your Business training. The estimated number of women beneficiaries for a representative sample was 255. Beneficiary data was taken from the consolidated data provided by the ILO project team, which the survey team was required to clean.

Survey design, therefore, use a Representative and Stratified Random Sampling method. Data for representative samples will be extracted from the consolidated beneficiary lists provided by the ILO Jordan project team, based on the information available. The sampling was disaggregated by nationality (Syrian 104/ Jordanian 151) and location (geographic coverage), where such data is uniformly across a beneficiary cohort.

The survey conducted by a trusted team, all of whom previously worked in telemarketing and/or surveys. The team will use an open-source Customer Relations Management (CRM) system. Beneficiary information in an excel format is uploaded into the system. In addition to the basic information (name and contact information) the system has fields for adding additional data for desegregation (gender, nationality, location, as these are available). The system can be used to randomise beneficiary information, produce call reports, support the analytics and generation of graphics.

In addition, the evaluation conducted six in-depth “story telling” interviews with six women entrepreneurs. The evaluation used a *purposive sample* of women focusing on the factors contributing to their success. The respondents were chosen in consultation with the Jordan River Foundation or identified through the survey process.

Observations on Implementation of the Survey

From a technical perspective for the beneficiary data received by the team:

- Total number calls made to achieve the 255 beneficiary interviews was 333, with a success rate of 77%. Overall, the women were forthcoming and please to participate in the survey.
- The data provided by the ILO was not thoroughly cleaned before it was transferred. The survey team found a large number of duplications, wrong numbers, and cases of multiple persons attached to a single number (not family members and often in different locations).
- Three women reported that they had applied for the training but were not selected and did not participate in the training. However, their information was still included.

Outcome 2 Survey Questions

Relevance	1. Was the training and other project support relevant to your needs?
	2. Was the quality of the training good and easy to understand?
Efficiency	3. Were you satisfied with the quality of the instructors?
	4. Did you receive a seed money?
	5. If yes, were the seed moneys procedures easy to understand and follow?
	6. Did you receive mentorship support?
	7. If yes, did the mentorship help you improve your business?
Effectiveness	8. Are you more confident in your skills after taking the training?
	9. Currently, what is the operational status of your business?
Impact	10. If your business is operating, has your income increased?
	11. Has your business hired new workers since completing the course?

Sustainability	12. Do you believe that your business will still be operating months from now?
	13. Do you believe that your business will help improve your household situation in the future?

Outcome 3 Survey Method

The evaluation used a four step Representative and Stratified Random Sampling method, disaggregating the beneficiary sample by gender. Outcome 3 has two output components (work permits and awareness raising sessions). The scope of the survey focused on work permits only.

Data for representative samples was extracted from the consolidated beneficiary lists provided by the ILO Jordan project team, based on the information available. The sampling will be disaggregated by Gender (Female 15 / Male 365) and location (geographic coverage), Date October 2021-January 2022, April -July 2022 and June -September 2023 where such data is uniformly across a beneficiary cohort. The evaluation noted a significant amount of “dirty data” received in the lists obtained from the ILO, which had to be cleaned by the team.

Step 1: Identify the survey cohort and desegregate the cohort into strata (gender, location and age).

From the most recent Quarterly Reporting data (Q4 2023), these comprise:

- a. Syrian Refugees who received project support making application to the Jordanian Bureau of Population, Refugees, and Migration for work permits and the accompanying social security. This beneficiary cohort totals 28833 individual persons, of which 27890 were male (97%) and 943 (3%) were female.
- b. Awareness sessions on formal employment, social security, labour rights & decent work.

A total of 3229 individuals attended the sessions. The Quarterly Reporting notes attendance at the sessions only (activity). It does not indicate whether attendants also made an application for a work permit, or disaggregate the attendance data by gender, age or location. It would be difficult to determine, therefore, the outcome of a single awareness session.

The Outcome 3 survey, therefore, focused on Syrian Refugees who received project support to make application for work permits and the accompanying social security insurance. The sample’s composition will be desegregated by gender.

Step 2: Calculate the size of the representative samples, disaggregating by the relevant strata.

The Q4 2023 report states 28,000, which may be a rounded figure. Adding the detailed reporting data indicates that the actual number of beneficiaries is 28833. The sample was calculated from this number.

The survey requires a representative sample of Outcome 3 beneficiaries, desegregated by gender. Using an AI calculator, 380 individual persons are required for a representative sample from 28833, calculated to 95% accuracy with a margin of error of 5%. Of these:

- Men should comprise 368 of the sample, reflecting their 97% proportion in the total beneficiary cohort.

- Women should comprise 12 of the sample, reflecting their 3% proportion in the total cohort.

Step 3: Randomly select survey participants from each stratum, from the beneficiary lists.

Randomization was done by the CRM software, according to the desegregation of data provided.

Step 4: Conduct the telephone survey by a team of three persons, with data entry occurring during each call. The software supports analytics.

Observation: The ILO reports that the [Jordanian Bureau of Population, Refugees, and Migration]’s assistance in streamlining work permit issuance for Syrian refugees has processed over 28,883 applications, significantly impacting the legal labour market access.

The reporting is unclear on the “impact” being described. Specifically, whether the application process (activity) resulted in a larger number of applications being approved (output) and employment for beneficiaries (Outcome). The design of the survey will explore this causal pathway, contributing to finding decent work employment in the formal sector.

Technical perspective for the Data received by the team observation and reporting:

- The total number required to achieve 380 responses was 731, for a success rate of 51%.
- As with Outcome 2 data, the survey team encountered a significant amount of “dirty data” in the beneficiary lists that were provided. These comprised wrong numbers, a large number of duplications, multiple persons on a single number (no apparent family connection and often different locations), and cases from 2017-2018 that should not have been in the PRM III data.
- The possibility of a survey was not communicated to respondents. Some were concerned that the survey call and questions were from a security or bank official, coming after them because: i) the respondent has debt with the social security; or ii) might be working illegally. Many respondents ask questions to verify the evaluation purpose of the survey, and a number refused to participate. Among those that participated, these concerns may have been unstated and biased their answers.

There were several additional responds that highlight concerns for the quality of the survey data:

- Three respondents claimed to be people who had never applied for a permit and did not need one.
- Two respondents claimed they applied and never get work permits and asked if the survey team can confirm whether it was approved.
- In other cases, respondents claimed to not need a or want a work permit.

Outcome 3 Survey Questions

Final Independent Evaluation of Formalizing Access to the Legal Labor Market for Refugees and Host Communities in Jordan – Phase III	
Outcome 3: Work permits and social security insurance	
Relevance	1. Is it important for you to have the work permit?
	2. Is it important for you to have social security insurance?

Efficiency	3. Did using the project services make is easier to apply for a work permit?
	4. Were you satisfied with the quality of the services?
Effectiveness	5. Does having a work permit make it easier to find a job?
	6. Did you find a job because you had the work permit?
	7. If yes: -Is the job in the formal or informal sector?
	8. If you have not found a job yet, do you believe that having the work permit makes it more likely that you will a job in the future?
Impact	9. Overall, does having a work permit made your situation better?
	10. Does having social security insurance made your family situation better?