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EU/ILO collaboration in the monitoring of labour aspects in the implementation of the EU's rules of origin initiative for Jordan, Phase II - Final Independent Evaluation

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This evaluation has been managed according to ILO's evaluation policies and procedures. This report has not been professionally edited, but it has undergone quality control by the ILO Evaluation Office. Due to lack of adherence to methodological rigor in some sections, the ILO Evaluation Office has made minor revisions to the report. Certain text has been removed or edited and additional stakeholders' inputs have been added in a box. Despite discussions to find common understanding on the issues, it was not possible to find mutually acceptable language and the evaluation team has a dissenting opinion on the changes. Findings nor

conclusions have not been substantially changed and a document trail has been maintained on the matter. For further information, please refer to the Director of the Evaluation Office at EVAL@ilo.org.

Acronyms

AIU	ILO Audit and Investigation Unit
BWJ	Better Work Jordan BWJ
DoL	Department of Labour
DWCP	Decent Work Country Program
EA	Enterprise Assessor
ESC	Employment Service Centers
EU	European Union
GFJTU	General Federation of Jordanian Trade Unions
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GoJ	Government of Jordan
GSO	Guidance Support Offices
ILO	International Labour Organization
ILS	International Labour Standards
JCI	Jordan Chamber of Industry
JGATE	Jordanian Garment and Textiles Exporters' Association and of Garments
KII	Key Informant Interview
MOITS	Ministry of Industry, Trade and Supply
MOL	Ministry of Labour
NEBOSH	National Examination Board in Occupational Safety and Health
NEES	National Electronic Employment System
NET	National Employment and Training Company
NGO	Non-profit organization
OSH	Occupational Safety and Health
P&B	Program and Budget
PAC	Project Advisory Committee
PoS	Programme of Support
RoO	Rules of Origin
SHP	Sexual Harassment Prevention
SCP	Strategic Compliance Plan
TOC	Theory of Change
TOR	Term of Reference
ToT	Training of Trainers
UNSDCF	United Nations Sustainable Development Cooperation Framework

BACKGROUND & CONTEXT

Summary of the project purpose, logic, and structure

The war in Syria has caused millions of people to flee for their lives. The international community has tried to meet refugee needs and provide host countries with assistance and resources to protect refugees. In February 2016, the European Union (EU) and the Government of Jordan (GoJ) signed the Jordan Compact to address the impact of the Syria conflict and the subsequent Syrian refugee crisis in this country. The EU and Jordan have a strong partnership across many sectors and since 2002, they are linked by an Association Agreement. On the 19th of July 2016, the 10th EU-Jordan Association Committee adopted a simplification of the EU Rules of Origin (RoO), to encourage Jordanian exports to the EU in view of enhancing investments and to create job opportunities in the Jordan's formal sector for both Jordanians and Syrians. The 10-year simplified RoO initiative for Jordan also known as the Relaxed Rules of Origin, is a component of the EU's broader response to the ongoing Syria crisis. It is applicable to a list of 50 industrial products manufactured in 18 designated zones across Jordan; the list includes apparel, electric and electronic appliances, cables, furniture, buses, cement, precious metals, paints, cosmetics, cleaning agents and soaps, chemicals, stone and marble, and plastics. To benefit from the RoO, factories are required to employ no less than 15% of Syrian refugees in the first two years with this percentage raising to 25% in the third year of the simplified RoO program. In response to the simplified RoO initiative, the Ministry of Labour (MOL), the EU and the International Labour Organization (ILO) signed a collaboration agreement to support the implementation of the scheme while safeguarding decent working conditions in companies exporting to the EU.

In May 2017, the EU and the ILO signed an Memorandum of Understanding for the Project "EU/ILO collaboration in the monitoring of labour aspects in the implementation of the EU's rules of origin initiative for Jordan" referred in this report as the EU/ILO Project. The Project was built on existing cooperation between the ILO and the MOL in partnership with national stakeholders and the private sector to strengthen the capacity of the factories for compliance with International Labour Standards as well as Occupational Safety and Health requirements. The Project also facilitated the creation of decent work for Jordanians, Syrians, and migrants working in factories registered in the RoO program. During the first phase of the project which ended at the

end of November 2018, ILO designed an overall framework for providing support, monitoring, and technical assistance to the MOL and enterprises that wished to benefit from the simplified RoO and to export to the EU countries. At the end of 2018, a cost extension was granted by the EU for Phase II with a duration of 48 months ending on November 30th, 2022.

In Phase II, the ILO scaled-up the work that was previously done during Phase I, with the objective to further advance the opportunities of RoO registered companies. ILO Better Work Jordan (BWJ) is a partnership between the UN’s International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group that was created in 2009. During Phase II, BWJ extended its services developed by the Better Work Global Programme for the Jordanian garment industry to three non-garment industries: plastics, chemicals, and engineering.

The role of BWJ is to engage with workers, employers, and governments to improve working conditions and boost industry competitiveness. It offers a core service program that assesses, advises, and trains factories ensuring that they are complying to Jordanian labor laws and international standards which are pre-requisite for exporting goods to the EU countries. BWJ has adapted its garment Better Work’s Compliance Assessment Tool (CAT) used by Better Work Enterprise Assessors (EA) to assess compliance in the garment industry for the non-garment sectors. It also introduced the approach and methodology of the CAT to the MOL Labour Inspectors, training them to assess factories, advise, and train the middle management and workers in in the factories.

Since the simplified RoO requires companies to hire Jordanians and a specific percentage of Syrian refugees, the Project supported the Syrians in obtaining work permits while implementing a job matching program with factories for jobseekers. The Project funded 5 Employment Services Centers (ESC) where Outreach and Employment Officers trained by ILO, helped the jobseekers to find work at factories registered with the ESC while using an E-Counselling system developed with the EU funding.

Present situation of the project

Phase II of this EU/ILO collaboration project came to an end in November 2022. A no cost extension agreement has been signed allowing the project to continue until the 27th of March 2023.

Purpose, scope, and clients of the evaluation

The purpose of this Evaluation is to assess the overall achievements of Phase II against its planned outcomes and outputs to generate lessons learned, best practices and recommendations. The evaluation period corresponds to the Phase II lifecycle from December 2018 to November 2022. Information consulted and analyzed for this evaluation in this report is limited to the data available at the time of drafting of this report. This included project performance quarterly and annual reports as well as data from 2019

to the end of November 2022. The 2022 third quarter and the Annual 2022 reports were not available at the time.

The geographic coverage of the EU/ILO Project are the areas serviced by the ESCs. In the north these are the Mafrq governorate (ESC Za'atari Camp and Mafrq city); in the south, the Irbid governorate (ESC Al Hassan) and in the middle region of Jordan, the Zarqa Governorate (ESC Zarqa) and the Amman Governorate (ESC Sahab). In its methodology, analysis and deliverables, the Evaluation has integrated cross-cutting themes that include gender equality, inclusion of people with disabilities, environmental sustainability, International Labour Standards, and social dialogue, as well as Covid-19.

The primary clients of this Evaluation are ILO, the Ministry of Labour, the Ministry of Industry, Trade and Supply (MOITS), private sector employers, the Jordan Chamber of Industry, the General Federation of Jordanian Trade Unions (GFJTU), the garment and non-garment sector trade unions, the European Union as well as the ILO implementing partners. Secondary users include project stakeholders that may indirectly benefit from the knowledge generated by the evaluation including UN agencies, IFC, international and national organizations that are responding to the Syrian crisis.

Methodology of the evaluation

This evaluation has examined the extent to which the different project milestones were achieved; the desired outputs, and expected outcomes realized. It has identified strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned with recommendations. Furthermore, it has touched upon cross cutting issues such as gender equality, disability, social dialogue, environmental sustainability, international standards, and covid-19 in terms of challenges and opportunities for tackling the most vulnerable target populations in line with the guidelines and protocols set by the ILO Evaluation Office.¹

The Evaluators have used a participatory and mixed-methods approach in designing this utilization-focused evaluation. During the Inception Phase, they consulted with ILO staff when finalizing the evaluation questions and sub-questions, discussing challenges and issues regarding the selection of informants. The interviews and group discussions were conducted using the Appreciative Inquiry approach where the questions focused on instances of success, peak experiences, values and wishes. ILO staff has facilitated the planning of the data collection; however, the Evaluators have conducted the data collection and analysis independently.

¹ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations. 4th edition, November 2020.

The evaluation questions have been addressed using multiple lines of evidence, combining primary qualitative data with information gathered from the document review of the project and initiatives similar to the EU/ILO project as well as an internet research. The findings and conclusions result from the triangulation of information gathered from these different sources. The Evaluators have made judgments based on multiple channels of evidence and their analysis was guided by the requirements of the Term of Reference (TOR).

The National Evaluator conducted interviews in person and by phone as well as small group discussions with representatives from the MOL, the MOITS, the Jordan Chamber of Industry, members of the Petrochemical Trade Union and General Trade Union of Workers, factory managers, ESC service providers, MOL Labour Inspectors, the implementing partners, and jobseekers. Interviews with key informants were performed remotely. A total of 75 hours of interviews were conducted with 73 informants.

During the Inception Phase, the Evaluators have identified mitigation strategies to address limitations and constraints of the methodology and data collection. The limitations of this study include the following: 1) not all interviews were conducted in persons; several were conducted remotely by phone and on the Zoom platform 2) The Evaluators have initially considered conducting Focus Group Discussions (FGD) of factory workers hired as a result of placements through the ESC job matching process. However, this was deemed to be unfeasible since the workers could only be met at the factory during their working hours, which would have been disruptive to all concerned. 3) The Evaluators also considered including persons with disabilities in the study, but resource and time limit constraints limited the scope of the data collection in terms of locating and visiting the informants. 4) The number of jobseekers interviewed was limited.

MAIN FINDINGS & CONCLUSIONS

Relevance and strategic fit

The Jordan's economy had been struggling with persistently sluggish growth dynamics and structural challenges even prior to the Covid-19 crisis. The current unfavorable global context poses further risks to the Jordanian economy. To fulfill the RoO requirements regarding the employment of Syrians refugees, the Jordanian government started issuing work permit to Syrian refugees. The Project connected the Syrian work permit applicants to the guidance support offices of GFJTU. The MOL and GFJTU are the only entities that can issue work permits to the Syrians. The Evaluation found that helping the jobseekers find work through a job matching process at the factories registered with the ESC is relevant in this context. Registration for the simplified RoO takes place at the MOITS; the registered factories are encouraged but are not obligated to enroll in BWJ core service program. The Evaluation

found that the objectives of the Project are aligned with the framework of the ILO Decent Work Country Project of Jordan (2018-2022), the 2018-19 ILO's Project and Budget (P&B), and the SDG 8. Furthermore, the EU/ILO Project is aligned with the priorities of the EU in Jordan.

Validity of Design

During its analysis phase, the Evaluation found and concluded that there are two distinct projects in EU/ILO Project agreement: **Outcome 1** supports the Jordanian and the Syrian job seekers in finding work in companies that are exporting to the EU under the simplified RoO while **Outcome 2** assists and monitors factories in the garment, chemical, engineering, and plastic in the implementation of decent work conditions, in view of satisfying the export requirements to the EU. The two outcomes have different target populations: for Outcome 1, they are jobseekers while Outcome 2 targets factories registered for the RoO. The Evaluation also found that the activities of Outcome 1 and Outcome 2 are not connected nor related. In addition, the training program in Outcome 1 targets the ESC service providers while Outcome 2 aims at building capacity among the MOL Labour Inspectors, middle management, and workers in the factories. Furthermore, the projects are managed independently: Outcome 1 is part of the ILO Response to the Syrian Refugee Crisis Programme while Outcome 2 is managed by Better Work Jordan.

The Evaluation could not explain why this project was designed in this two-in-one fashion. It identified several issues with the single Logic Model that addressed Outcome 1 and Outcome 2. In some instances, it was not possible to identify links between the activities and their expected output. The Evaluation found that syntaxes used to describe the project outputs and outcomes were incorrect. The Evaluation found that the limited number and type of performance indicators restricted the monitoring of the EU/ILO program. The incomplete Logic Model or Theory of Change and the absence of assumptions constrained the function of this Evaluation in the assessment of the results and influence of this Project on its beneficiaries.

Efficiency

Outcome 1: In terms of job placement and referrals, data from the Project reports showed that the program targets were exceeded. The Project has encouraged the hiring of women, and the placement numbers are high especially for Syrian women whose placement rate in 2022 was as high as 96%. Nevertheless, job seekers faced many challenges. Elderly people for example, are often perceived as incapable of handling the pressure of factory environments, hence they had difficulty in being hired just as people with disabilities. Informants explained that these people are often hired but laid off shortly after because the workplace does not wish or cannot

accommodate their needs; else the person resigned, discouraged by the demand of the job and management. The Project did not quantify this situation since it did not collect data for the calculation of job retention rates. It was also noted that not all Syrian refugees are willing to obtain a work permit since formal employment requires that they contribute towards social security which will reduce their income. There is also fear among some Syrians that formal remunerated employment may take away their eligibility for cash and voucher assistance programs established in response to the Syrian crisis by various aid organizations. Given that the job market is unstable and there is competition between Syrians and Jordanians at the workplace, many prefer to stay in social assistance that provides some security while working in the informal sector.

In 2019, ILO advertised that it has launched the first online job counselling and guidance platform in Jordan². The purpose of this platform was to offer workers improved access to job and training opportunities across multiple sectors through job-matching service and career guidance. The Evaluation has received contradictory information on the performance of this system. The intended users of the system, which include ESC service providers, jobseekers, and factory managers, reported that they do not use this system which they do not find user-friendly. However, the Project reports that the system is utilized; it is able to provide data on the number of jobseekers who received service at the ESCs. There were 21,357 persons served from the beginning of Phase II to the 3rd quarter of 202. During this period, 15,124 referrals took place and 10,457 people found jobs. It appears that the Platform is used by the ESC service providers only; they first enter information by hand on paper forms then input the data on the platform.

The Evaluation noted that the Project had initially planned to collaborate with the MOL in the development of a National Employment Platform. The Evaluation revealed that with the collaboration of the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ), MOL has developed Sajjil³ which like the ILO E-Counselling platform aims at facilitating job search for individuals and helping employers find qualified people; it also offers training opportunities. At the beginning of 201, ILO and MOL held initial discussions on how to manage platform and the ILO E-Counselling platform complement each other, but these discussions did not lead to a common E-Counselling platform. The Project Team has pointed out that the MOL system has been designed for Jordanian jobseekers only and not for Syrians and other foreign workers. The Evaluation did not find documentation that explains the purpose and objectives of the E-Counselling Platform. It questioned if ILO has adequately and sufficiently promoted the

² https://www.ilo.org/beirut/information-resources/factsheets/WCMS_671350/lang--en/inde

³ <https://sajjil.gov.jo/>

design of a unique E-Platform to serve the needs of the organization and MOL.

The ESC Employment and Outreach officers have been trained with the overall objective of enhancing the quality and efficiency of the delivery of employment services. This activity was outsourced to Amideast, a leading American nonprofit organization engaged in international education, training, and development activities in the Middle East. The ESC service providers reported that although they were satisfied with the training methodology of Amideast, they did not learn much that can be applied to their work. In fact, the service provider explained that ILO was unclear about the objectives of the training and that developing the course content was challenging. The Amideast progress report of 2021 supported these findings; it outlined some of the issues with the design and provided recommendations for future training. The Evaluation also found that the training was not reserved for the staff of the ESC funded by the EU/ILO Project, but other individuals were invited by ILO to attend.

Outcome 2: To date, nineteen companies have registered in the simplified RoO program; of these thirteen have taken part in the non-compulsory BWJ program. Since Outcome 2 depends on the number of enterprises that register in the simplified RoO, at the beginning of the program, no target was set for how many companies that the EU/ILO project should reach; instead, Outcome 2 had a rolling target. It should be noted that companies can remove themselves from the simplified RoO program at any time.

Effectiveness

Outcome 1: The Project report showed that the ESC service providers were effective in enlisting employees and identifying vacancies, matching the jobseekers with a job 70% of the time. However, given that the monitoring system does not collect details on employers, it was not possible to identify the employment sectors where this project has been most effective in matching jobs and jobseekers. With regards to gender, out of the 21, 357 jobseekers, 70% of them were men and 30% women. According to the Project report, the project exceeded its target of 9 000 jobseekers that found a job through the ESC. Analysis performed by the Evaluation shows that the number of jobseekers visiting the ESC has declined since 2020. This drop was inevitable due to the Covid-19 pandemic. However, this number has not returned to the 2019 level after the pandemic restrictions were lifted.

The analysis also showed that the percentage of jobseekers who received a referral has increased since 2022. It appears that Syrian women have been referred over 80% of the time. But the percentage of Syrian men referred to the factories is fewer than 50%. The data shows that over the 4 years, there was a gradual increase in the number of referrals that found work in a factory; the referral rate is

on average, 70 percent. In 2021 and 2022, over 95% of the Syrian women were successful in finding a job compared to 61% of Jordanian women. Lack of data did not allow for the calculation of job retention rates among the Jordanian and Syrian jobseekers who had a referral and a job offer through the ESC.

Outcome 2: At the time of this evaluation, nineteen companies were registered in the simplified RoO program. All informants expressed disappointment with this low registration figure. The reasons received to explain the low enrolment include 1) Limited capacity of factories to increase production; 2) Lack of interest in exporting; 3) Lack of knowledge of the EU market; 4) No contact with European importers; 5) Visa restrictions for Jordanians and Syrians to enter European countries; 6) Additional monetary requirements such as registration fees for the simplified RoO program. BWJ has explained that it is not within its mandate to promote the RoO, it only provides its services to the registered companies. Nevertheless, the Evaluation is of the opinion that the RoO registration can improve if BWJ works more closely with the stakeholders including the Ministry of Industry, Trade and Supply and the Jordan Chamber of Industry while showcasing the registered RoO companies that are receiving BWJ support.

The Evaluation received positive feedback from the factory managers regarding the core services provided by BWJ. They reported having a positive working relationship with the BWJ team. The capacity building program for the Labour Inspectors also received good reviews. The Evaluation found that the Project conducted its activities effectively and the presence of experienced BWJ staff on the Team was beneficial to this project.

Mitigation of Covid-19

The project has not received extra funds for the COVID-19 mitigation. According to the Project reports, since job matching, placements and operations could not take place at the ESCs, the project took the opportunity to conduct on-line capacity building sessions for all ESC service providers on career counselling. A new initiative titled “*Regional Employment Services*” was created, dividing the ESCs into geographical areas: north, middle, and south. This allowed the ESC service providers to meet weekly to discuss their work and share ideas on how to better serve the job seekers and the factories. The project was able to meet its target for providing employment services despite the Covid-19 pandemic.

The BWJ team reported that they were busier during the shutdown receiving more calls than usual from the factories anxious to find out when they would be allowed to reopen. When production restarted, the BWJ Team continued to conduct their work and collect information by phone and email. The Covid-19 shutdown taught the Team that advisory and hybrid assessments could be done

effectively virtually. The informants found that an e-inspection platform could be useful and relevant to the work of the Enterprise Assessors and the Labour Inspectors. The Evaluation concluded that the Covid-19 did not affect the Project in an important manner.

Impact Orientation

Outcome 1: The Evaluation found that ILO has led Outcome 1 with little participation and collaboration from its principal stakeholder, the MOL. The Evaluation found that there was no interaction between ILO and the stakeholders nor had stakeholders collaborated in the project activities. The Evaluation concluded that there was no commitment from the stakeholders including the MOL to Outcome 1.

Outcome 2: BWJ, established in 2009, is very prominent in the Jordanian garment industry; it maintains a strong relationship and partnership with the MOL. BWJ, and the stakeholders agreed to create a separate Project Advisory Committee (PAC) for the non-garment sectors similar to the PAC for the garment industry. The Evaluation is of the opinion that a strong collaboration between ILO, the MOITS and the various stakeholders including the Jordan Chamber of Commerce, the Jordan Export can well promote interest and registration in the RoO program among the companies in the targeted sectors. The Evaluation agreed that the creation of a separate PAC for non-garment factories was a good decision.

Sustainability

The Evaluation did not find that ILO had designed specific exit plans for this EU/ILO project Outcome 1 and Outcome 2. The Project Team reported that ILO held a workshop on June 2022, under the title “Sustainability of Employment Services in Jordan” in which the sustainability plan for employment services and employment offices was discussed. In addition, ILO has drafted a concept paper on the sustainability of employment services in Jordan. The Project Team has explained that Better Work Jordan Phase IV strategy includes detailed plans for the BWJ programming to exit Jordan. However, these are not specifics regarding the EU/ILO project. Furthermore, for Outcome 1, the Evaluation did not find that ILO has established strong collaboration with the stakeholders to safeguard the achievements of the EU/ILO Project and sustainability. The Evaluation agreed with the informants that this project will not be able to continue unless financing from the EU is renewed and/or other donors found.

In 2022, BWJ has started to engage the stakeholders proactively, which the Evaluation found can contribute to the sustainability of Outcome 2 in the long term. Nevertheless, the Ministry of Labour has yet to take ownership of the training of the Labour Inspectors and there were no indications that BWJ is discussing the future of this component of the program with its counterpart.

Effectiveness of management arrangements

Outcome 1: ILO signed an agreement first with the National Employment and Training Company (NET) on April 1st, 2020; on November 6th, 2022, it started a new contract with the General Federation of Jordanian Trade Unions (GFJTU) to run the ESCs. The ESC service providers are subcontracted by these implementing partners, but the staff is not happy with this arrangement. The ESC service providers are dissatisfied with their working conditions, citing the absence of job security and clearly spelled-out employment agreements in their contract with the subcontractor.

Additional Information shared by other stakeholders that was not considered in the report include: *"ESC staff were given the option to become employees of GFJTU and follow the compensation scale and working hours. However, they chose to remain service providers to GFJTU to enjoy the flexibility of working hours and receive better compensation. Their current compensation as service providers is almost double of what they might receive as GFJTU employees"*.

They would like ILO to ensure that the subcontractor in charge of staffing the ESCs follow the labour laws and implements decent work conditions in their workplaces.

The evaluators explained that this statement is general: *"ILO may just well find that the laws are being followed. There is no accusation that GFJTU is not following the rules."*

The informants explained that the lines of reporting are ill-defined causing confusion on the management roles and responsibilities of ILO and the subcontractor at the ESCs. Morale is low among the employees in part caused by the uncertainty around the renewal of the EU/ILO Project which will impact their job and future. The Evaluation found that there should be better communication between ILO management and its staff⁴ as well as accountability and transparency in the workplace.

There has been an allegation of sexual misconduct at the workplace by one ESC service providers member. The Project Team reported to the Evaluators that the incident has been investigated by the ILO Audit and Investigation Unit (AIU) as per the high standards of the organization in such situation. The Evaluator was briefed by the ILO's Chief Internal Auditor who confirmed that an investigation was undertaken into allegations of sexual exploitation allegations

⁴ The evaluation team were requested to clarify that ESC subcontractors are not considered ILO staff. Therefore this sentence should read, "The evaluation found that there should be better communication between ILO management and subcontractors..."

and appropriate actions were taken once the investigation was complete.

ILO Evaluation Office notes that in light of the audit investigation that took place, a paragraph pertaining to allegations of sexual misconduct and its outcome has been deleted from this report. A full report was produced by the IAO and shared with the evaluation team.

Outcome 2: The Evaluation found that BWJ has hired very qualified people for the Outcome 2 Team. The Enterprise Assessors are experienced in providing the core services to the garment factories. The Evaluation found that this experienced team have largely contributed to the capacity building of the MOL Labour Inspectors.

RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES

Main findings & Conclusions

The Evaluation has performed an in-depth analysis of the information collected and considered the socio-economic and political situation of the country as well as the cultural beliefs as well as the challenges that jobseekers face in current labour market. The Evaluation highly valued the willingness of the informants to share their knowledge and opinion about the project freely.

The evaluation concluded that this project is relevant to the Jordanian context. However, the Jordan's economy has been struggling with persistently sluggish growth dynamics and structural challenges even prior to the COVID-19 crisis. The current unfavorable global context poses further risks to the country and this EU/ILO Project. The Evaluation found that it will become more challenging to match and place jobseekers to jobs. In addition, it found that it will be necessary to implement other activities that will keep the ESCs open to support jobseekers and prepare them for the jobs when the economy recovers and when the Jordanians companies start exporting to the EU under the RoO program.

The Evaluators are of the opinion that ILO and the Project should examine and explore the modernization of the ESCs with the Ministry of Labour, the ILO's Programme of Support, other agencies, as well as the donors that are responding to the Syrian crisis to support economic growth, job creation and quality service delivery in Jordan. The Project should learn from previous and current ILO projects and from other agencies forging partnerships within and outside of ILO.

The Evaluation found that the BWJ performed its work effectively on this Project. It is however important that BWJ become more active in participating in the promotion of the RoO program and that it plans an exit strategy for Outcome 2.

The Evaluation was not able to explain the rationale behind combining two different projects under one agreement and budget. It concluded that there were no reasons to keep these two projects under the same agreement, especially when Outcome 1 and Outcome 2 are managed independently. In fact, the Evaluation found that for the sake of clarity and transparency, Outcome 1 and Outcome 2 should be conducted under separate agreements. In the current financial reporting, it is not possible to distinguish between Outcome 1 and Outcome 2 expenditures.

The evaluation concluded that this project is relevant to the Jordanian context, and consistent with the principles of the ILO Decent Work Country Programmes (DWCP) and the P&B. The activities are contributing to the achievement of the targets of SDG 8 and the EU. The Project, the donor and the stakeholders should however develop Theory of Change for Outcome 1 and Outcome 2 separately, identifying the output and outcomes which will make a difference in

	<p>the economy and the livelihood of Jordanians and Syrian refugees. Exit strategies should also be designed and planned for the two projects. The Project Team indicated that the MOL capacity building activities of the EU/ILO project faced challenges in terms of number of activities in addition to staff turnover, lack of capacity and resistance to change on the part of the MOL management.</p> <p>The Evaluation would like to stress the importance of carrying out baseline, mid-term and endline evaluations for projects. This Final Evaluation has uncovered several issues with the Project which could have been identified and corrected at earlier stages of its lifecycle. The Evaluators believe that this Project could have achieved better results had earlier evaluations been performed.</p>
<p>Main lessons learned and good practices</p>	<ul style="list-style-type: none"> - To obtain a job, it is essential that the Syrian refugee obtains a work permit; however, the person faces several challenges in the Jordanian labour market including competition between Syrians and Jordanians. Since the job market is unstable and challenging, some prefer to stay in a social assistance program that provides some security while in some cases, they may choose to work in the informal sector at the same time. - ILO and BWJ may have drafted an exit strategy for the sustainability of its projects, but this does not dispense the EU/ILO Outcome 1 and Outcome 2 from making plans with its stakeholders on how the EU/ILO Outcome 1 and Outcome 2 Project can continue without loss of achievements obtained through funding from the EU. - Good management practices and communication, clear lines of supervision as well as respect for colleagues are essential for the ESCs or any project for that matter. <p>The capacity-building training for the Labour Inspectors was provided in three stages. It has allowed the project and MOL to identify the best candidates for the job. The inspectors who had the BWJ EAs as mentors and models now understand that a collaborative and constructive approach instead of a confrontational and policing attitude is more productive when assessing the work environment of factories. The Labour Inspectors who participated in this study are proud of their role and job. The Evaluation found that training programs consisted of coaching, mentoring and hands-on practice are constructive.</p>
<p>Recommendations⁵</p>	<p>Outcome 1 and Outcome 2 - Recommendation #1: The project Logic Model is reviewed and redrawn.</p> <p>The Evaluation found that the objectives of the EU/ILO Project are valid; nevertheless, it recommends that the Logic Model be redrawn for Outcome 1 and Outcome 2 and that additional quantitative as well</p>

⁵ The recommendations phrasing does not conform with EVAL's quality- see guidance provided to consultant but not followed: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746729.pdf

as qualitative indicators be identified for more effective monitoring and measurements of project progress and performance.

Outcome 1 - Recommendation #2: The E-Counselling Platform is assessed and fixed.

The Evaluation has received contradictory feedback for the E-Counselling platform. ESC service providers, jobseekers and factories find that the system is not user-friendly. Although the Project Team is using data generated by the E-Counselling Platform for reporting, the Evaluators strongly recommend an assessment and enhancement of this platform.

Outcome 1 and Outcome 2 - Recommendation #3: The monitoring system is overhauled.

The Evaluation found that for both Outcomes, the monitoring system fails to report indicators that are necessary for measuring the project performance. These should include both quantitative (numbers and percentage) and qualitative (e.g., level of satisfaction) as well as Project targets. The Project Team indicated that the quantitative and qualitative indicators were identified from templates provided by the EU. Nevertheless, the Evaluation recommends that ILO reviews the monitoring system for this project with relevant and informative indicators to assess the performance of the EU/ILO project more effectively and on a continuous basis.

Outcome 1 - Recommendation #4: Review the Outcome 1 management practices and outsourcing.

The Evaluation recommends that ILO improves its communication strategy with its staff, partners, and stakeholders for transparency. It recommends greater collaboration with the ROAS for management and technical support. It is also recommended that the implementing partners be monitored closely to ensure the creation of decent work in healthy environments as per the ILO mandate within its projects including this EU/ILO project. The Evaluation recommends that the roles and responsibilities, and the lines of reporting be clearly defined for ILO, the service providers, and the ESC service providers. This recommendation is in line with the recommendation of the Report of the Chief Internal Auditor for the year ended 31 December 2022⁶.

Outcome 2 - Recommendation #5: Undertake situational analysis of non-garment enterprises.

The Evaluation recommends that ILO works in closer collaboration and design the study in a participatory manner with the Jordan Chamber of Industry and the enterprises especially in the non-garment industries to better understand their challenges and find solutions for access to the EU market and recommendations for the growth of the

⁶ [Report of the Chief Internal Auditor for the year ended 31 December 2022 \(ilo.org\)](#)
Paragraph 8 page 8; Paragraph 48, first bullet point page 19.

companies and the industries. This joint effort will build a closer rapport between BWJ and the stakeholders.

Outcome 2 - Recommendation #6: Outcome 2 becomes a stand-alone project known as collaboration between BWJ and the EU.

The Evaluation found that several stakeholders associate ILO with the labour market only; they do not see ILO having a role to play in the growth of an industry. The activities of Outcome 2 are within the scope of the deliverables of BWJ; however, it is not within the ILO mandate to organize commercial events as suggested by the stakeholders. The Evaluation recommends that the renaming of Outcome 2 to the EU/BWJ project with its own budget.

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1 Project Background

The war in Syria has caused millions of people to flee for their lives. According to the UNHCR⁷, Jordan, a country hosting the second highest share of refugees per capita worldwide, is among the most affected countries by the Syrian crisis and hosts more than 750,000 Syrian refugees. In this context, the international community has tried to meet refugee needs and provide host countries with more assistance and resources to protect refugees. This led to the adoption of the Jordan Compact signed in London in February 2016 through which the European Union (EU) and the Government of Jordan (GoJ) work together to address the impact of the Syria conflict and ensuing Syrian refugee crisis in this country.

The EU and Jordan have a strong partnership across many sectors and have been linked by an Association Agreement since 2002. The EU is the biggest foreign investor in Jordan, accounting for 55% of the foreign direct investment (FDI) stock in the country⁸. In July 2016, the EU and Jordan agreed to simplify the rules of origin (RoO) to encourage Jordanian exports to the EU, to enhance investments and to create job opportunities in the Jordan's formal sector for both Jordanians and Syrians. The 10-year simplified RoO initiative for Jordan also known as the Relaxed Rules of Origin, is a component of the EU's broader response to the ongoing Syria crisis. It is applicable to a list of 50 industrial products manufactured in 18 designated zones across Jordan; the list includes apparel, electric and electronic appliances, cables, furniture, buses, cement, precious metals, paints, cosmetics, cleaning agents and soaps, chemicals, stone and marble, and plastics. To benefit from the RoO, factories are required to employ no less than 15% of Syrian refugees in the first two years with this percentage raising to 25% in the third year simplified RoO program. In response to the provisions under RoO Agreement, the Ministry of Labour (MOL), the EU and the International Labour Organization (ILO) signed a collaboration agreement to support the implementation of the scheme while safeguarding decent working conditions in companies exporting to the EU.

In response to the provisions set forward under the simplified RoO and in support of the objectives of the Jordan Compact, the EU and the ILO signed an agreement for the Project *EU/ILO collaboration in the monitoring of labour aspects in the implementation of the EU's rules of origin initiative for Jordan* referred to in this report as the *EU/ILO Project*. Under this agreement, ILO, and the Ministry of Labour worked closely together with the private sector to facilitate access of specific Jordanian goods to EU markets while creating incentives for Jordanian employers to recruit Syrian workers in addition to their Jordanian employees. In addition to creating jobs, the project extended the core services of ILO's Better Work Jordan (BWJ) programme from the garment industry to the chemical, engineering, and plastics manufacturing sectors. The objective was to help Jordanian companies abide by the country's labour law and meet international labour standards.

⁷ UNHCR Operational Update November 2022.

⁸ https://policy.trade.ec.europa.eu/eu-trade-relationships-country-and-region/countries-and-regions/jordan_en

The first phase of the EU/ILO Project started on May 1st, 2017, and ended on November 30th, 2018⁹. During this period, ILO provided an overall framework for providing support, monitoring, and provision of technical assistance to the Ministry of Labour (MOL) and enterprises wishing to export to the EU under the simplified RoO scheme. A Memorandum of Understanding (MoU) was signed for Phase 2 for a period of 2 years (December 1st, 2018, to December 31st, 2020). A second cost extension was granted in January 2021 bringing the period of execution for Phase 2 to 48 months for a total budget of 4,444,000 Euros. At the request of ILO, a four-month no-cost extension from 01 December 2022 to 27 March 2023 was granted at the end of November 2022, this no cost extension which will end at the end of March 2023. *This evaluation concerns only Phase II of the project and covers the period of. December 1st, 2018, to March 2023. However, the Evaluation has assessed the activities and results of the project up to June 2022 since the progress reports were not available at the time this study took place.*

2 Project Objectives, Activities and Deliverables¹⁰

The global objective of the Phase II of the EU/ILO collaboration was to support the creation of decent work opportunities and inclusive economic growth in Jordan through the simplified Rules of Origin initiative. The Decent Work Country Programme for Jordan includes the ILO's Programme of Support ¹¹(PoS) which is comprised of a cluster of key interventions funded by different donor agencies in response to the Syrian crisis to support economic growth, job creation and quality service delivery in Jordan. The PoS is working in close collaboration with the Ministry of Labour and UNHCR to support the Public Employment Services (PES) in Jordan. Currently, ILO is facilitating a network of 13 employment service centers (ESC) in Jordan. The ESCs are part of the PES managed by the MOL Directorates of Labor, Inspection and Employment of the MOL ¹².

The expected outcomes for the project based on key achievements and priorities from Phase I are:

- Outcome 1.** Employment and job matching services facilitate Jordanian and Syrian job seekers' access to decent work opportunities in sectors exporting to the EU under the new trade agreement.
- Outcome 2.** Decent work principles are monitored and promoted in enterprises authorized to benefit from the EU's simplified RoO.

For **Outcome 1**, ILO partnered with other organizations to implement its activities which include,

- Facilitating the issuance of work permit for the Syrians refugees.
- Delivering childcare services to facilitate access to jobs for workers with family responsibilities.

⁹ https://www.ilo.org/beirut/projects/WCMS_645866/lang--en/index.htm

¹⁰ https://www.ilo.org/beirut/projects/WCMS_713067/lang--en/index.htm

¹¹ ILO Response to the Syrian Refugee Crisis in Jordan, Program of support to the Jordan Compact, Progress report 2018.

¹² https://www.ilo.org/beirut/areasofwork/skills-and-employability/WCMS_719295/lang--en/index.htm

- Facilitating transportation of Syrian jobseekers living in the Za’atari refugee camp to their workplace.
- Training of the employment service officers who provide employment services and partners in five Employment Service Centers established by the project’s Phase 1 and are located in Sahab, Zarqa, Mafraq, Al-Hassan and the Za’atari refugee camp.
- Implementing an e-Counselling platform to facilitate the matching of Jordanian and Syrian job seekers with decent work opportunities in sectors exporting to the EU under the trade agreement.

The geographical coverage for Outcome 1 is comprised of the north and middle regions where the ESCs are located:

- In the north, the Mafraq governorate (ESC Za’atari Camp and Mafraq city) and the Irbid governorate (ESC Al Hassan)
- In the Middle region of Jordan, the Zarqa Governorate (ESC Zarqa) and the Amman Governorate (ESC Sahab).

To achieve **Outcome 2**, the Better Work Jordan has customized the Better Work model¹³ and core services provided to the garment industry that exports under RoO to suit the enterprises in the three targeted non garment sectors: chemicals, engineering, and plastics. The training materials for the non-garment sectors, particularly the modules on Occupational Safety and Health (OSH) have been modified. ILO has delivered training to the factory stakeholders; organized industry seminars on decent work conditions and revised the Labour Law Guide for the garment sector in addition to producing new guides for the three non-garment sectors in collaboration with the MOL. Furthermore, BWJ has implemented a comprehensive capacity building programme within the Ministry of Labour for its Labour Inspectors. The program involved,

- Conducting joint enterprise visits and assessments by Labour Inspectors and BWJ Enterprise Assessors (EA) to determine each factory’s overall progress on meeting international core labour standards and national labour laws.
- Implementing a short-term secondment programme for Labour Inspectors, with a focus on knowledge transfer from BWJ to the Ministry of Labour.
- Training the MOL Labour Inspectors on topics related to OSH, sexual harassment prevention (SHP), gender and non-discrimination, contracts, and facilitation skills; and
- Supporting the implementation of the Strategic Compliance Plan (SCP) of the OSH Global Action for Prevention¹⁴ cooperative development programme led by the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH) in Jordan as well as sharing compliance data for the garment sector with the MOL.

The Outcome 2 team has published annual reports on compliance findings; and organized an annual stakeholder’s forum in Amman and two virtual forums during the pandemic to bring

¹³ The Better Work service model, Better Work, April 2015

¹⁴<https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/departments-and-offices/governance/labadmin-osh/programmes/OSH-GAP/lang--en/index.htm>

together representatives from the public and private sectors. The coverage for Outcome 2, is not restricted to any geographical area; the project will provide its services to any enterprise in the targeted industries registered for the simplified RoO program regardless of their location.

3 Project Beneficiaries

The direct beneficiaries of the Outcome 1 component of this project are Jordanian and Syrian jobseekers. Jobseekers and workers are expected to benefit from job matching, employment services and monitoring initiatives. At the ESC, Syrian refugees are guided in their work permit application. Staff employed on this project are also beneficiaries: the project has trained ESC Consultants and staff in the provision of employment services, professional skills that will be transferable and can enhance their career path.

In Outcome 2, Garment and non-garment factories registered to export to the EU under the simplified RoO as well as the factory workers are direct beneficiaries of the project, as they are the ones who will benefit from better working conditions. BWJ has offered them its suite of services under its global Factory Service Model¹⁵ which is a series of learning and assessment services provided to the registered RoO companies. In addition, the MOL and the Labour Inspectors are beneficiaries of the capacity building initiative of Outcome 2. The project has built capacity at the Ministry of Labour by establishing a comprehensive, national labour inspection system to ensure the transfer of knowledge and skills to the MOL Labour Inspectors. The training is expected to sustain the impact of BWJ continued collaboration with the MOL. The secondment programme has trained several cohorts of Labour Inspectors in the different conditions that are essential for decent work to strengthen the Labour Inspectors' capacity. In addition, the secondment programme made Labour Inspectors aware of the EU contribution to their jobs. Upon the completion of the secondment programme, Labour Inspectors are evaluated by BWJ, and feedback is shared with the MOL. Those who pass the first training phase are promoted to a second phase of training for further opportunity to enhance their knowledge and skills on inspection technique and approach.

Ultimately, since this project aims at improving the livelihood of factory workers, their families will indirectly benefit from the improved employment and labour practices.

4 Objective and Scope of the Evaluation

Evaluation is an integral part of the implementation of technical cooperation projects at ILO. It is used for learning and accountability purposes. Provisions are made in all projects in accordance with ILO evaluation policy¹⁶ and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures. The purpose and scope of this Final Evaluation has been described in the Term of Reference presented in Annex A. The objective is to assess the overall

¹⁵ <https://betterwork.org/where-we-work/jordan/bwj-services/>

¹⁶ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations. 4th edition, ILO Evaluation Office November 2020.

achievements of the project against its planned outcomes and outputs to generate lessons learned, best practices and recommendations; to provide analysis according to OECD criteria at the country level and examine the efficiency, effectiveness, relevance, potential impact, and sustainability of the project.

This evaluation examined the extent to which the different project milestones were achieved; the desired outputs, and expected outcomes realized. This evaluation identified strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned with recommendations. Furthermore, it has touched upon cross cutting issues such as gender equality, disability, social dialogue, environmental sustainability, international standards, and covid-19 in terms of challenges and opportunities for tackling the most vulnerable target populations in line with guidelines and protocols set by the ILO Evaluation Office¹⁷.

This Final Evaluation will be used to identify the main challenges of the project, to assess the impact of the project on its targeted populations, the sustainability of the project interventions and formulate lessons learned and practical recommendations to improve future similar project. The findings of the evaluation will be considered in the decision process for further financing and design of the project and new programs. The evaluation has complied with the ILO evaluation policy; the United Nations Evaluation Norms and Standards as well as the UNEG ethical guidelines.

The primary clients of this evaluation are the ILO Response to the Syrian Refugee Crisis in Jordan; Better Work Jordan, ILO ROAS, ILO constituents in Jordan, the Ministry of Labour, the Ministry of Industry Trade and Supply (MOITS); private sector employers including individual enterprises authorized under the simplified RoO, Jordan Chamber of Industry (JCI), the General Federation of Jordanian Trade Unions (GFJTU), the trade unions for the garment and non-garment sector and the EU , the funder of this project. The secondary users include other project stakeholders; UN agencies; NGO and implementing partners of this project that may benefit from the knowledge and lessons learnt generated by the evaluation.

5 Evaluation Design and Methodology

The Evaluation Team has used a participatory approach in designing the evaluation, consulting with the Project Teams and the ILO Evaluators when finalizing the evaluation questions and sub-questions and identifying challenges and issues regarding the selection of informants. To carry out this study, the Evaluation Team adopted a mixed-methods approach integrating quantitative and qualitative methods with a combination of desk review, key informant interviews (KIIs), semi-structured interviews of businesses managers and employers, group discussions with different stakeholders and telephone interviews of job seekers. The Evaluation did not undertake primary quantitative data collection; quantitative information was obtained from the project progress reports. The interviews and group discussions were conducted using

¹⁷ .ibid

an Appreciative Inquiry¹⁸ approach where the questions focused on instances of success, peak experiences, values and wishes. *ILO staff has facilitated the planning of the data collection; however, the Evaluators have conducted the data collection and analysis independently.*

5.1 Evaluation Questions

The key evaluation questions for this study were provided in the Term of Reference (TOR)¹⁹ presented in **Annex A**. During the Inception Phase, the Evaluators designed Evaluation Design Matrix shown in **Annex B**; this tool shows the Evaluation Questions and sub-questions that were derived from the suggested Evaluation questions suggested in the ToR. The sub-questions provided further details for the main questions and guided the Evaluators in drafting the interview guides. In this Matrix, the Evaluators also presented the data collection and analysis methods that they have chosen to carry out the study. The evaluation is aligned to the standard ILO Evaluation framework and criteria; it has integrated gender equality and disability as a cross cutting issue in the study. The questions were designed according to the following evaluation criteria.

Relevance and strategic fit: the extent to which the objectives are aligned with sub-regional, national, and local priorities and needs, the constituents' priorities and needs as well as the donor's priorities for the country.

Validity of design: the extent to which the project design, logic, strategy, and elements are and remain valid to its objectives, the situational issues and problems and needs of the beneficiaries.

Efficiency: the productivity of the project implementation process measured as the extent to which the outputs achieved are derived from an efficient use of financial, material, and human resources, including mitigation of the Covid-19 impacts.

Effectiveness: the extent to which the project can be said to have contributed to the project objectives and more concretely whether the stated outputs have been produced satisfactorily considering the Covid-19 pandemic as well as synergies built with national initiatives and with other donor-supported projects.

Impact Orientation: positive and negative changes and effects caused by the project at the national level, including its impact on social partners, government entities and beneficiaries. with attention given to secondary job effects, which are expected to occur in economic infrastructure such as value chains; road and transportation; employment services.

Effectiveness of management arrangements: the extent to which the operational and managerial arrangements supported the timely, efficient, and effective delivery of the project.

Sustainability: the extent to which adequate capacity building of social partners has taken place to ensure that mechanisms are in place to sustain the project activities; to maintain and perpetuate the observed results beyond the project completion. In the case of infrastructure this refers to how the operation and maintenance agreements can continue to exist.

¹⁸- Hallie Preskie, Tessy Tzavaras Catsambas- Reframing Evaluation through Appreciative Inquiry Sage Publications 2006. Chapter 4 pp. 75 - 98. For definitions and more information on AI, please consult <http://appreciativeinquiry.case.edu/intro/definition.cfm>.

¹⁹ See Annex A Term of Reference Page 5 - 7 of 11

Challenges, Lessons learned, Good practices and Recommendations: This evaluation has documented the challenges faced by the project, identified the lessons learnt and good practices. The Evaluators have made recommendations for actionable measures and actions for the program scalability and the development of similar interventions.

5.2 Data Collection Methods

The Evaluators have obtained the data for this study by conducting intensive review of project documents and reports as well as internet searches. The list of documents reviewed is provided in **Annex C**. Primary data was collected using qualitative research methods. The informants were identified in collaboration with the ILO Project Team who introduced the Evaluators to the stakeholders. As they proceeded with their interviews and gathered further information on the implementation and performance of the project activities, the Evaluators identified and invited other stakeholders who had first-hand experience and knowledge of this project. *These people as well as the ILO staff were interviewed in person and individually as often as possible to encourage open conversations.*

The choice of data collection methods depended on the type of informants, practicality issues in the field as well as access to the informant. During the Inception phase, the Evaluators met with the ILO Program staff and discussed the challenges in contacting the beneficiaries. The Evaluators incorporated the “Do no harm” principle; they considered the possibility of retaliation from employers including ILO, the Ministries, and the factory managers; fear on the part of the informants that the workers to lose their jobs as a result of reporting negative experience encountered on the project. For this reason, interviews were done one-to-one as often as possible and in private locations so that the person could speak freely. Other guiding principles that were followed during this evaluation to maintain ethical standards and guarantee quality are:

- **Respect for people:** The Evaluators have taken care to respect the security, dignity and self-worth of respondents, program participants, and stakeholders. They have considered the context and cultural sensitivity in the data collection methodology, fine-tuning language, and messages and in the validation of findings to avoid offending.
- **Right-based approach:** No interviews took place without receipt of informed consent from each respondent. The Evaluation Team have safeguarded their written notes; recording of the Zoom meetings done with permission from the informants as quality assurance measure to note taking have been destroyed after transcription.

As for the ILO staff and stakeholders, the Evaluators interviewed the persons personally involved in the project or could inform them on the contribution of their organization in the EU/ILO Project. These organizations are primarily male-driven. The Evaluators also assessed the risk of bias in their selection of data collection methods and considered inclusivity in selecting beneficiaries. The labour market in Jordan is predominantly male; in 2021, only

16.8% of the total labor force²⁰ was female. The purposeful sample of people interviewed is presented in Table 1.

TABLE 1 NUMBER OF INFORMANTS BY STAKEHOLDER, INSTITUTIONS AND GENDER

Informants	Number of Informants			Gender	
	Semi-Structured Interviews	Group Discussions	Telephone Interviews	Male	Female
ILO Staff	9	0	0	5	4
EU Staff	1	0	0	1	
Ministry of Labour	2	0	0	1	1
Ministry of Industry and Trade	1	2	0	1	2
Jordan Exports	1	0	0	1	
Jordan Chamber of Industry	0	3	0	1	2
Trade Unions	1	2	0	2	1
ESC Officers	3	5	0	5	3
Labour Inspectors	3	2	0	3	2
Job Seekers	6	0	10	10	6
Non-Garment Factory Managers	2	0	0	2	
Garment Factory Managers	2	0	0	2	
NET	0	3	0	3	
FGTU	0	2	0	2	
AMIDEAST	0	3	0	1	2
Total	31	22	10	40	23

Interviews were performed starting November 22nd and ended on January 8th. The data collection period was extended since some informants were unavailable during the end of the year holiday season. The International Evaluator has performed interviews remotely using the Zoom Platform; 10 Key Informant semi-structured Interviews were conducted in English for a total of 18 hours of discussions. The national evaluator has travelled to the regions and visited the Employment Service Centers and factories, where he has conducted interviews and group discussions with ESC service providers and job seekers. He has also interviewed representatives of the MOL, the Ministry of Industry, Trade and Services (MOITS) and collaborators on the EU/ILO Project as shown in Table 1. Semi-structured interviews, and telephone interviews with factory managers and jobseekers were held in Arabic; 53 informants were contacted totaling 48 hours of interview time. The list of people invited to participate in this study and who have been interviewed is provided in **Annex D**.

The interview guides presented in **Annex E**, were developed at the Inception Phase for each type of informants; the questions and instructions were in line to the evaluation questions and sub questions in the Evaluation Framework and considered the involvement of the informant on the project as well as their position in their respective organization.

²⁰ <https://data.worldbank.org/indicator/SL.TLF.TOTL.FE.ZS?locations=JO>

5.3 Limitations and constraints of the methodology

During the Inception Phase, the Evaluators have identified mitigation strategies presented in Table 2, to address limitations and constraints of the methodology and data collection.

TABLE 2 EVALUATION LIMITATIONS, CONSTRAINTS AND MITIGATION STRATEGIES

Limitations and Constraints	Mitigation strategies identified
The availability of interview informants may be limited given their regular workload and/or work hours.	The Evaluators have planned and booked meetings ahead of time and limited the discussions to 60 minutes.
The National Evaluator may not be able to conduct all interviews in person and some may be conducted remotely.	The Evaluators used different connection platforms: telephone and Zoom, were used.
The risks of COVID19 remained during the data collection period.	The Evaluators complied to safety and health measures to prevent the possible spread of the virus in-line with the recommendations of WHO wearing PPE when required.

The Evaluators have initially considered conducting Focus Group Discussions (FGD) of factory workers who have been hired as a result of placements at the ESC. They also considered interviewing the people working in the factories registered for access to the EU market through the simplified RoO scheme (Outcome 2). They decided against interviewing factory workers for the following reasons. The Evaluators relied on the project reports and information from the Labour Inspectors, BWJ and ESC ILO staff with regard to the compliance with decent work principles in the factories.

1. The workers could only be met at the factory during their working hours, which would have been disruptive to the workers and their work.
2. The factory workers are in a production environment and likely to be paid by the piece. The Evaluators felt that conducting interviews will place unnecessary pressure on the informant and cause loss of pay.
3. There may not be a private place to hold such meetings at the factory.
4. A random selection of the participants could not be performed beforehand and independently the lists of workers were unavailable. The factory supervisors could have been asked to select workers, but this could have led to selection bias. For example, they would have liked to talk to the workers who obtained a job through the ESC job matching process.

The Evaluators also considered including persons with disabilities in the study, but the evaluation was limited in terms of resources and time to locate the 87 Jordanians and 11 Syrians with disabilities who visited the ESC and received services.

5.4 Data Analysis

The evaluation questions have been addressed using multiple lines of evidence, combining primary qualitative data as well as information gathered from a review of the project documents and reports, documents on similar projects and an internet search. Content and Thematic Analysis has been performed on the information collected and cross examined where relevant with available secondary sources of data from the project reports. The qualitative data collected underwent thematic coding; this approach involves looking for similar words or phrases mentioned by the informants; patterns and trends; and linkages. The Evaluators performed a thematic grouping of the information. The findings and conclusions presented in this report result from the triangulation of information gathered from the different sources. The Evaluators have made judgments based on multiple channels of evidence. The analysis of the information was guided by the requirements of the TOR.

6 Key Findings of the Evaluation

The informants were very willing to participate in this evaluation. They spoke candidly about their experience on this project and offered their recommendations for its enhancement. They discussed the challenges that such project face in the current political, social, and economic environment in Jordan. The triangulated evidence-based findings of this evaluation are presented according to each evaluation criteria and the evaluation questions. The Evaluators have applied a utilization-focused approach to develop their recommendations. These recommendations were formulated with a sustainability lens for preservation of the results that the project has obtained so far.

6.1 Project implementation

During Phase I, the ILO partnered with national stakeholders and the private sector to strengthen capacity and facilitate decent job creation for Jordanians and Syrians. Actions were taken to build communication networks between job seekers and private sector companies through employment services. The action also built on the existing cooperation between the ILO and the MOL and supported BWJ's expansion to non-garment sectors. There was no evaluation performed on Phase 1 hence it is not known if the project was meeting its objectives; what were the achievements and if there were recommendations made for the following phase.

The Evaluators requested information on the design and documentation for Phase 1 to ILO ROAS; they did not receive any response initially. The Project Team subsequently sent reports on a number of studies that were performed between 2016 and 2018. But there was no explanation provided on how the results of these investigations have been used in the design of the EU/ILO Program. The evaluation has relied on the information received by the CTAs and the ILO website for Phase 1²¹. Phase 2 is described in the project documents as the continuation of the Phase 1 activities which according to the website included establishing and supporting employment offices in Zarqa, Mafraq, Irbid, Sahab and Zaatari refugee camp to provide better access to information about labour market opportunities, guidance and skills

²¹ https://www.ilo.org/beirut/projects/WCMS_645866/lang--en/index.htm

development services; improve labour information and communication between private sector employers and job-seekers, through establishing Labour Market Observatory (LMO) with the aim to support evidence-based policy and regulatory changes; and developing labour market information database, housed in the Ministry of Labour. BJW adapted its tools on assessment, advisory and training and launched its core service delivery in the 3 targeted non-garment sectors and building the capacity of MOL Labour Inspectors. The stated outcomes of Phase I of the project were:

- Outcome 1: Jordanian and Syrian refugees’ access to the formal labour market in sectors exporting to the EU under the new trade scheme is enhanced.
- Outcome 2: Labour information and communication between private sector employers and jobs seekers improved.
- Outcome 3: By the end of 2017, Better Work Jordan will have expanded its core services – assessment, advisory and training and promoting RoO – to selected sectors by MOL in coordination with stakeholders in Jordan’s industrial sectors covered by the EU-Jordan trade agreement (up to two new sectors for BWJ).
- Outcome 4: An integrated approach to decent work dimension for the Syrian crisis is guaranteed.

6.1.1 Project Management and Organization Structure

From its interviews the Evaluation understands that management structure of the EU/ILO Project is as shown in Figure 1. It indicates that Outcome 1 and Outcome 2 were managed by two separate Project Teams. The Outcome 1 is one of several projects that are in place for the ILO Response to the Syrian Refugee Crisis; Outcome 2 is managed by BWJ.

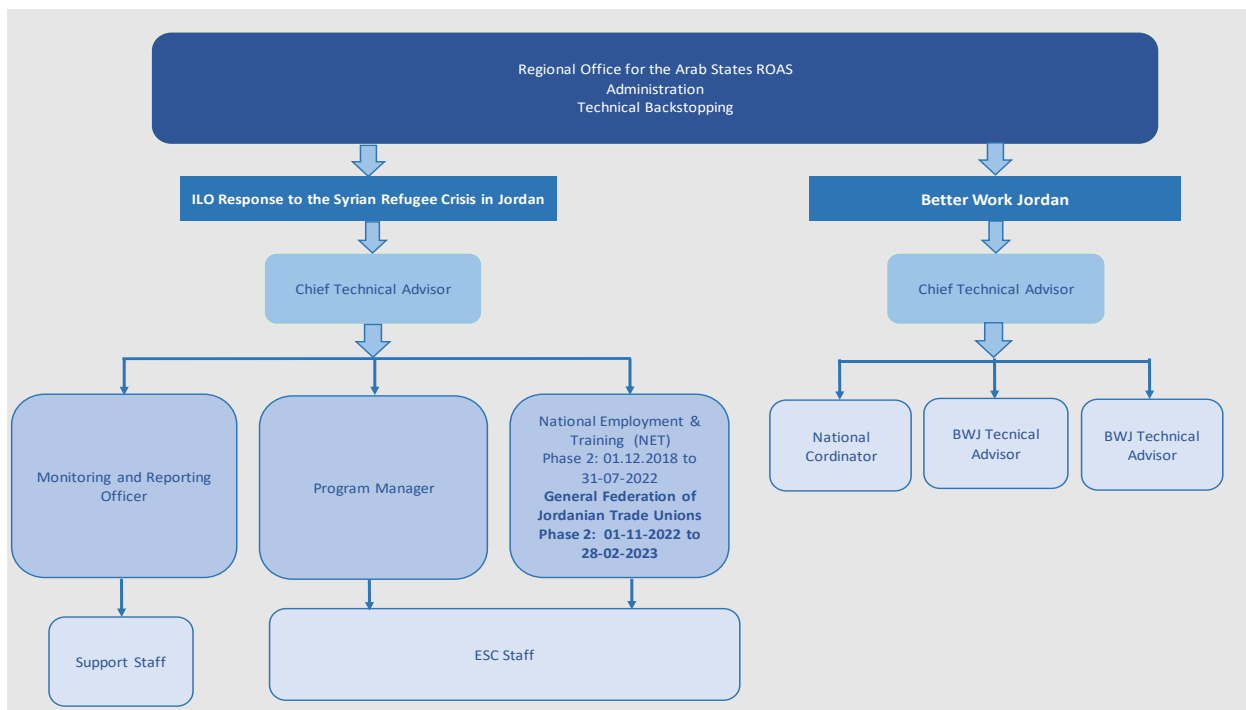


FIGURE I MANAGEMENT STRUCTURE OF THE EU/ILO PROJECT

6.1.2 Implementation of Outcome 1

As noted previously, ILO is facilitating a network of 13 employment service centers in Jordan, in close collaboration with the Ministry of Labour and UNHCR²² offering support to its constituents for the core functions of Public Employment Services (PES). In Phase 1, the EU/ILO project supported 5 ESCs of the 13 PES Centers; they are located in Sahab, Zarqa, Mafraq, Al-Hassan and the Za'atari refugee camp.

ILO contracted the National Employment and Training Company (NET) to provide the ILO Employment services in the 13 ESC²³ including the 5 funded by the EU/ILO Project. The TOR for the extension agreement with NET describes the services that the company is responsible for delivering; they are shown in Table 3. The ESC service providers, made up of Outreach and Service Officers and support staff, are responsible for performing these tasks.

The contract started on November 6th, 2021, with an end date February 6th, 2022, when a 4-month cost extension was signed with an ending date of August 31st, 2022. The contract was terminated as agreed by ILO. According to the CTA, the contract was not renewed because ILO has decided to adopt a new another strategy for the ESCs. NET, on the other hand, has shown a letter it sent to ILO where it informed the Regional Director of the ROAS that it no longer wished to continue to work with ILO and to disregard the proposal it submitted for a renewal agreement. On November 6th, 2022, ILO signed an agreement with the General Federation of the Jordanian Trade Unions for a period of 3 months ending on February 5th, 2023, then extended till March 5th, 2023.

TABLE 3 SERVICES PROVIDED BY NET UNDER THE ILO/NET AGREEMENT

Jobseekers	Employers
<ol style="list-style-type: none"> 1. Job matching services through Guiding job seekers to available job opportunities that matched their skills & competencies or keep track of their records once suitable opportunities arise. 2. Awareness around labour rights & decent work standards 3. Issuance of work permits for Syrian job seekers. 4. Career counselling & guidance service. 5. Organization of job fairs & careers days where employers and job seekers can meet. 	<ol style="list-style-type: none"> 1. Identification of qualified job seekers, including suitable job seekers in need of supplemental training to satisfactorily fill vacancies. 2. Communication with employers to update job vacancies and training opportunities. 3. Facilitate the participation of employers in career fairs with interested job seekers. 4. Announcement of job vacancies in close coordination employers. 5. Facilitation of job interviews 6. Awareness & information of relevant labour legislation.

In the field of employment and career guidance services, one of the key capacity building programs targeting the ESC service providers, has been provided by Amideast a leading

²² https://www.ilo.org/beirut/areasofwork/skills-and-employability/WCMS_719295/lang--en/index.htm

²³ Terms of Reference, Implementation agreement with National Employment & Training (NET) "Al Watania Le Altashheel Wa Altadreeb" For Deploying Consulting Services for Employment and Supporting Services Cost Extension from May-August 2022

American nonprofit organization engaged in international education, training, and development activities in the Middle East. To develop the E-Counselling platform, the project has contracted outside two companies each for a period of one year: Everist Spain, in November 2019 and Sprintive a Lebanon based company in December 2021. The maintenance of the platform is performed by the ILO Information and Technology department. The Evaluation did not have evidence that Outcome 1 received technical support from the ROAS or other entities other than the Project Team reporting that ROAS provided support on ad hoc bases, such as review of TORs and reports and field visits.

6.1.3 Implementation of Outcome 2

The Team for Outcome 2 Evaluation was comprised of four people. The BWJ Program Manager had the role of Chief Technical Advisor (CTA). Two BJW Enterprise Assessors who have worked on the EU/ILO Project had the responsibility of training the MOL Labour Inspectors. An experienced National Project Coordinator joined the Team in 2021; her responsibilities included among others, providing support to the Enterprise Assessors; establishing partnership; setting up the Project Advisory Committee (PAC) for the non-garment sectors; coordinated with the stakeholders for the project activities.

The Enterprise Assessors explained that they were MOL Labour Inspectors for almost 10 years. In 2016, they took unpaid leave from the ministry to work at ILO Better Work Jordan on a secondment assignment. In 2018, their contract was changed to the EU/ILO Project. Hence this team already had strong relationships with the MOL and the stakeholders in the garment industry. The Project Team stated that the EAs applied for an open vacancy announced by ILO. They were selected after they went through the standard procedure for ILO recruitment. Several informants are of the opinion that this is brain drain that weakens the MOL further. The BWJ Project was given office space inside the ministry and the two EAs spent much time with the MOL staff. The BWJ Project Team has received support by the LABADMIN/OSH specialist in ROAS who has extensive experience in supporting Labour Inspectors in Jordan. The Outcome 2 project has received the support of the ILO Bureau for Workers' Activities (ACTRAV)²⁴ and the ILO Bureau for Employers' Activities (ACT/EMP)²⁵ as well as the support of the Jordan Country Coordinator who is a gender specialist.

6.2 Relevance and strategic fit

Evaluation Questions:

1. *To what extent did the project approach fit in the context of the on-going crisis in Jordan?*
 2. *To what extent were the project's objectives aligned with the framework of the ILO Decent Work Country Project of Jordan (2018-2022), the ILO's Project and Budget (P&B) 2018-19, and the SDGs?*
 3. *To what extent did the project's objectives respond to the priorities of the donor (EU) in Jordan?*
-

²⁴ <https://www.ilo.org/actrav/lang--en/index.htm>

²⁵ <https://www.ilo.org/actemp/about-us/lang--en/index.htm>

According to the World Bank²⁶, Jordan has begun its recovery from the COVID-19 shock with the GDP showing growth in 2020 and 2021. Growth has rebounded at the beginning of 2022 with the 2 reopening of the economy and the recovery of contact-intensive services, notably tourism. However, higher global commodity prices resulting from the economic upheaval caused by the COVID-19 pandemic, alongside supply bottlenecks and production slowdowns as well as the Russian invasion of Ukraine, have led to an acceleration in inflation and the labor market conditions in Jordan remain challenging. The unemployment rate is still above pre-pandemic levels and rest at 22.6% in the second quarter of 2022 (Q2-2022), especially among women (29.4%) and youth (46.1% among those under 25 years old). Labor force participation is also low, (33.5% in Q2-2022), particularly for women (14.2%) which is one of the lowest rates in the world. Jordan's economy had been struggling with persistently sluggish growth dynamics and structural challenges even prior to the Covid-19 crisis. The unfavorable global context poses significant risks to Jordan which is one of the most water-scarce countries in the world; it imports over 90% of its energy and national grain consumption needs. Inevitably, recent price increases are especially affecting the poorest households.

In this current context, the EU/ILO project continues to be relevant. It supports the Jordan Decent Work Country Programme (DWCP) 2018-2022 whose three main priorities are 1) Employment creation contributes to economic and social stability at household and community levels; 2) Decent working conditions for all creates a level playing field for Jordanians, Refugees and Migrant Women and Men and 3) Social partners increase contributions to decent work. At the global level, the project supports the achievement of the Outcome 3 of the ILO Programme and Budget (P&B) which aims at *Economic, social, and environmental transitions for full, productive, and freely chosen employment and decent work for all*. It is promoting decent work in the manufacturing sector in the rural areas (Output 3.2). By promoting decent work, the project is also contributing to stability, and resilience in the country (Output 3.4).

The Evaluation also found that the project has created actions that contribute to the achievement of 3 SDG 8 targets:

- **Target 8.1:** Sustainable Economic Growth - Sustain per capita economic growth in accordance with national circumstances and, in particular, at least 7 per cent gross domestic product growth per annum in the least developed countries.

The aim of the EU simplified RoO program and the actions taken by the EU/ILO project was to contribute and sustain economic growth in Jordan.

- **Target 8.3:** Promote policies to support job creation and growing enterprises; productive activities, decent job creation, entrepreneurship, creativity, and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises including through access to financial services. The overall objective of the project is to create decent work in Jordan and support entrepreneurship in the garment, chemicals, engineering, and plastics industries.

²⁶ <https://www.worldbank.org/en/country/jordan/overview>

•**Target 8.8:** Protect Labour Rights and Promote Safe Working Environments; protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

The EU and Jordan have a strong partnership across many sectors and have been linked through an Association Agreement since 2002. Bilateral relations exist in the political, economic, trade, security, rule of law, external assistance, and cooperation. Since the onset of the Syria crisis, the EU has been a significant aid contributor, supporting both refugees and host communities. This EU/ILO project contributes to the priorities of the donor (EU) in Jordan for trade and the Syrian crisis.

Other evidence of the relevance of this Project includes the many national, international projects and programs that the Evaluators found during their research; these intersect, complement, and synergize in many ways the needs addressed by the project. The Evaluation has found that ILO has a number of projects past and ongoing that share similar objectives as the EU/ILO project. Among them are 1) Partnership for improving Prospects for host communities and forcibly displaced persons²⁷²⁸; 2) Decent Jobs for Jordanians and Syrian Refugees in the Manufacturing Sector Project (2017-2019)²⁹³⁰ and 3) the EU Madad Fund Projects³¹ implemented by ILO, UNHCR, and UNICEF to support access to an inclusive national social protection system and decent job opportunities for both vulnerable Jordanians and Syrian refugees. *The Evaluation concluded that this project is relevant to the Jordanian context, and consistent with the principles of the ILO DWCP and the P&B. The activities are contributing to the achievement of the targets of SDG 8 and the EU.*

7 Validity of Design

Evaluation Questions:

4. *To what extent did the project respond to the needs of Jordanian and Syrian job seekers as well as employers?*
 5. *Were the project's strategies and structures coherent and logical?*
 6. *Considering the evolving situation in Jordan, has the target selection remain valid throughout the project lifecycle?*
 7. *How were the recommendations, results and lessons learned from Phase I incorporated into the design of the second phase?*
-

As explained above, actions taking place during the second phase of the EU/ILO project were built on past activities and results achieved in Phase I. This suggests that experience gained from the first phase of operations has informed the planning, implementation, and management of the second phase. It can also be assumed the elaboration of a Theory of Change and

²⁷ https://www.ilo.org/global/programmes-and-projects/prospects/WCMS_748233/lang--en/index.htm

²⁸ ILO PROSPECTS in Jordan, [wcms_847394.pdf](#), May 2022.

²⁹ Final Evaluation: "Decent Jobs for Jordanians and Syrian Refugees in the Manufacturing Sector" Project, Zeina Mezher, March 2020

³⁰ https://www.ilo.org/beirut/projects/WCMS_645787/lang--en/index.htm

³¹ https://www.ilo.org/beirut/media-centre/news/WCMS_762649/lang--en/index.htm

prioritization of activities resulted from an established policy environment. The Evaluation has reviewed the Result Framework of the EU/ILO Project. Figure 1 is a graphic representation of the Framework drawn by the Evaluation. The graphic shows that while Outcome 1 supports the Jordanian and the Syrian job seekers in finding work in companies that are exporting to the EU under the simplified RoO. Outcome 2 on the other hand, assists and monitors factories registered under the RoO agreement in the garment, chemical, engineering, and plastic for the implementation of decent work conditions, and quality standards required for exporting to the EU, in addition to building the capacity for MOL Labour Inspectors. **Outcome 1 and Outcome 2 are connected only by the overall objective of this EU/ILO project which is to promote decent work opportunities and inclusive economic growth through the relaxed RoO initiative.** However, each has different goals, target beneficiaries and activities. For Outcome 1, the goal is to facilitate Jordanian and Syrian job seekers' access to decent work opportunities in sectors exporting to the EU under the new trade agreement. The beneficiaries are job seekers and factories who need workers.

Outcome 2 is monitoring and promoting decent work principles in enterprises authorized to benefit from the EU's relaxed RoO and supporting MOL. The beneficiaries are the RoO factories that require certification and proof that they are complying with international labour standards for decent work and workplace safety. Outcome 1 and 2 both have a capacity building component with different beneficiaries: Outcome 1 is building the capacity of ESC service providers for the delivery of employment services while Outcome 2 is building capacity of Labour Inspectors in the MOL. *For these reasons, the Evaluation concluded that the EU/ILO is in fact two projects in one.*

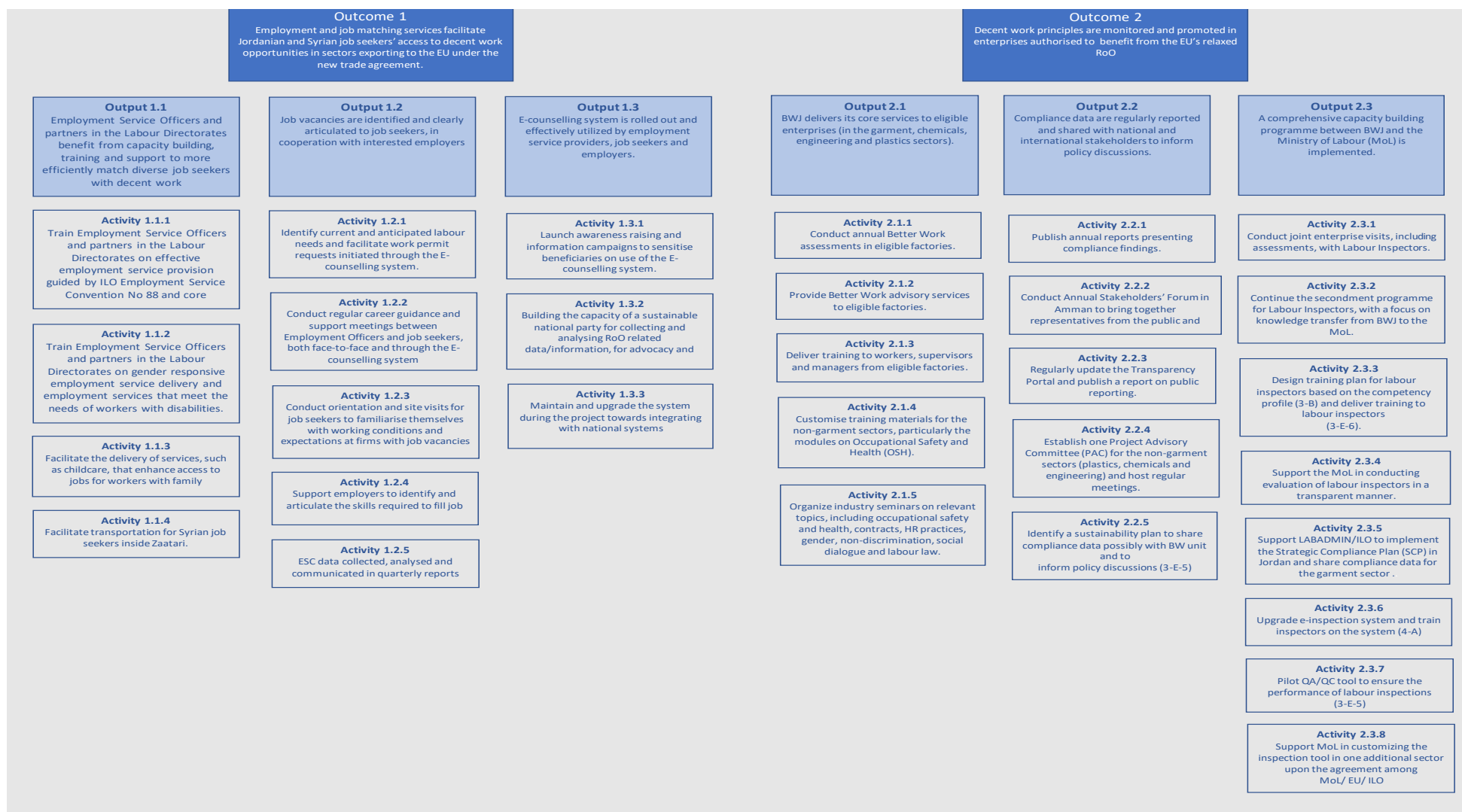


FIGURE 2 LOGIC MODEL

The project is organized and managed by two independent teams. The Outcome 1 Team is part of the ILO Response to the Syrian Crisis Unit while Outcome 2 Team is managed by Better Work Jordan. *The Logic Framework in Figure 1 shows that there is no relationship between the activities and expected outcomes of these two projects.*

The Evaluation was not able to explain the rationale behind combining two different projects under one agreement and budget. It has been discussed with the Chief Enterprise Assessors of the project and the EU informant. The CTA of Outcome 2 recalls that the EU had produced a plan in 2016 or 2017 explaining its main objectives in supporting Jordan; meetings were held between ILO and the EU was organized to focus on the components of the plans where ILO had expertise on this plan. BWJ and the ILO PoS had produced a draft project document after consulting relevant stakeholders. The document was reviewed and cleared by relevant technical specialists in ROAS/HQ, then submitted formally to the donor. The Evaluation made a request for further information and documents to the ILO Regional Programme Service Unit; it did not receive a response.

During its internet research, the Evaluation Team came across the project ILO “*Decent jobs for Jordanians and Syrian refugees in the manufacturing sector*” funded by the Netherlands from May 1st, 2017, to April 30th, 2019³². The project is described as supporting the implementation of a EU Jordan trade agreement to relax the rules of origin. The Evaluation has reviewed the Final Evaluation Report of this project which was provided by the Outcome 1 CTA.

The objectives of the Dutch Manufacturing Project (DMP) were to expand the Jordanian *manufacturing* sector activities under the EU-Jordan trade agreement and create a sustainable and continuous increase of decent work opportunities in this sector. To achieve these objectives, the project implemented very similar activities to those of the EU/ILO project. To help Jordanian and Syrian workers access decent work, it established five employment offices to provide career services; facilitated Syrian workers’ access to work permits; advised employers on ways of shaping jobs they are offering in order to make them acceptable to Syrian refugees and Jordanians. It also assessed companies on quality standards for export to the EU. According to the website, the activities were implemented by ILO in collaboration with the Ministry of Labour, the Jordan Chamber of Industry, the General Federation of Jordan Trade Unions, and the Jordan Investment Commission. The Evaluation presumed that it is possible that ILO has built upon from the design and implementation of DMP for the EU/ILO project.

The Evaluators have reviewed the Logic Model of the EU/ILO project; it found that when describing outputs and outcomes of the project, proper syntax has not been used. *The outcome statements do not describe specific changes in knowledge, attitudes, skills, and/or behaviors expected to occur as a result of the project actions and its impact on the communities and the project beneficiaries.* Well-written and complete outcome statements will usually define the

³² https://www.ilo.org/beirut/projects/WCMS_645787/lang--en/index.htm

following five elements: 1) Who will change 2) What will change 3) why 4) By how much and 5) By when. The outcome statements as written describe project outputs and not outcomes.

The Evaluation found that some activities have no link with the output. For example, Activity 1.2.5 *ESC data collected, analyzed, and communicated in quarterly reports* does not relate to Output 1.2 which is described as *Job vacancies are identified and clearly articulated to job seekers, in cooperation with interested employers*. The Evaluation learnt about activities that are not described in the Logic Model during the data collection phase. For example, the Outcome 1 Monitoring Officer explained that there is a quality control/quality assurance activity where factories are contacted by phone to verify if job placements reported by the ESCs have actually taken place. In the view of the Evaluation, this combined with Activity 1.2.5 *ESC data collected, analyzed, and communicated in quarterly reports*, leads to a “new” Output 1.4 which can be written as *‘An effective and efficient monitoring system is in place for this project’*.

In the project documents, there are no references to the assumptions related to the project’s activities, output, and outcomes. From the interviews, the Evaluation inferred that the assumptions for Outcome 1 are that,

1. Jordanian and Syrian refugees will visit the ESC when looking for work.
2. Syrian Refugees are interested in obtaining work permits.
3. The factories will be interested in advertising their jobs at the ESC.
4. The e-counselling system will facilitate job matching.

For Outcome 2, the Evaluation presumed that that the project assumed that,

1. Garments and targeted non-garment factories are eager to export to the EU and buy-in the simplified RoO.
2. RoO factories are willing to register in the Better Work Jordan program. The registration is performed by MOITS and MOL.
3. The ILO inspectors at the MOL are keen and motivated to improve their work.

The Evaluation found that the objectives of the EU/ILO remain valid. However, it is recommended that should the project receive further funding, or a similar project is designed, that there is a review of the project activities and their goals before hand to ensure that their outputs lead to the expected project results, which should be clearly defined or redefined. The Evaluation recommends that the Logic Model be redrawn, assumptions surrounding the Logic Model identified and that quantitative as well as qualitative indicators (for example level of satisfaction of services received) be identified and used to measure progress and performance.

The Evaluation has enquired if a need assessment of job seekers and a situational analysis of garment and non-garment enterprises have been performed prior to the design of the EU/ILO project. BWJ has conducted several studies in Phase I, such as Industrial Sector in Jordan; Jordan Macro-Level Industry Mapping of 18 Development and Industrial Zones; Promoting Social Dialogue in SMEs through the Better Work Jordan Programme; Review of Capacity Building Needs of Trade Unions and Employers in Jordan; and Simplification of the Rules of Origin with the European Union Annual Report. These studies were conducted to help the

understanding of the environment; identify opportunities and challenges, both internal and external to the organizations in which a program is delivered. However, there are no explanations on how the results of these studies were used in the design of the EU/ILO project. The ILO informants were not aware that there were such studies done at the design phase. There has been turnover in the Outcome 1 staff since Phase 1, nevertheless, it is surprising that little information on the design of the EU/ILO project from its beginning in the project documents.

Recommendation #1: The Logic Model be reviewed and redrawn should the project be continued or redesigned.

Given that Outcome 1 and Outcome 2 are two independent projects as demonstrated above, the Evaluation cannot assess the EU/ILO project as a whole but has assessed the performance of each project on its own. The results of this evaluation and the findings under evaluation criteria Efficiency, Effectiveness, Mitigation of Covid-19, Impact Orientation, Sustainability and Effectiveness of management arrangements are reported for Outcome 1 and Outcome 2 separately.

7.1 Outcome 1- Evaluation Key Findings

7.1.1 Outcome 1 - Efficiency

Evaluation Questions:

8. *How efficient were the coordination efforts between the MOL, MOITS, JCI, and the stakeholders including the employers' representatives, the private sector employers (targeted individual enterprises authorized under the simplified RoO and employer associations), the Trade Unions (both garment sector and non-garment sectors unions) and the partner agencies?*
 9. *To what extent has the project been on track for achieving the assigned milestones in a timely manner?*
 10. *To what extent has each of the following activities contributed to reaching the objectives?*
 - *Train the employment officers*
 - *Job placement and referral*
 - *E-Counselling platform for both job seekers and employers*
 11. *How efficient was the E-Counselling platform?*
-

The Evaluation reviewed the progress reports received from ILO in detail. The activities are described as the continuation of what started in Phase 1. The progress reports document the activities and performance of Outcome 1 and Outcome 2 jointly. *The Evaluation found that the Progress Reports and the project documents were inadequate; it is difficult to locate data and identify the project performance. Furthermore, there were very few output and outcome indicators. For this reason, the Evaluation made several requests for additional information to ILO and researched the internet for further data.* The Evaluation has assembled the indicators for the Output, Outcome, and activities with their targets from the project LogFrame and achievements up to June 2022. This list of indicators is presented in **Annex G**.

There are annual workplans for each of the project 4-year cycle, however there were very few details on activities which were planned for the year; it was also noted that for the planned activities, there were no established start and end dates. Hence, the Evaluation could not verify if there were deadlines missed in the project. For Outcome 1, there were no reports of joint efforts between the Project Team and the stakeholders, for example the MOL. The ESCs have been managed by ILO; *it should be mentioned that NET is never mentioned in the progress reports.* The interviews did not reveal any interactions between the Project Team and the stakeholders, for example the MOL. *For Outcome 1, the Evaluation did not find that the Project Team had any interaction with the stakeholders or the contractor NET, for example there are no mentions of meetings in the Progress Reports. The Evaluation cannot comment on coordination effort between the ILO and its stakeholders, if any.*

▪ **Training of ESC Employment and Outreach Officers**

The ESC Employment and Outreach officers have been trained with the overall objective of enhancing the quality and efficiency of employment services delivery. The capacity building was for staff of the 13 ESC and not reserved for the 5 ESC funded by the EU/ILO project. At the beginning of Phase 2, ongoing capacity building efforts were made through monthly ESC service providers meetings.

As mentioned previously, the training for the ESC service providers has been outsourced to Amideast. In March 2021, the company provided 60 hours of training, to 30 participants 7 of them were from the EU/ILO project. The service provider explained that ILO was unclear about the objectives of the training and that the development of the course content was challenging. According to the progress report, 5 males and 2 females were sent to a Training on Training (ToT) workshop which is a cascade model. After attending the workshop, the participants who were taught effective training strategies and approaches; critical thinking, workplace communication are expected to in turn teach their peers what they have learned on topics that include employability and skills development; job search and interview; occupation safety essentials, time management, and interview skills. Amideast reported that they also delivered a coaching session in the governorates in August 2021. They did not participate in the selection of candidates for these training sessions and according to them some of the people did not belong to the training. The ESC service providers interviewed for this evaluation reported that they were not satisfied with the training; they did not learn much that can be applied to their work. The Amid east training report outlined some of the issues with the design of the training project as well as making recommendations for future training. It was also noted by the Project Team that the training was not reserved for the staff ESC funded by the EU/ILO Project but also by other persons selected from different organizations and invited by ILO to attend the training.

In the first quarter of 2022, ILO reports that 7 ESCs officers took part in training on the importance of career counselling and communication skills when dealing with job seekers. The purpose of the course was to enhance the job search methodologies and teach job seekers how to anticipate and address changes proactively in their future jobs. This training was based on

two manuals prepared and published by the ILO for service counsellors. The first manual is called ‘*How to organize my job search*’, a step-by-step guide for job seekers; the second manual is ‘*How to choose my future profession*’ which shows the stages to be carried out to make a choice of profession.

The Evaluation found that the International Training Centre of the International Labour Organization (ITC) offers online courses³³ in various languages including Arabic. *The Evaluation suggests that the project investigates if some of those online courses are suitable for the ESC service providers prior to contracting training companies. Should there be a need for customized training programs, the Evaluation suggests that EU/ILO Project defines the course objectives clearly; hire training providers that are familiar with the mission of ILO and delivery of employment services. The level of satisfaction and knowledge gained by the training participants should be assessed for training quality and methodology and capacity of the training providers. This is common practice for assessing training programs; it should be exercised to enhance future training programs and prior to renewal of contracts with the service providers.*

▪ **Job placement and referral**

The following are challenges to this project in terms of efficiency; the Evaluation has suggested actions for improvement in the project implementation.

- Jobseekers are often disappointed with the kind of work that the ESC can provide them with, taking into consideration the obstacles that job seekers face in the Jordanian labor market. Many feel overqualified that the job they were matched with. The ESC service providers find that young people have high expectations that the regional labour market cannot satisfy. *The Evaluation is uncertain if the Project is meeting the needs of all its clients and supporting them to find work. It suggests that the Project re-evaluate its services offerings for jobseekers with different skills and level of education in each of the targeted areas. Some people may benefit from training, guidance and coaching more relevant to their level of education, skills, job search and career aspiration. If the Project cannot offer such a level of employment services at the ESCs, this should be known so as not to disappoint the jobseekers.*
- It is very difficult to find job placements for person with disabilities; they can be hired but shortly after they are laid off because the factory does not wish or cannot accommodate their needs; in other case, the person becomes discouraged by the demand of the work. According to some informants, the layoff happens prematurely, and a trial period should have been negotiated at placement. *The Evaluation suggests that the Project reviews the job matching criteria for disabled persons and the factory jobs, skills and limitations of the job seekers are addressed in a more effective and targeted manner.*
- Older women are perceived as not able to sustain the work environment and pressure. Some factories are now finding that this is not the case and especially in the garment factory, they can excel. *As in the case of the workers with disabilities, the Evaluation suggests that the Project finds a more effective approach to sell the skills of older adults to the employers.*

³³ <https://www.itcilo.org/courses>

- Informants have explained that not all Syrian Refugees are willing to obtain a work permit since working legally demands that they contribute to social security, and they fear that formal employment with income may remove their eligibility for cash and voucher assistance programs established in response to the Syrian crisis. Since the job market is unstable and they face discrimination at the workplace, many prefer to stay in a social assistance that provides some security and find work in the informal sector at the same time. This finding is confirmed by external research³⁴.
- Informants find that there is a lot of pressure on the ESC service providers to meet the project targets. The staff has explained that the ESCs are not well advertised and in fact, there is little activity. Pamphlet printed in Arabic and English are distributed at the centers, but the jobseekers are not interested to take these with them as their concern is to find work and these printouts do little to help them in the process. *The Evaluation suggested that the project should look into other means to get its services known and be more visible. Nowadays social media, radio and television advertising are more effective ways of communication. Printed material negatively impacts the environment and is not cost-effective.*
- The ESC inside the Za'atari camp was opened in 2019 and services were gradually offered. It has been closed since the pandemic started; in fact the building has no electricity; the Covid-19 pandemic, the camp was not accessible, and the Syrians refugees were not allowed to leave. The situation has returned to normal since and in September 2022, it ILO management visited the camp for the first time since the pandemic. *The Evaluation questioned why the operation of this ESC did not resume earlier. The Evaluation suggests that ILO investigate the possibility of partnering with an NGO and other agencies inside the camp; this could be a more efficient way to provide the services and run the project.*

▪ **E-Counselling**

The E-Counselling system is Output 1.3: *E-counselling system is rolled out and effectively utilized by employment service providers, job seekers and employers.* According to its website, in 2019, ILO has launched the first online job counselling and guidance platform³⁵ in Jordan which offers workers improved access to job and training opportunities across multiple sectors through job-matching service and career guidance. The platform was connected to thirteen ILO Employment Centers across Jordan and provides a physical place where job seekers can obtain employment and training advice. According to ILO, tracing the progress of job seekers is an important component of improving employment service delivery (Output 1.1.). Each of the EU funded centers was reporting monthly job referral and placement figures, using the e-counselling system (Output 1.3). The progress report explains that analysis of the data emerging from the platform was performed in Amman and used for reporting to the donors.

Activity 1.3.3 describes that the project will *Maintain and upgrade the system during the project towards integrating with national systems* in view as describes in Activity 1.3.2 to *Building the capacity of a sustainable national party for collecting and analyzing RoO related*

³⁴ Jalal Al Hussein, "Towards Durable and Inclusive Social Protection Policies for Syrian Refugees in Jordan ", Civil Society Knowledge Center, Lebanon Support, December 2022 .

³⁵ <http://www.ecsjo.com>

https://www.ilo.org/beirut/media-centre/news/WCMS_671346/lang--en/index.htm

data/information, for advocacy and addressing challenges purposes. In fact, the project document noted that ongoing dialogue with the Ministry of Labour had taken place for a joint effort to develop a career services system with streamlined approaches that will increase exchange of knowledge. The IT Department at the Ministry participated in a demonstration of the ILO platform and discussion on synchronizing the two systems was ongoing. The Evaluation found out during the field visit that the ESC have access to the MOL National Employment Platform³⁶ Sajjil which similarly to the ILO E-Counselling platform aims at facilitating job search for individuals and helping employers find qualified people and at the same time, offer training opportunities. *The Evaluation did not find documents that detail documentation regarding the purpose and objectives of the E-Counselling Platform and questioned if ILO has adequately and sufficiently promoted the design of a unique E Platform to serve the needs of the organization and MOL.*

The Evaluation did not receive positive feedback for the project E-Counselling. ESC service providers, jobseekers and factories find that the system is not user-friendly. ESC service providers cannot enter data in real-time. When they are interviewing a job seeker or in front of a factory registration, they fill out a paper form designed by ILO by hand; later they will enter the data on the system. The ILO form is almost identical to the one used by the MOL National Employment Platform. The Project Team is aware that the ESC service providers had difficulties using the system. Nevertheless, the project reports that the E-Counselling system has improved the performance of the job matching activity; that in 2019 the project saw a 38% increase compared to 2018 with 51 employers registered. In 2020, the E-Counselling system had 9,741 job seekers registered on the platform; 36% were women and 30% were Syrians and 150 registered employers. In 2021, the EU-ILO Employment Officers registered 4,700 job seekers, 36% were women and 15% were Syrians with 80 new employers registered. According to the project reports up to 2021, the system did not allow the recording of work permit requests. The plan was for the maintenance service provider to add this feature in 2022. According to ILO all enhancements have been made by the ILO IT department and this feature has been effective since June 2022.

The Project Team reports that the ESC service providers were given training on how to use the platform, However, the staff finds that the system is not user friendly and not adapted to the Jordan environment in terms of job classification. The Evaluators were explained by the Project Team that data generated by the system is verified against the hand-filled Excel sheets as part of the quality control process and few differences are identified between the data entered in the hand filled forms and what was entered in the E-Platform. *It must be noted that the ESC service providers use the paper forms and then input the data while this should have been a one-step data entering process. The Evaluation found that this is an inefficient way to collect monitoring data.* The National Consultant was given a demonstration of the E-Counselling system. He confirmed that it is not user friendly, and he could understand why the jobseekers and the employers are not using this system. *The evaluation concluded that the platform is*

³⁶ <https://sajjil.gov.jo/>

being used only for data entry and extracting data, not for the use by jobseekers and employers, as intended.

Recommendation #2: The E-Counselling Platform be assessed and redesigned.

7.1.2 Outcome 1 – Effectiveness

Evaluation Questions:

12. To what extent has the project achieved its objectives in delivering its key services to the job seekers including women, persons with disabilities (PWD), Jordanians and Syrians?
13. How effective was the coordination with the different stakeholders in supporting the project's objectives?
14. How did the outputs and outcomes contribute to ILO's mainstream strategies including gender equality, social dialogue, and labor standards?

The Evaluation reviewed the indicators for Output 1.1, Output 1.2, and Output 1.2. The data in the progress report of the second quarter of 2022 show that that all targets have been achieved prior to the initial end date of the project which was November 31st, 2022. The indicators and their values achieved from 2019 to the 2nd quarter of 2022 are presented in Annex G.

Output 1.1	Employment Service Officers and partners in the Labour Directorates benefit from capacity building, training, and support to more efficiently match diverse job seekers with decent work.
Indicator:	No. of trainings and capacity building sessions
Target:	At least five, two-day training sessions held.
	<i>In 2021, 7 training sessions have taken place and in the first quarter of 2022, a 3-day training session was given to the ESC service providers. The project expected to provide at least 5 training sessions during its lifecycle.</i>

Output 1.2	Job vacancies are identified and clearly articulated to job seekers, in cooperation with interested employers.														
Indicator:	No. of job vacancies identified and clearly articulated														
Target:	9500 additional vacancies														
	<table border="1"> <thead> <tr> <th>Time Period</th> <th>No. of vacancies identified</th> </tr> </thead> <tbody> <tr> <td>2019</td> <td>5,341</td> </tr> <tr> <td>2020</td> <td>4,160</td> </tr> <tr> <td>2021</td> <td>7,758</td> </tr> <tr> <td>Q1 2022</td> <td>772</td> </tr> <tr> <td>Q2 2022</td> <td>1,394</td> </tr> <tr> <td>Total</td> <td>18,653</td> </tr> </tbody> </table>	Time Period	No. of vacancies identified	2019	5,341	2020	4,160	2021	7,758	Q1 2022	772	Q2 2022	1,394	Total	18,653
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Q1 2022	772														
Q2 2022	1,394														
Total	18,653														

The number of job vacancies identified was approximately twice the number targeted.

Output 1.3	E-counselling system is rolled out and effectively utilized by employment service providers, job seekers and employers.												
Indicator:	No of male and female job seekers and employers enrolled												
Target:	13, 000 job seekers (at least 35% women) and 200 employers since inception												
	<table border="1"> <thead> <tr> <th>Time Period</th> <th>No. of Jobseekers</th> <th>% of women</th> <th>Number of employers</th> </tr> </thead> <tbody> <tr> <td>2020- 2021</td> <td>13,412</td> <td>36%</td> <td>230</td> </tr> <tr> <td>Q1 2022</td> <td>859</td> <td>59%</td> <td>8</td> </tr> </tbody> </table>	Time Period	No. of Jobseekers	% of women	Number of employers	2020- 2021	13,412	36%	230	Q1 2022	859	59%	8
Time Period	No. of Jobseekers	% of women	Number of employers										
2020- 2021	13,412	36%	230										
Q1 2022	859	59%	8										

Q2 2022	1,081	33%	16
Total	15,352	37%	254

According to the progress report, a total of 15,352 jobseekers have registered on the E-Counselling platform; 37% of them are women.

The numbers reported for the number of jobseekers reported in the E-Counselling System is in contradiction to the information provided by the informants who claim that the E-Counselling is not being used. The Evaluation presumed that the data from the handwritten registration form that the ESC service providers are using when meeting the jobseekers was entered manually. This indicator shows that the project has exceeded its target for the women jobseekers. *The Evaluation did not find any evidence that negotiation, consultation or simply exchange of the information shown above have taken place between ILO and representatives of governments, employers, and workers.* As for labour standards, the ESC officers have visited and verified the jobs offerings before doing the job matching.

- **Issuance of work permits for Syrian jobseekers.**

The Evaluation did not find any reporting on the number of Syrian job seekers who visited the ESC looking for work permits in the progress report. The ESC service providers explained that when NET was in charge of the ESC, assistance for the work permit application was limited to direct these persons to the Guidance Support Offices (GSOs) that are also supported by ILO and run by the General Federation of Jordanian Trade Union (GFJTU). They would give a hand to the jobseekers who were limited in literacy skills to fill in the application form if needed. However, it does not seem that they had to report the number of people they have helped in this manner. The Evaluation is of the opinion, this activity needs to be monitored and reported as any program activity. In addition, since the GFJTU took over in November 2022, the ESC service providers are now supporting the Syrian refugees in their work permit application and issuance. In the past, the Syrian refugees were directed to the Guidance Support Offices (GSOs) that are also supported by ILO and run by the General Federation of Jordanian Trade Union (GFJTU) ³⁷. **It should be noted that the MOL and the GFJTU are the only bodies allowed to issue work permits with GFJTU only allowed to issue work permits for Syrians refugees.**

The 2000 Annual report noted that the ESCs reported lower rates of job placements in the first quarter due to the delayed publication of work permit procedures for Syrian refugees by the government regarding fees waiving and easing of requirements among others. *The Evaluation notes that the issuance of the work permit is not present in the Logic Model although obtaining a work permit is essential if the project is supporting a larger Syrian workforce in the country. This activity was mentioned during the data collection by several persons who were interviewed; it is essential for this project that the Syrian refugees are holders of a work permit.*

- **Job placement and referral**

Each year, the project has produced 3 quarterly reports followed by an annual report. The annual report for 2022 was not available at the time this evaluation took place. Table 4 shows the number of jobseekers who received employment services at the ESC, the number referred

³⁷ Annual Report 2021, Comments Column page 37.

to the factories followed by the number who were placed in a job. The ESCs received 21,357 jobseekers; 70% of them were men and 30% women. 71% of these people were referred to factories, the rate was the same for men and women.

TABLE 4 NUMBER OF JOBSEEKERS SERVICED AT THE ESCs, REFERRALS AND PLACEMENT

	Gender	Jordanian	Syrians	Jordanians with Disabilities	Syrians with Disabilities	Total
Job Seekers	Male	8,875	5,970	65	10	14,920
	Female	4,203	2,211	22	1	6,437
	Total	13,078	8,181	87	11	21,357
Referred	Male	6,805	3,457	61	9	10,332
	Female	3,503	1,268	20	1	4,792
	Total	10,308	4,725	81	10	15,124
Placed	Male	4,340	2,822	30	7	7,199
	Female	2,157	1,089	12	0	3,258
	Total	6,497	3,911	42	7	10,457

According to the Project Reports and tables produces by the Project Team, the project exceeded its target of 9000 jobseekers who found job through the ESC; 10,457 persons were placed in jobs; of those 3,258 were women. *However, a closer examination of the numbers by year shows that since 2020 the number of jobseekers visiting the ESC has declined. The drop that happened in 2020 was inevitably due to the Covid-19 pandemic. However, the number has not increased to the 2019 level after the pandemic restrictions were lifted.*

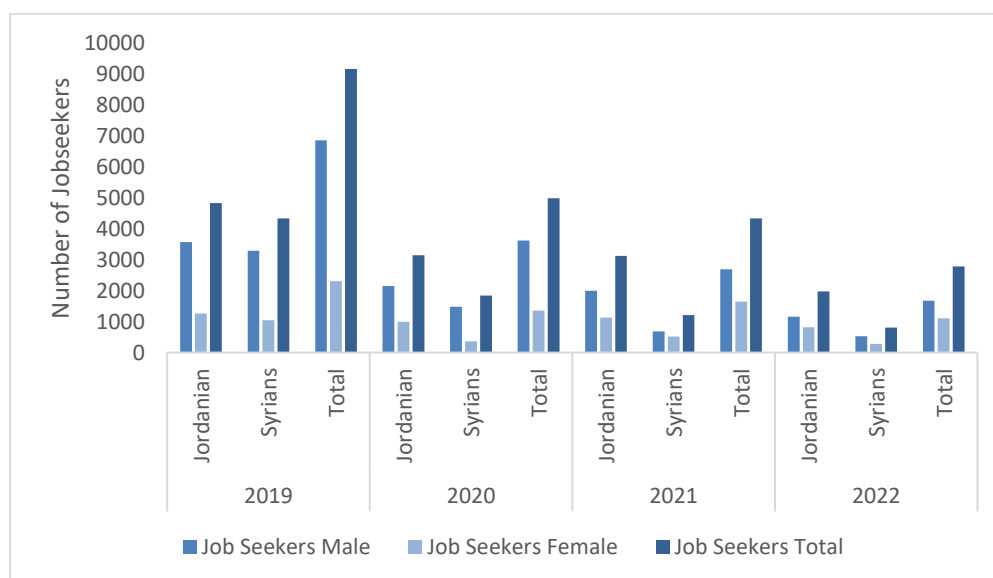


FIGURE 3 NUMBER OF JOBSEEKERS BY YEAR AND SEX

Figure 3 shows the percentage of jobseekers who received a referral has increased since 2022. It appears that Syrian women have been referred over 80% of the time. But the percentage of Syrian men who have been referred to the factories is fewer than 50%. The data shows that on

average over the 4 years, 70% of the people who are referred have found a job in a factory. There has been a gradual increase over the years. In 2021 and 2022, over 95% of the Syrian women (98% in 2022) were successful in finding a job compared to 61% of Jordanian women. The data is shown in Figure 4 below.

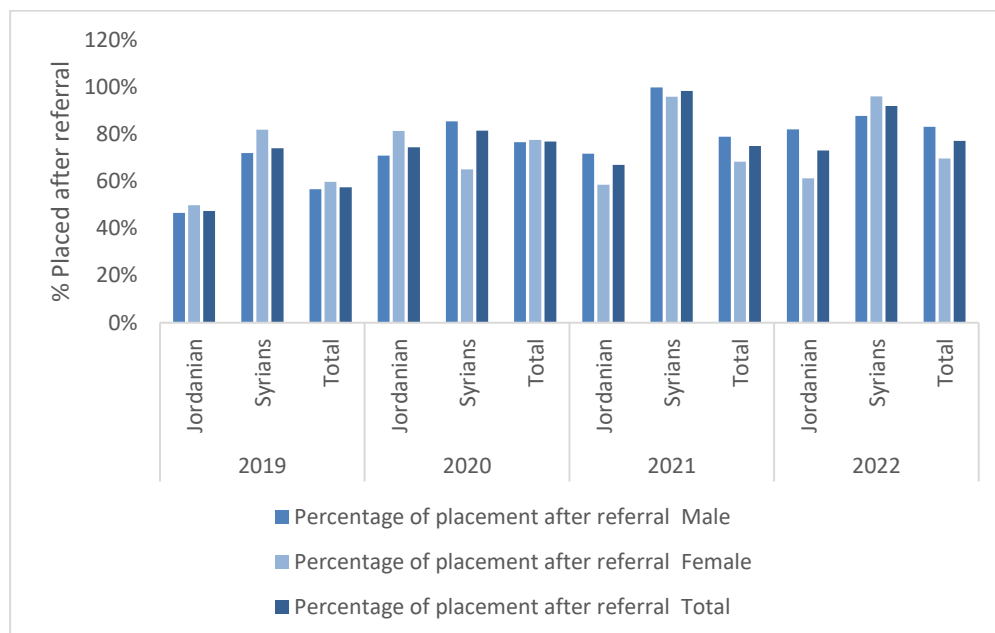


FIGURE 4 PERCENTAGE OF JOBSEEKERS WHO RECEIVED A REFERRAL BY YEAR AND SEX

Table 4 shows the percentage of people who found a job after a referral. There was an increase from 2019 to 2022; the rate increased from 57% to 77% and has stayed the same for the 3 years. Syrian women have been hired at a higher rate; 82% in 2019 and in 2022, 96% got a job after referral.

TABLE 5 PERCENTAGE OF JOBSEEKERS WITH A JOB AFTER REFERRAL BY YEAR AND SEX

	Gender	2019		2020			2021			2022			
		Jordanian	Syrians	Total	Jordanian	Syrians	Total	Jordanian	Syrians	Total	Jordanian	Syrians	Total
		Percentage of placement after referral	Male	47%	72%	57%	71%	85%	77%	72%	100%	79%	82%
	Female	50%	82%	60%	81%	65%	78%	59%	96%	68%	61%	96%	70%
	Total	47%	74%	57%	74%	82%	77%	67%	98%	75%	73%	92%	77%

The Project has served 98 disabled person over the last 4 years: with 24% of them women.

TABLE 6 NUMBER OF JOBSEEKERS WITH DISABILITIES REFERRED AND PLACED

Job Seekers	Gender	Disabled Jordanians	Disabled Syrians	Total
	Male	65	10	75
Female	22	1	23	
Total		87	11	98

Referred	Male	61	9	70
	Female	20	1	21
	Total	81	10	91
Placed	Male	30	7	37
	Female	12	0	12
	Total	42	7	49

The numbers above show that the project is meeting its target. The National Evaluator has visited the 5 ESCs; the Za’atari Centre was closed but the ESC service providers agreed to accompany him there. At the 4 ESC currently in activity, he noticed less than 5 jobseekers at the ESC during his visits that lasted 3-4 hours. *The ESC service providers report that the centers are generally quiet with limited number of visitors.*

▪ Services to Employers

With regards to the factories, the ESC service providers reported that they are performing the factory visits to collect job vacancies, to identify skills requirements and follow-up on the progress of previously placed job seekers. They are teaching the factories in identifying the skills needed and writing up job descriptions. They have developed good communication and relationships with the factories that have been registered since Phase 1. According to the annual reports in 2019, 555 firms were visited 5,341 vacancies; in 2020, there were 505 separate visits paid and 2,581 vacancies registered; these number are 557 and 7,758 in 2021. The 2022 Annual Report was not available at the time of drafting of this report. The first and second reports indicate that an average of 52 visits per month were made in Q1 and the average was 41 in Q2. *The Evaluation suggests that ILO reassess its factory database for more efficient and effective targeting to identify which ones offer opportunities that better match the skills of the clients of this EU/ILO project. The project does not report on the operating sectors of the companies registered in this program; it also does not report if these enterprises are currently exporting to Europe.*

Retention rate is an important measure of effectiveness; whereby information such as the duration of employment; reasons for parting; satisfaction of employers and workers are collected. The Evaluation has not seen evidence that the Project planned to collect data for the calculation of the retention rate for the job placements initiated at the ESC. The Project Team noted that a Tracer Study will be conducted for this purpose, but there was no time frame provided.

The quality control process mentioned above intends to verify within a month if the ESC service providers has indeed performed the job match reported; no information is collected on the duration of employment nor on job termination. This data is important for analysis of the labour market; the project review and redesign as well as policy making and future programming. It should be noted that according to the 2019 Annual Report, follow-up surveys were conducted with workers who left their jobs to identify the main reasons for leaving. One area that emerged from the studies was “poor communication with supervisors.” ILO and BWJ subsequently organized supervisor-training sessions to facilitate improved communication

skills as per Output 2.1 *BWJ delivers its core services to eligible enterprises in accordance with the adapted models (in garment, chemicals, engineering, and plastics sectors)*. According to this Annual Report, the focus of tracer studies will be the measurements of improved communication. The 2021 Annual Reports mentioned plans to conduct a tracer study in 2022 to survey workers and assess the accuracy of job advertisements and skills requirements. The Evaluation is not aware if such study has taken place.

The Evaluation found that the monitoring system for this project is lacking for Outcome 1. The project reports and provides some activities but there are no indicators for the outputs and outcomes as explained previously. The Evaluation strongly recommended a review of the indicators and their targets.

Recommendation #3:	The monitoring system be overhauled.
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7.1.3 Outcome 1 - Mitigation of Covid-19

Evaluation Questions:

15. *To what extent did the ILO project adapt to provide a timely and relevant response to constituents' needs and priorities in the COVID-19 context?*
16. *Has the project fostered ILO constituents' active involvement through social dialogue in articulating, implementing, and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work?*
17. *The project aimed at creating social dialogue during COVID-19, to what extent did this action contribute to anchor effective COVID-19 policy responses?*
18. *To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner?*

In March 2020, the Jordanian government imposed a national lockdown during the initial phase of the Covid-19. People living in refugee camps were not allowed to leave the camps. The ESCs were closed, and the project focused on finding alternative methods to deliver services while abiding by the health and safety measures. According to the Project reports, since job matching, placements and operations could not take place at the ESCs, the project took the opportunity to conduct on-line capacity building sessions for all ESC service providers on career counselling. The ESCs Service and Outreach Officers were trained to use the E-Counselling system to regularly upload all new vacancies and job seeker profiles directly on the online system. According to ILO, upgrades were implemented in consultation with the service provider. Starting September 2020, a new initiative titled “*Regional Employment services*” was created, dividing the ESCs into geographical areas: north, middle, and south. This allowed the ESC service providers to meet weekly to discuss new initiatives and share ideas on how to better serve the job seekers and the factories.

The Evaluation did not find evidence that there was social dialogue with the communities, for example to find response strategies to mitigate the Covid-19 pandemic. The evaluation has not been able to identify what kind of support was offered throughout 2020 to ESCs officers, to help their efforts in meeting set targets while facing the lockdown procedures. According to

the progress reports, capacity building and monthly online meetings continued to take place with the ESC service providers, and they were given extra training to use the E-counselling platform. For health and safety measures, ESCs staff helped in navigating updates regularly and enhance the quality and efficiency of employment services delivery. The progress reports mention that E-Counselling was used extensively by the jobseekers, however, the ESC service providers report that neither jobseekers nor employers use the platform. In fact, not all ESC has received computers from the project. The ESCs' officers reported that they have remained in contact with job seekers through phone calls. The National Consultant confirms that there are no computers or laptops at the ESC for the jobseekers to use but internet connection is available.

According to the progress report, since the fourth quarter of 2020, a lot of effort has been placed towards organizing job fairs and career days within approved health and safety procedures to connect job seekers with employers. Moreover, ads for job vacancies have been circulated more frequently through mobile messages (WhatsApp) for better reach. However, the Evaluation did not find evidence of such activity during its data collection.

The ESC service providers reported that they maintained relations with the factories by phone until they returned to the centers. They also complained that while the staff in Amman continued to work remotely during the pandemic, they were asked to return to the workplace without provision of masks and sanitizers. *According to the performance data, the project has attained its target in reaching jobseekers and placing people in jobs. The project has not received extra funds for the Covid-19 mitigation; however, the pandemic appears to have had little effect on this project.*

7.1.4 Outcome 1 - Impact Orientation

Evaluation Questions:

19. *To what extent has the project contributed to the increase in commitment of key project stakeholders to the goal of facilitating employment and job-matching services and supported decent work opportunities and has inclusive economic growth in Jordan?*
 20. *To what extent has the project contributed to strengthening capacities of its national partners (i.e., MOL, MOITS, JCI) so they can better serve the needs of the communities (job seekers, factories)?*
 21. *What was the impact of the project on improving working conditions in participating factories? (Not applicable)*
-

The Evaluation found that ILO has led this project with little participation and collaboration from the principal stakeholder, the MOL. ESCs staff, and MOITS informants; all mentioned the GIZ³⁸ project that started in 2016 as being “superior” to the EU/ILO Project. They explained that there are a number of efforts that ILO is duplicating; this prompted the Evaluators to research the GIZ response efforts to the Syrian crisis in Jordan. The Evaluation found that the

³⁸ Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH, often simply shortened to GIZ.

Employment Promotion Programme (EPP)³⁹ aims to improve Jordan's employment situation in partnership with the MOL. The focus of this project is to build capacities and support the expansion of active labour market policies. The project has provided support and advice for the development of the monitoring and evaluation system of the MOL to improve the ministry's capacity to assess the impact of its policies. The program has implemented employment initiatives in four selected governorates namely Irbid, Balqa, Karak and Ma'an. Just as the EU-ILO project, the Promoting Employment in Jordan⁴⁰ has as objective to improve the employment situation and working conditions in these selected regions. However, their approach is to bring together local stakeholders to contribute to increases in the supply of jobs and improve the employability of job seekers. The Evaluation understands but did not receive confirmation that the project has assisted the MOL in developing and maintaining its SijiII platform. *The Evaluation found that ILO has not been able to gain strong commitment from the stakeholders for the Outcome 1 of the EU/ILO Project.*

The weak partnership and relationship with MOL cast a negative shadow on the impact of key projects activities. Informants reported that ILO has initially agreed with MOL, and an official MoU was signed, even though MOL refused to collaborate on developing the e-inspection system, evaluating Labour Inspectors, and developing a clear training plan for them as a result of the evaluation.

7.1.5 Outcome 1 - Sustainability

Evaluation Questions:

22. *To what extent will the national institutions and implementing partners be willing and/or able to continue the project results without external funding or support?*
 23. *Has an effective and realistic exit strategy been developed and implemented?*
 24. *Will there be a continuation of the EU-Jordan Agreement on the relaxation of the rules of origin (RoO)?*
 25. *How will the dissolution of the Ministry of Labour planned under the Jordanian Government's modernization of its public service, affect the sustainability of the project?*
-

The Evaluation did not see evidence that the project has an exit strategy. The Evaluation found that the vision of this project is short-term. There is no plan to support the jobseekers further beyond a job placement. The ESC service providers strongly deplore this situation. They have built a good rapport with the jobseekers, and they would have liked to see more coaching and training provided to these people. They regret that the program does not have other initiatives to help Jordanians and Syrians in case of lay-off; they will be left to start a new job search without improved qualifications and skills. This project does not have a follow-up initiative with the jobseekers. It will not be possible to measure the medium- and long-term impact of the project on these beneficiaries.

³⁹ Impact Evaluation Expansion of Training And Employment Program February 2019

⁴⁰ <https://www.giz.de/en/worldwide/41473.html>

The Informants were very straightforward when discussing the future of this project; “*if the EU stops the funding, the project will end*”. However, ILO seems confident that it will be able find other donors to fund the project because of its E-Counselling platform. ILO advertise it as *the first of its kind to integrate web, mobile and telephone services under one platform*^{41 42}. The Evaluation notes that Activity 1.3.2 - *Building the capacity of a sustainable national party for collecting and analyzing RoO related data/information, for advocacy and addressing challenges purposes* was not carried out. The Evaluation was not able to find out why this activity was abandoned. ILO was not able to convince the MOL to collaborate in the development of the E-Counselling platform. The second option was that ILO collaborate on the development of the MOL system instead of developing its own. *The Evaluation considers that the E-Counselling system was a missed opportunity to engage the ministry and other stakeholders for wider use of information that such a system can produce for all workers in Jordan including Syrians and other foreign workers.*

Since various stakeholders consider that the project has little value for the beneficiaries compared to previous or ongoing projects, the Evaluation believes that it is unlikely that there will be buy-in by the ministries given that the project has not established strong relationships and collaboration with the stakeholders in particular with the MOL, The ESC service providers on the other hand, see the merit of helping the Jordanians and the Syrian refugees. *The Evaluation found that it will be unfortunate to let go of the ESC service providers without tapping into their knowledge of the job market and experience on this project.*

In July 2022, the government of Jordan announced that its intention to merge the Ministry of Labour with various other ministries. The elimination of the Ministry of Labour comes within the government’s framework of modernizing the public sector, transferring the ministry’s functions to the Ministry of Interior, the Ministry of Industry, Trade and Supply, and the Ministry of Education and Human Resource Development, that the government plans to establish. The government’s argument for such a directive is that it would enhance efficiency and reduce costs. The proposal has been met with an overwhelmingly negative response from laypeople and pundits alike. With regards to the dissolution of the Ministry of Labour planned under the Jordanian Government’s modernization of its public service, the Evaluation found that the informants did not sound particularly worried. They believe that the activities carried out by the MOL will have to be carried out by another ministry. In their view, ILO and the project will simply need to collaborate with a new partner if the EU/ILO Project continues into another phase.

7.1.6 Outcome 1 - Effectiveness of management arrangements

Evaluation Questions:

26. *How effective was the management arrangement in contributing to the achievements of the project?*

⁴¹ https://www.ilo.org/beirut/information-resources/factsheets/WCMS_671350/lang--en/index.htm

⁴² ILO ECSJO Employment Counselling System Jordan, Promoting Jobs, Protecting People wcms_671350.pdf.

As explained previously, ILO contracted the National Employment and Training Company (NET) to provide the ILO Employment services in the 13 ESC, among them are the 5 ESC funded by the EU/ILO Project and established in Phase 1. The contract started in February 2020 and ended on April 30th, 2022. A 4-month cost extension for the NET contract was signed up to August 30th, 2022, when ILO terminated this contract as per the agreement. It appears that there are controversies around the termination of NET. It is perceived by some stakeholders that the contract with NET was terminated to allow GFJTU to obtain a contract for the ESC.

The Evaluation heard of allegations of sexual misconduct on the part of a staff member inside the Za'atari ESC during the NET four-month extension for its services. According to the informants and the progress report, this ESC was not in operation during this period. The Project Team reported that the claim of misconduct has been investigated by the ILO Audit and Investigation Unit (AIU) following the high standards of the organization in such cases. The Evaluator was briefed by the ILO's Chief Internal Auditor who confirmed that an investigation was undertaken into allegations of sexual exploitation allegations and appropriate actions were taken once the investigation was complete.

ILO Evaluation Office notes that in light of the audit investigation that took place, a paragraph pertaining to allegations of sexual misconduct and its outcome has been deleted from this report. A full report was produced by the IAO and shared with the evaluation team.

ESC service providers reported that ILO has not established decent working conditions inside the ESC citing the absence of statements of job security and clearly spelled-out employment agreements in their contract with the employer. According to the ESC service providers, the lines of reporting are not clearly defined, causing confusion regarding roles and responsibilities of management; morale appears to be low among the employees. This is caused in part by the uncertainty surrounding the renewal of the EU/ILO Project and further funding from the donor which consequently will impact on the job and future of the ESC service providers. *The Evaluation found that there should be better communication between management, partners, and staff as well as accountability and transparency in the workplace. This recommendation is in line with the recommendation of the Report of the Chief Internal Auditor for the year ended 31 December 2022.*

In Phase 1, the ESC service providers were hired by ILO for a year. In Phase II, NET was contracted to subcontract these persons since ILO Human Resources rules do not permit renewals of external collaboration contracts after 12 months. This did not please the ESC service providers since they have witnessed other people being contracted for periods longer than 12 months by ILO. Nevertheless, they accepted this subcontracting arrangement and continued to think of themselves as ILO employees. They reported that they were many times reminded by ILO that they should not present themselves as representative of this organization. The Evaluation was told that NET was not hired through a competitive procurement process but was nominated and appointed at the time in accordance with ILO procedures for action

programme agreements. NET was established as a non-profit private company owned by Jordan Armed Forces and officially registered in the Ministry of Industry and Trade in 2007. Providing training is part of its mandate and it has the reputation for following private sector procedures for efficiency.

The ESC service provider staff appear to be disenchanted with the hiring of the GFJTU; they worry that under the term of this new contract, benefits such as social security and medical insurance will not be covered. They reported being pressured and they fear retaliation for speaking to the Evaluators. The uncertainty surrounding the renewal of funding for this project is another cause of stress for them. Several informants have mentioned that *ILO should provide Decent Work inside its own organization* and not only teach it to others. They have expressed concerns on how the project will progress under GFJTU. GFJTU is the sole trade union center in the country with 17 affiliated unions. Its management explained that the institutional role GFJTU is limited to representing Jordanian workers in their sectors; it has no experience in humanitarian or development projects related to employment and career guidance; its activities are based on the GFJTU's Internal Regulations and Procedures. It views its main responsibility within this association with ILO to be the issuance of work permit to Syrians. According to its management, it is not to the organization to provide training and it planned to outsource the other services listed in the contract with ILO.

Although appointing one organization to deliver the services to all 13 ESCs can seem to be cost-effective, the Evaluation did not find evidence that this is the most effective way to manage the 5 ESCs funded by the EU/ILO Project. The Evaluation has not seen a management plan dedicated to the EU/ILO Project. The ESCs have indicated that they have received very little technical support in the last year and few visits from management from Amman.

As explained earlier, Outcome 1 appears to have been implemented and managed by ILO without much involvement of other stakeholders. The Evaluation has investigated the extent that the Project Team has requested and received technical assistance from the ROAS. It appears that prior to 2022, there were few communications with ROAs. In 2022, the ROAS Program Manager initiated a review of the monitoring systems of the various programs in the ILO country office and the EU/ILO will be part of this initiative. *The Evaluation cannot comment on the effectiveness of the coordination with the different stakeholders in supporting the project's objectives since the stakeholders do not have an active role on this project.*

The Evaluation noted the absence of a management committee that oversees the progress of the EU/ILO Project. It is common to have a Steering Committee made up of stakeholders that would include ILO Jordan staff, ROAS, the EU, the MOL and MOITS. *The Evaluation team thinks that ILO and the EU should be concerned about their reputation in the wake of allegations such as those made regarding the workplace and the behavior of its staff. The Evaluation found that it is important that the project undergoes a review of its management practices to overcome the prevailing hostile work environment at the ESC. The project would benefit from a positive presence of the ILO managers inside the ESC through regular visits and a better communication strategy.*

Recommendation #4: A review of Outcome 1 management practices and outsourcing.

7.2 Outcome 2

7.2.1 Outcome 2 - Efficiency

Evaluation Questions:

8. *How efficient were the coordination efforts between the MOL, MOITS, JCI, and the stakeholders including the employers' representatives, the private sector employers (targeted individual enterprises authorized under the simplified RoO and employer associations), the Trade Unions (both garment sector and non-garment sectors unions) and the partner agencies?*
9. *To what extent has the project been on track for achieving the assigned milestones in a timely manner?*
10. *To what extent has each of the following activities contributed to reaching the objectives?*
 - *Building the capacity of the Labor Inspectors*
 - *Monitoring compliance with decent work*

The Evaluation has reviewed the Progress report for Outcome 2 and since 2019, the project has been on track to deliver its core services to the eligible RoO enterprises (Output 2.1). In 2019, BWJ performed the revision of the compliance assessment tools and labour law guide for the three manufacturing sectors – chemicals, engineering, and plastics. Each year, it has trained representatives from the non-garment factories which are new target for the organization on Sexual Harassment Prevention (SHP), Supervisory Skills Training (SST), Jordanian Labour Law and Occupational Safety and Health (OSH), workplace communications, sexual harassment prevention (SHP), basic rights and responsibilities and financial literacy. (Activity 2.1.4 and 2.1.5)

BWJ worked closely with the factories and workers; management committees are set up to discuss and resolve workplace issues on a regular basis. It has conducted advisory visits to eligible factories under the relaxed RoO to support the factories in improving working conditions and enhancing social dialogue. BWJ has enhanced the capability of the factories in using the root-cause approach remediate what requires improvement and to follow a systemic approach to strengthen internal systems. It has conducted advisory visits of garment and non-garment factories exporting under the RoO. Some of the garment factories have been in the Better Work programme since early 2009 since they export to the US market.

▪ **Supporting the EU-Jordan Agreement on the Simplified RoO**

BWJ does not actively promote the simplified RoO scheme. It obtains the list of companies that have registered in the simplified RoO program from the MOL who received from the MOITS in the first place. BWJ will then contact these companies and encourage them to register in the BWJ core service program. The companies are not obligated to register with BWJ. To date, 6 out of the 19 registered have opted not to participate in the core service program which includes an advisory program that identifies with the managers compliance and

other issues at the factory and establish the means of improvement; provides industry seminars and training courses on how to tackle challenges and improve workplace relations; provides a comprehensive assessment to determine each factory's overall progress on meeting international core labour standards and national labour laws.

Since the project depends on the number of enterprises that register in the simplified RoO scheme, it does not have a target that was set at baseline, instead Outcome 2 has a rolling target. Furthermore, companies can remove themselves from the simplified RoO program anytime. In December 2019, 9 (5 garment and 4 non-garment) of 15 companies were identified as meeting the EU requirements for export under simplified RoO; in 2020, they remained registered in the program. During the first and second quarters of 2021, the project focused on these eligible enterprises and convinced them to BWJ core service. To date, there are 19 companies registered in the RoO program (10 garment and 9 non-garment) of those 13 are with BWJ. The list of the 19 companies is provided in Annex G. **All informants found that the number of companies registered in the simplified RoO program small and disappointing.** The Evaluation recorded the following reasons that can explain why so few companies have shown interest in registering in the simplified RoO program:

1. **The lack of capacity to increase production.** Companies have physical, logistical, and financial limitations.
2. **No interest in exporting.** In the case of the garment industry, it was explained that many companies are subcontractors of the brand names that buy from them, export and distribute worldwide. Hence, they do not see the need to look for export markets on their own.
3. **Compliance with safety and protection regulations of the EU.** Firstly, the company is under the impression that there are too many rules in the EU and that they will need to make major changes in their production line to meet the requirements. This is especially true for the non-garment sector. Secondly, they will be required to have their products certified for health and safety regulations before they can export. However, informants are aware that Jordan made products are entering the EU via intermediaries. The Evaluation found that in the chemical sector, a company established outside the EU, is not bound by the obligations of REACH which is the regulation of the European Union, for the protection of human health and the environment from the risks posed by chemicals⁴³. The responsibility for fulfilling the requirements of REACH, such as registration, lies with the importer's representative of a non-EU manufacturer established in the European Union.
4. **Lack of knowledge of the EU market.** The companies do not know the needs for their products in Europe.
5. **No contact with European importers.** They do not know the Europeans companies that can be potential clients.
6. **Visa restrictions for Jordanians to enter European countries.** Jordanians cannot easily obtain entry visas; this is also the case for Jordanian businesspeople.

⁴³ <https://echa.europa.eu/regulations/reach/understanding-reach>

7. Fees requirements to register in the simplified RoO program. The registration and permit to be in the program carry a cost.

Non-government stakeholders interviewed feel that for this project, ILO has not been proactive enough in supporting the companies that are interested in exporting to Europe. They mention GIZ that is also promoting export to the EU under the simplified RoO. GIZ according to the informants, have established a coordination process between Jordanian manufacturers and the EU market. The Evaluation found that BWJ has focused on the compliance aspect to international labour and occupational safety standards that are requirements to export to the EU. BWJ has released its report on the working conditions in 5 non garment factories registered with the BWJ and the simplified RoO program.

If ILO wants to support the simplified RoO program further and increase enrollment, the Evaluation suggests that the project reviews its targeting approach in the non-garment industries. BWJ already has good knowledge of the garment sector, and the Evaluation assumes that it has a reliable database of these companies. In the case of the non-garment sector, it recommends that the project undertakes a census of the chemicals, engineering, and plastics sectors; collects information on their volume of production and potential for exporting. At the moment, BWJ relies on the MOL and MOITS for the list of the companies registering in the EU RoO program. *The Evaluation found that the project needs to work more closely with MOITS to reach potential exporters. The Evaluation recommends that ILO continues to seek closer collaboration with the Jordan Chamber of Industry (JCI) and the enterprises especially in the non-garment industries to better understand their challenges and find solutions for access to the EU market as well as the companies' growth.*

Informants have discussed the entrepreneurship of Syrians who have brought their business knowledge and experience with them. Since there is no indication that they will be able to return to Syria in a near future, they are according to some of the informants, setting up companies and employing their country men and women. This is a niche to be explored to encourage registration of the simplified RoO which may in turn encourage more Syrian refugees to enter the formal labour market. The Evaluation recognizes that this approach is limited by the government labour laws for employment of Jordanians. However as in the case of foreign workers, the project should work with the MOL for labour legislation that will further facilitate employment of Syrians.

Recommendation #5: Undertake a situational analysis of non-garment enterprises.

The Evaluation has not found evidence of strong relationships between BJW, MOITS and the other stakeholders. However, BWJ has been able to register 13 out of the 19 companies in its program and achieve its outcome which is to monitor and promote decent work principles in the RoO registered companies albeit their number is not high.

Regarding the capacity building initiative for the MOL Labour Inspectors, the Evaluation found that this is a very relevant initiative since the RoO companies will need to be inspected for

compliance to be able to the export to the EU. The training of the inspectors is further discussed in the following section.

7.2.2 Outcome 2 - Effectiveness

Evaluation Questions:

11. *To what extent has the project achieved its objectives in delivering its key services to the job seekers including women, persons with disabilities (PWD), Jordanians and Syrians?*
 12. *How effective was the coordination with the different stakeholders in supporting the project's objectives?*
 13. *How did the outputs and outcomes contribute to ILO's mainstream strategies including gender equality, social dialogue, and labor standards?*
-

▪ Delivery of ILO core services to eligible factories

The Evaluation received positive feedback from the factory managers that were interviewed. According to the people met, BWJ contributed well to improving working conditions in most factories, especially in relation to safety and security requirements. They report having a positive working relationship with the BWJ team. They appreciate the advisory visits and advice received from the Enterprise Assessors.

▪ Capacity building of Labor Inspectors

Better Work Jordan and the MOL have signed an MOU in 2016 which includes an agreement for the Training of the MOL's Inspectors by Better Work Jordan. The Program is composed of classroom Training, on job Training with workshops on the inspection on worker's dorms, cases of human trafficking, sexual harassment at the workplace and other issues that fall under the Better Work area. The goal of this training was to improve and raise the level of knowledge and skills of the MOL Labour Inspectors to those of the BWJ technical assessors. The training was given by the BWJ EAs as well as external service providers in other training subjects such as behavior change and National Examination Board in Occupational Safety and Health (NEBOSH).

The training was given to 5 different cohorts starting in 2018. The first group included 30 Labour Inspectors which divided to smaller groups of 3 Labour Inspectors who joined BWJ visits for 3 months; later each Labour Inspector joined BWJ visits for one month. The first Phase included classroom training; field visit followed by an evaluation. Those who passed Phase 1 went to Phase 2 for further training where they were taught how to closely monitor the factories and got trained on the task normally performed by a Labour Inspector; they conducted joint advisory visits with the Better Work Enterprise Assessors. If they were successful in Phase 2, they were promoted to Phase 3 where they perform all the work of a Better Work Inspector including report writing. Those who passed Phase 3 were promoted to a new Inspection Unit at the MOL. BWJ has noted that 20% of the participants were female, representative of the population of the MOL inspectors which is predominantly male. Each year, the Team also trained larger groups of Inspectors in parallel in the workshops on various topics.

At the end of the program in 2022, only 10 inspectors have passed Phase 2 and only 3 were successful at Phase 3. This small number was unexpected and disappointing to the trainers. They explained that there were many challenges for this program:

1. BWJ has provided MOL with criteria for the selection of candidates for the training program. In the first year, the criteria were respected but for subsequent groups there was favoritism since this secondment was seen as a perk. Hence many were not qualified enough to enter the training program.
2. The program did not provide any financial compensation, only meals and transportation on the days of training; those who expected more, dropped out. It is only those who pass Phase 3 who received some money for the work that they will perform while on “secondment” in the training program.
3. During Phase 2, the candidates become aware of the demands of the job that is equivalent to a BWJ Enterprise Assessor and they decided to leave the program for personal reasons, unwilling to commit to the job or realized that they do not have the ability to do the work.
4. To be able to pass Phase 3, the candidate was expected to be fluent in English which disqualified most of the 10 candidates.

The Evaluation has reviewed the performance of the capacity building initiative in the progress reports. The EU/ILO Project performed Activities 2.3.8 to 2.2.3. and according to the progress report, all the targets have been met. The project has worked very closely with the MOL and the number of inspectors it trained depended on the number of people that the MOL sends to the training. There are two indicators *Output 2.3 A comprehensive capacity building programme between BWJ, and the Ministry of Labour (MOL) is implemented.*

1. Number of Labour Inspectors who participated in MOL-Better Work Jordan joint assessments (cumulative) with a target of 10 additional trained per year.
 - The latest number for this indicator is 48 inspectors trained; of those 13 are female and 35 are male.
2. Number of Labour Inspectors who successfully meet the criteria to move to stage II and above the Secondment Programme.
 - There were no set targets for this indicator, and this is understandable since the Evaluation Toolkit (QA/QC) indicates that Labour Inspectors are moving from phase to another. Moreover, this training was a new initiative, and its success was unknown when it started.

The trainers who are the BWJ Assessors believe that the programs and tests are fair. The 3 people who have passed are now in a newly created unit at the MOL for labour inspection. As for the Labour Inspectors interviewed, they were happy with the training, They learned much, particularly from the NEBOSH training course for which they received a NEBOSH certificate. Although the Project Team reported that the BWJ coaching was an ongoing activity, according to the Labour Inspectors the NEBOSH Training Project has been cancelled and there was no new cohort trained in 2022.

The trainers indicated that they are proud of what they have achieved even if few have graduated from the program. The Labour Inspectors who they have trained now have a better understanding of decent work conditions, realize that there is no need to be confrontational and

be seen as policing to get the factories to comply. The Informants explained that the BWJ EAs provide advice for compliance with the rules; while the MOL Labour Inspectors are there to find faults and fine the factories. In fact, they have a quota system on many infractions they should identify which makes the relationship between the MOL inspectors and the factories very testy. **The BWJ Project Team found that the Inspectors do not receive enough training at their ministry. They need soft skills training in addition to training on decent work and labour standards.**

The factory managers indicated that working with the BWJ officers and Labour Inspectors on training was a pleasant experience. They acknowledge that BWJ is making a great contribution to improving working conditions in the factories, especially in relation to safety and security requirements. *The Evaluation found that the training of Labour Inspectors is a valuable initiative; however, the eligibility criteria and secondment need recalibrating. It found that having experienced BWJ trainers was key to this program. The Evaluation found that the Project conducted its activities effectively and the presence of experienced BWJ staff on the Project Team was beneficial to this project.*

7.2.3 Outcome 2 - Mitigation of Covid-19

Evaluation Questions:

14. *To what extent did the ILO project adapt to provide a timely and relevant response to constituents' needs and priorities in the COVID-19 context?*
 15. *Has the project fostered ILO constituents' active involvement through social dialogue in articulating, implementing, and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work?*
 16. *The project aimed at creating social dialogue during COVID-19, to what extent did this action contribute to anchor effective COVID-19 policy responses?*
 17. *To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID19 effects in a balanced manner?*
-

During the government imposed national lockdown during the Covid-19 outbreak in March 2020, the Team reports they became busier with factories at times in a state of panic calling them to find out when the factories were going to allowed to reopen. When the Covid-19 restrictions were lifted, they continued to conduct their work and collect information on the phone and by email. Since they had previous contact with the factories, maintaining communication was not challenging. The EAs who were kept busy, realized the usefulness and relevance of an e-inspection system to carry out their work. According to the 2021 Annual report, a TOR was developed for an Electronic Case communication Management System (ECMS)/E-inspection and shared in a formal letter to the MOL for feedback. The Project Team reported that MOL communicated informally; hesitant at the time to commit to the development of an e-system because of budgetary limitations, however, according to the Project Team, BWJ was committed to cover the cost of e-inspection system. The projects did not receive additional financial resources to mitigate COVID-19. *The Evaluation found that the Outcome 2 Team navigated successfully through the challenges brought by the pandemic and that the development of an E-inspection platform is recommendable.*

7.2.4 Outcome 2 - Impact Orientation

Evaluation Questions:

18. *To what extent has the project contributed to the increase in commitment of key project stakeholders to the goal of facilitating employment and job-matching services and supported decent work opportunities and has inclusive economic growth in Jordan?*
 19. *To what extent has the project contributed to strengthening capacities of its national partners (i.e., MOL, MOITS, JCI) so they can better serve the needs of the communities (job seekers, factories)?*
 20. *What was the impact of the project on improving working conditions in participating factories?*
-

BWJ, established in 2009, is very prominent in the garment industry and holds a strong relationship and partnership with the MOL. In November 2022, BWJ held its 14th Annual Multi-Stakeholders' Forum which examines ways to advance decent work and sustainable growth in Jordan's garment sector. This Forum is organized by Better Work Jordan, in collaboration with the Jordanian Garment and Textiles Exporters' Association and of Garments (JGATE).

The Evaluation found that the project had a plan to attain a similar level of partnership in the chemicals, engineering, and plastics non-garment sectors. Activity 2.2.4: *Establish one Project Advisory Committee (PAC) for the non-garment sectors (plastics, chemicals, and engineering) and host regular meetings* is the action. The primary role of a Project Advisory Committee is to provide strategic direction to the project and guide the implementation of activities and priorities. Better Work Jordan holds 2 PAC meetings for the garment industry each year. In March of 2022, the 46th meeting took place.

In 2019, after consultation with the members of the Garment PAC, ILO and the stakeholders agreed that a separate PAC should be created for the non-garment industries. *The Evaluation found that the establishment of a PAC directed at the non-garment sector will bring the synergy needed to raise the interest of the stakeholders.* The Evaluation has reviewed the concept note dated May 2022. The first meeting was held in August 2022; it aimed at initiating formal social dialogue among the representatives of the three sectors and to look into the possibility of forming a Project Advisory Committee. BWJ plans to build on recommendations from this kick-off gathering. It took the opportunity to present the findings on the ILO study on working conditions in the non-garment industry at this meeting which was attended by the

- Head of Inspection Department and Head of Occupational Safety and Health Department of the MOL.
- Representative of the Plastics Sector and Representative of the Chemicals sector of the Jordan Chamber of Industry.
- Representative of the Petro-chemical sector of the Trade Union.
- Country Coordinator and BWJ team of ILO.

The Evaluation had the opportunity to discuss the Outcome 2 promotion of the RoO component during its interviews with several informants: the MOL and MOIT, the CEO of the Jordan Exports(JE)⁴⁴ a public-private export institution established to coordinate national export activities; the Jordan Chamber of Commerce (representative of the Chemical and Plastic Sectors) as well as representatives of the Petrochemical Trade Union and the General Trade Union of Workers in Textile, Garment and Clothing. *The complete list of people interviewed is provided in Annex D.*

All the people interviewed knew about this EU/ILO Project. However, MOITS showed surprise that ILO had a stake in the Simplified RoO Scheme. They remembered that at the beginning of the project, they were approached by ILO, but they think of ILO as an agency that facilitates the placement of Syrians in jobs. Since then, they have not heard back from ILO. It appears that they were approached for Outcome 1 but not for Outcome 2. They are, however, very aware of the GIZ contribution in promoting simplified RoO.

At the Jordan Chamber of Industry (JCI), ILO is also not seen as having a role in the RoO initiative. They think this project has had little success given that, so few factories (6) have been helped by the project to obtain the exemption documents. They are critical of this EU agreement since according to them the GoJ has changed environmental legislation to accommodate the simplified RoO. These have been damaging to industry, forcing some factories to close down. JCI and the private sector were not consulted at the time this EU/ILO Project was designed. They wondered why other sectors such as agriculture and the food industry have not been considered in the project. According to them, if the EU and ILO truly wish to support the local industries and institutions, they should first facilitate the issuance of the EU certificates by arranging visits, expos, conferences, where Jordanians entrepreneurs and producers can meet with EU buyers and importers. They should find arrangements for lower shipping costs to the EU which is almost 4 times higher than shipping to Arab countries. Hence, according to the informants, there are little incentives to enter the EU market.

Jordan Exports which is very well informed about the EU regulations and conditions regarding the garment sector agreed that the industries require support to obtain the certification. It believes that ILO has a role to play in the quality of the Jordanian products and enable the food industry to export to EU countries. It suggests that the EU should start with a pilot project that targets one or two countries, find solutions to problems, and identify ways to face the challenges; then scale up to other markets. JE explained that if the EU countries did their due diligence when importing from Jordan and demand evidence that the factories are meeting decent work requirements; the industries will be forced to improve quality and working conditions. These are the results that the Trade Unions also hope to see; they find that ILO should play a larger role in the inspection of the RoO project to ensure compliance and advocate the government for legislations changes that will benefit all workers in the country. *The Evaluation found that the simplified RoO program is not as successful as one would have*

⁴⁴ The Jordan Exports(JE)⁴⁴ a public-private export institution established to coordinate national export activities, <https://jordanexports.jo/>

expected because it requires Jordanian companies to first follow international labour rules and implement decent work policies inside their organization. Unless these companies view the EU market as very lucrative, it appears that few will be willing to register in the simplified RoO program and create a decent work environment in the manufacturing plants. Several (6 out of 19) companies registered in the simplified have declined to join the BWJ core services.

Given the ILO is associated with the job market and that the activities of Outcome 2 are within the scope of the deliverables of this organization, the Evaluation found that it will make sense to rename Outcome 2 project as the EU/BWJ project. Furthermore, it is not within the ILO mandate to organize commercial events as suggested by the stakeholders. *The Evaluation found that it will be justified to make Outcome 2 a standalone EU/BJW initiative. The Evaluation found it interesting that ILO is viewed as an agent of change in Jordan.*

Recommendation #6:	Outcome 2 becomes known as collaboration between BWJ and the EU.
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7.2.5 Outcome 2 - Sustainability

Evaluation Questions:

21. *To what extent will the national institutions and implementing partners be willing and/or able to continue the project results without external funding or support?*
22. *Has an effective and realistic exit strategy been developed and implemented?*
23. *Will there be a continuation of the EU-Jordan Agreement on the relaxation of the rules of origin (RoO)?*
24. *How will the dissolution of the Ministry of Labour planned under the Jordanian Government's modernization of its public service, affect the sustainability of the project?*

The Evaluation has built capacity among the ILO Labour Inspector and supported the creation of a new Inspection Unit at the MOL. However, the project has not engaged the MOL to continue the training. To sustain the project, more inspectors will have to be trained; after obtaining experience, they in turn will be able to train their peers. *The Evaluation as noted previously found that the project requires an exit strategy for the training of the Labour Inspectors.*

Regarding promoting and facilitating the simplified RoO certification, the project has not been successful in achieving its objectives. *The Evaluation found that the creation of a PAC for the non-garment sector is a good approach that can contribute to the sustainability of the project. The Evaluation found that it is most important that BWJ starts consultation with MOITS for its RoO initiative as early as possible.*

As for the possible dissolution of the Ministry of Labour, all informants for Outcome 2 believe that another ministry will take over. More recently, the GoJ has announced that it will restructure the MOL, instead of dissolution.⁴⁵

7.2.6 Outcome 2 - Effectiveness of management arrangements

Evaluation Questions:

25. *How effective was the management arrangement in contributing to the achievements of the project?*

The Evaluation found that this experienced BWJ team has largely contributed to the capacity building of the MOL Labour Inspectors. The project has certainly benefited from the technical knowledge and experience of the two Enterprise Assessors who started their career as Labour Inspectors at the Ministry of Labor. However, several informants have brought up the issue of “brain drain”; they noted that two very capable Labour Inspectors have left the MOL for BWJ. They questioned if this capacity building initiative will serve the MOL in the long run if ILO continues to hire the best performing MOL Labour Inspectors. *The Evaluation concludes that the management arrangement has contributed to the achievements of the project.*

8 Conclusions

The Evaluation has performed an in-depth analysis of the information collected while taking into consideration the socio-economic and political situation of the country as well as the cultural beliefs and the challenges that jobseekers face in the current labour market. The Evaluation valued and is grateful of the willingness of the informants to share their knowledge and opinion about the project freely.

The Evaluation concluded that Outcome 2 has performed better than Outcome 1 in that it had a dedicated team that successfully convinced thirteen out of the nineteen companies registered in the simplified RoO program to join the BWJ core service program. This signifies that these companies are working towards improving the work environment and complying to international labour laws. They will be able to export to the EU eventually if they have not already done so; they are creating decent work for job seekers in the country. In collaboration with stakeholders, the Project needs to explore how to increase the number of companies in the simplified RoO program. The Evaluation found that this is possible if the project establishes strong partnership with the stakeholders.

Focusing on building an efficient partnership in a collaborative manner with all the stakeholders is critical if the Project wishes to continue in the short term and becomes sustainable in the medium and longer term. Nevertheless, given the global economic situation and a looming recession, the war in Ukraine, the Jordanian companies may not be able to export or expand their business cost-effectively and gainfully in the near future. *The Evaluation*

45 Jordan Times, 22 February 2023, [Instead of abolishing, gov't to restructure Labour Ministry.](#)

concluded that the interest to register in the simplified RoO program may well remain modest in the short run.

The Evaluation also concluded that the capacity building initiative for the Labour Inspectors has been successful. However, BWJ and the MOL must have clearer objectives for this program, have an agreement respected by all concerned on the selection of candidates and well-defined terms for the secondment program. The Evaluation found that it is critical that the Outcome 2 project develops a Theory of change supported by assumptions; that performance indicators are identified with realistic targets which consequently will allow for adequate resource budgeting. At the moment, the team has a limited number of staff, but the project has been able to obtain support from BWJ experts and capitalize on its knowledge in the garment industry.

With regards to Outcome 1, the Evaluation concluded that the project activities need to be reviewed. The project requires an ILO management team that communicates well with the ESC service providers and manages its contractors more effectively. ESC service providers expressed concern about their job stability, and they were reluctant to provide information to the Evaluation for fear that they would be laid off if they provided complete information to the Evaluation. The Evaluation concluded that transparent and communication channels with the Project Team are required for projects to be implemented and run smoothly. The Evaluation concluded that ILO is still responsible for the welfare of the ESC employees even if a contractor or implementing partner has been selected to take the responsibility of drawing the employment contracts for the employees. The Evaluation concluded that the donor and ILO should review the objectives of the Project. As in the case of Outcome 2, it is essential to establish the project Theory of Change in partnership with all stakeholders including the Ministry of Labour, the Jordan Chamber of Industry, the factories, the ESC service providers who now are knowledgeable of the labour market situation in the project targeted areas.

The Evaluation received opposing reports on the performance of the E-Counselling system of Outcome 1. This is a troublesome finding, and the Evaluation concluded that an in-depth review of the system is necessary immediately. The objectives of an E-Counseling Platform are commendable but to be effective it must have users which requires that intended users have internet access as well as a computer or a smartphone.

The Evaluation was not able to explain the rationale behind combining two different outcomes under one agreement and budget. It concluded that there are no reasons to continue having two projects under the same agreement, given that they were managed independently, have different activities, expected output and outcomes. The Evaluation concluded that for the sake of clarity and transparency, Outcome 1 and Outcome 2 must be conducted under separate agreements. In the current financial reporting, it is not possible to distinguish between Outcome 1 and Outcome 2 expenditures.

The Evaluation concluded that this project is relevant to the Jordanian context. However, the Jordan's economy had been struggling with persistently sluggish growth dynamics and

structural challenges even prior to the COVID-19 crisis. The current unfavorable global context poses further risks to the country and this EU/ILO Project. The Jordan has granted work permits to a significant number of Syrian refugees however the permits do not guarantee a job when the unemployment rate is high. Assisting the Syrians Refugees and Jordanians to find work is relevant in this context. However, a project such as Outcome 1 will face more challenges in the coming year(s) to job match. The Evaluation found that it will be necessary to implement other activities that will keep the ESC open to support jobseekers; prepare them for the jobs when the economy recovers and when the Jordanians companies start exporting to the EU under the RoO program. The Evaluation is of the opinion that it is time that the Project examines and explores the modernization of the ESCs with the Ministry of Labour, ILO's Programme of Support, the agencies, and donors that are responding to the Syrian crisis and supporting economic growth, job creation and quality service delivery in Jordan. The Project should learn from ILO projects as well as those conducted by other agencies. It is also important that ILO forge partnerships within and outside ILO.

The Evaluation notes that the EU/ILO Project has not undergone a mid-term internal evaluation during the project cycle although in the MoU, 2.5% of the budget was allocated for program evaluation activities. The Income and Expenditure statement received from ILO shows that the amount of \$80 000 for evaluation has not been spent so far. An evaluation would have identified some of the issues and challenges uncovered by this final evaluation. The evaluation concluded that the project would have likely achieved better results had changes been made earlier in the project's lifecycle.⁴⁶

9 Challenges

Outcome 1

▪ Job Market

The high unemployment rate is a challenge for this project. The economy is not expected to improve in the near future, the job matching rate will suffer. Discouragement among the jobseekers is to be expected and they will drop out of the job market. The project may wish to review its targets and its activities for the jobseekers.

Outcome 2

▪ Demand for goods in Europe

The entire world is expected to enter a recession this year. Demand for goods will decrease as the European markets shrink making the simplified RoO irrelevant to the enterprises in Jordan as there will be less or no demand for their goods in EU in the short and medium term.

10 Lessons Learnt

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lessons learnt is included in the full evaluation report above.

⁴⁶ Note from ILO Evaluation Office : according to the ILO evaluation policy requirements, this project, under \$5 million, requires an internal mid-term evaluation and one independent final evaluation.

Outcome 1	Lesson #1
Description	Although a work permit is essential in the job search of the Syrian refugee, nevertheless, the person face challenges in the labour market including competition between Syrians and Jordanians.
Context	Efficiency and Effectiveness
Targeted users /Beneficiaries	Syrian Refugee
Challenges /negative lessons - Causal factors	Informants has explained that not all Syrian Refugees are willing to obtain a work permit since working legally demands that they contribute to social security, and they fear that formal employment with income may remove their eligibility for cash and voucher assistance programs established in response to the Syrian crisis. Since the job market is unstable and because of the competition between Syrians and Jordanians, some may prefer to stay in a social assistance that provides some security and may work in the informal sector at the same time.
Success / Positive Issues - Causal factors	Syrian Refugees are resilient and motivated for a better life.
ILO Administrative Issues (staff, resources, design, implementation)	Identify incentives for Syrian refugees to join the formal market.
Outcome 1	Lesson #2
Description	An exit strategy should have been planned at the beginning of this project; the principal collaborators are the Ministry of Labour and the Ministry of Trade, Industry, and Supply as well as the workers trade unions.
Context	Sustainability
Targeted users /Beneficiaries	Outcome 1 Job seekers and factory jobs matching process
Challenges /negative lessons - Causal factors	Outcome 1 does not have any collaborators at the moment.
Success / Positive Issues - Causal factors	The ESC service providers have been trained and have knowledge of the labour market in their governates. They have established good relationships with the factories.
ILO Administrative Issues (staff, resources, design, implementation)	Hold discussions with stakeholders at the design stage. Establish good relationships with the stakeholders from the start.
Outcome 1	Lesson # 3
Description	Good management practices and communication have to be assured, whether the services provided by a subcontractor/service provider; clear lines of supervision as well as respect for colleagues are essential for the ESC to run smoothly.
Context	Effectiveness of management arrangements

Targeted users /Beneficiaries	Outcome 1 ESC service providers
Challenges /negative lessons - Causal factors	Currently, the staff is unhappy and demoralized partly because of the absence of job security and clearly spelled-out employment agreements in their contract with the employer.
Success / Positive Issues - Causal factors	The ESC service providers have been trained; know their clients and are able to deliver employment services.
ILO Administrative Issues (staff, resources, design, implementation)	Continue to provide training to enhance their skills to support, coach and mentor the jobs seekers.
Outcome 2	Lesson # 4
Description	An exit strategy should be jointly planned with the stakeholders and agreed upon to clarify how the project will end or transform
Context	Sustainability
Targeted users /Beneficiaries	Outcome 2 Capacity of Labour Inspectors of the MOL
Challenges /negative lessons - Causal factors	The Ministry of Labour has not taken ownership of the training program.
Success / Positive Issues - Causal factors	The Inspectors have seen the benefits of the training, especially in Occupational Health and safety and how to conduct factory visits. They have realized that a collaborative approach when doing inspection is more rewarding than being confrontational with the factory management.
ILO Administrative Issues (staff, resources, design, implementation)	Hold discussion with stakeholders at the design stage

11 Good Practices

Training of MOL Training inspectors	Coaching, mentoring and hands-on practice for factory inspection
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The capacity-building training for the Labour Inspectors was provided in three stages. It has allowed the project and MOL to identify the best candidates for the job. The inspectors are now proud of their work. They had as model their trainers (the EAs) who have a different approach when dealing with factory staff.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Positive work environment: empathic, experience and caring tutors were contributors to the success of this training program.
Establish a clear cause-effect relationship	The inspectors were taught a different approach to dealing with the factory staff. They were shown respect by their tutors and in turn learnt to respect their client.

Indicate measurable impact and targeted beneficiaries	The number of factories that become more open to compliance with labour standards and law.
Potential for replication and by whom	Other capacity building initiatives including ESC service providers .
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Outcome 3 of the ILO Programme and Budget (P&B) which aims at <i>Economic, social, and environmental transitions for full, productive, and freely chosen employment and decent work for all.</i>
Other documents or relevant comments	

12 Recommendations

The Evaluators, as per the requirement of ILO Policy and Directives for the evaluation of its programs, have indicated what in their opinion the priority level, resource requirements and timing of the proposed recommendations.

Outcome 1 and Outcome 2			
<u>Recommendation #1:</u> The Logic Model be reviewed and redrawn.			
The Evaluation found that while the objectives of the EU/ILO remain valid; it is recommended that there is a review of the project activities and their goals to ensure that their outputs lead to the expected project results, which should be clearly defined or redefined. The Evaluation recommends that the Logic Model be redrawn, assumptions surrounding the Logic Model identified and that quantitative as well as qualitative indicators (for example level of satisfaction of services received) be identified and used to measure progress and performance.			
Addressed to	Priority	Resource	Timing
Project Management	High	Low	Short-term
Outcome 1			
<u>Recommendation #2:</u> The E-Counselling Platform be assessed and fixed.			
The Evaluation did not receive positive feedback for the project E-Counselling. ESC service providers, jobseekers and factories find that the system is not user-friendly.			
Addressed to	Priority	Resource	Timing
Project Management	High	Low	Short-term
Outcome 1 and Outcome 2			
<u>Recommendation #3:</u> The monitoring system be overhauled.			
From the point of view of the evaluators, the monitoring system for both Outcomes has to be reviewed and enhanced in order to report indicators that are necessary and effective for measuring the project performance.			
These should include both quantitative (numbers and percentage) and qualitative (e.g., level of satisfaction) as well as the target. It is suggested that reports present data in Table format			

from which changes from one period to the other (e.g., month or quarter) can be easily identified.

Addressed to	Priority	Resource	Timing
Project Management	High	Low	Short-term

Outcome 1
Recommendation #4: **A review of Outcome1 management practices and outsourcing.**

The Evaluation found that morale is low among the ESC service providers who are concerned about their contract with GFJTU and their future; they feel threatened. The ESC service providers were unhappy to work on contract with NET and GFJTU.

It is suggested that the hiring of GFJTU be reviewed. The Evaluation found that it is important that the project undergoes a review of its management practices to change the hostile work environment to healthy at the ESC. The project would benefit from a positive presence of the ILO managers inside the ESC through regular visits and a better communication strategy. ILO and the EU should be concerned about their reputation in the wake of allegations regarding wrongdoing at the workplace and the behavior of staff.

Addressed to	Priority	Resource	Timing
ILO Country Office Project Management ILO Regional Office	High	Low	Short-term

Outcome 2
Recommendation #5: **A situational analysis of non-garment enterprises**

In the case of the non-garment sector, the Evaluation recommends that the project undertakes a census of the chemicals, engineering, and plastics sectors; collect information on their volume of production and potential for exporting. This will allow for more efficient targeting of the non-garment enterprises for the simplified RoO program. At the moment, it relies on the MOL and MOITS for the list of the companies already registered in the EU program.

The Evaluation found that the project needs to work more closely with the MOL and MOITS to reach potential exporters. The Evaluation recommends that ILO works in closer collaboration and design the study in a participatory manner with the Jordan Chamber of Industry, and the enterprises especially in the non-garment industries to better understand their challenges and find solutions for access to the EU market as well as the companies' growth. This joint effort will build closer rapport between BWJ and the stakeholders.

Addressed to	Priority	Resource	Timing
Project Management	High	Low	Short-term

Outcome 2
Recommendation #6: **That Outcome 2 becomes known as collaboration between BWJ and the EU.**

The Evaluation found that several stakeholders associate ILO with the labour market only and they do not see ILO having a role to play in the growth of an industry. The activities of Outcome 2 are within the scope of the deliverables of BWJ; furthermore, it is not within the ILO mandate to organize commercial events as suggested by the stakeholders. The Evaluation found that it will make sense to rename Outcome 2 project as the EU/BWJ

Project; that making Outcome 2 a standalone EU/BJW project with its own budget is justifiable.

Addressed to	Priority	Resource	Timing
Project Management	High	Low	Short-term

Annex A Term of Reference



Terms of Reference

Final independent evaluation of EU-ILO collaboration in the monitoring of labour aspects in the implementation of the EU's rules of origin initiative for Jordan – Phase II

1. Key facts

Title of project being evaluated	EU-ILO collaboration in the monitoring of labour aspects in the implementation of the EU's rules of origin initiative for Jordan – Phase II
Project DC Code	JOR/18/54/EUR
Type of evaluation (e.g. independent, internal)	Independent
Timing of evaluation (e.g. midterm, final)	final
Donor	EU
Administrative Unit in the ILO responsible for administrating the project	RO-Arab States
Technical Unit(s) in the ILO responsible for backstopping the project	BETTERWORK
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	08. Decent work and economic growth;
Budget	2,467,963 USD

2. Background information

I. Context for Action

On July 19, 2016, Jordan and the European Union signed a trade agreement that simplified the rules of origin (RoO) requirements stated in the existing EU-Jordan Association

Agreement.⁴⁷ The 10-year simplified RoO initiative for Jordan was a component of the EU's broader response to the ongoing Syria crisis and support to Jordan.⁴⁸ The trade agreement expected to facilitate Jordanian companies' access to the EU market, thereby diversifying exports, boosting investment and generating decent work opportunities for Jordanians and Syrians.

In response to the provisions set forward under the simplified RoO and in support of the objectives of the Jordan Compact, the Ministry of Labour (MoL), the EU and the ILO signed a one-year collaboration agreement to implement the scheme and ensure decent working conditions in the appropriate production facilities. The one-year collaboration facilitated the implementation of the ILO's role in the monitoring of authorised companies as prescribed under Article 3 of Decision No. 2/2016 of the EU-Jordan Association Committee of 19 July 2016 and Annex II(a) of Decision No. 1/2016 of the EU-Jordan Association Committee. The EU-ILO collaboration for the first phase provided an overall framework for the ILO to support, monitor and provide technical assistance to Jordan in context to the simplified RoO and its response for the Syria crisis. The stated outcomes of Phase I of the project were:

- Outcome 1: Jordanian and Syrian refugees' access to the formal labour market in sectors exporting to the EU under the new trade scheme is enhanced.
- Outcome 2: Labour information and communication between private sector employers and jobs seekers improved.
- Outcome 3: By the end of 2017, Better Work Jordan will have expanded its core services – assessment, advisory and training – to selected sector by MoL in coordination with stakeholders in Jordan's industrial sectors covered by the EU-Jordan trade agreement (up to two new sectors for BWJ).
- Outcome 4: An integrated approach to decent work dimension for the Syrian crisis is guaranteed.

During Phase I, the ILO partnered with national stakeholders and the private sector to strengthen capacity and facilitate decent job creation for Jordanians and Syrians. Actions were taken to build communication networks between job seekers and private sector companies through employment services. The action also built on the existing cooperation between the ILO and the MoL and supported BWJ's expansion to non-garment sectors.

In Phase II, the ILO scaled-up work done in Phase I, with a view to advance opportunities under the ROO agreement. It has continued to operate five Employment Centres across Jordan and has facilitated more efficient job matching through introduction of the E-Counselling platform. It has advanced opportunities for Jordanian companies qualifying for export under the ROO. BWJ, in collaboration with the MoL, monitored the RoO authorised enterprises using the assessment tools customised during the first phase.

⁴⁷ The EU-Jordan Association Agreement entered into force on 1 May 2002. This framework for bilateral trade relations between the EU and Jordan establishes a free trade area under which Jordan enjoys preferential access to the EU.

⁴⁸ The new concessions under the trade agreement are expected to facilitate Jordanian companies' access to the EU market, thereby diversifying exports, boosting investment and balancing trade deficits. The specificities of the conditions set forth in the agreement are that first, products which will be exported under the new agreement have to be produced in one of 18 selected Special Economic Zones (SEZ). Second, Syrian refugees have to comprise at least 15% of employees in production facilities benefiting from conditions under the new agreement. These jobs must be formal and on a full-time basis and promote decent work principles.

Phase II has also built on the ongoing initiatives, such as the annual Buyers' Forum, to raise awareness and enhance communication with buyers and investors.

The project directly contributes to the EU's Trade-for-Development Measures to Support Inclusive Economic Growth in Jordan (ENPI/2017040-559). The ILO's role in monitoring employment and decent work principles for enterprises exporting under the relaxed RoO is elaborated in the agreement and stated activities include building the capacity of the MoL, monitoring compliance with decent work, and facilitating job matching through employment hubs.

II. Strategic fit

The overall mission of the ILO in Jordan focuses on improving economic and social stability through improved access to national social protection, employment opportunities and decent work. This contributes to the achievement of Sustainable Development Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all and build resilient future.

The Decent Work Country Programme (DWCP) in Jordan sets the overarching framework for the delivery of support to ILO's social partners and national stakeholders. The DWCP 2018-2022 has three main priorities: (i) Employment creation contributes to economic and social stability at household and community levels; (ii) Decent working conditions for all creates a level playing field for Jordanians, Refugees and Migrant Women and Men and; (iii) Social partners increase contributions to decent work. DWCP Outcome 109 specifically targets enhanced access to employment opportunities and livelihoods in Jordanian host communities and aligns with priorities set out under the ILO flagship programme, Employment in the transition from war to peace, and the Guiding Principles on the Access of Refugees and Other Forcible Displaced Persons to Labour Markets. Under these objectives and priority areas, Better Work Jordan (BWJ) and the ILO Syria Response programme work synergistically to enhance access to work that is both decent and productive for all. BWJ has developed trusted assessment, advisory and training methodologies that have helped promote decent work and labour rights at the firm level. Together with employers, workers and government representatives, Better Work Jordan and the ILO's Syria Response programme, are advancing decent work conditions in sectors open to Syrian labour, thus making employment opportunities more attractive and productive for all.

BWJ and the ILO's Syria Response fit squarely under the United Nations Sustainable Development Framework (UNSDf) 2018-2022 for Jordan, which prioritizes (1) strengthening public institutions and services, (2) empowering people, particularly vulnerable populations, and (3) expanding opportunities for inclusive participation in the political, economic and social sphere, with focus on expanding opportunities for the poor and vulnerable, youth, women, persons with disabilities, migrant workers and refugees. The project interventions align with national development priorities, including those set under Jordan 2025, the National Employment Strategy (NES) 2011-2020, the Economic Growth Plan 2018-2022 and the Jordan Response Plan (JRP) 2018-2020. The reforms laid out in these documents were reaffirmed and welcomed during the 2018 Brussels Conference. The Conference highlighted a need for increased focus on sustainable, long-term development, including job creation and integration into labour markets for both host communities and refugees.

The Jordan Partnership Paper, shared at the 2018 Brussels Conference, identifies key objectives for economic growth and development (including livelihoods,) including the EU's commitment to work with the Government of Jordan in assessing the performance

of the RoO scheme and to revisit its terms with a view to maximise benefits for Jordan's export sector in a timely manner. This phase of the project directly supports the EU and the Government of Jordan to reach this shared objective. Actions have enhanced qualifying firms' access to qualified labour through effective employment service delivery, including assistance to identify and articulate skills needs. Actions have also supported compliance with decent work principles through Better Work Jordan's three-tiered model: assessment, advisory and training for enterprises qualifying under the RoO.

III. Description of the Action

Actions under the second phase of the project have built on the past activities and results achieved. The overall objective of this continued cooperation is to promote decent work opportunities in Jordan and promote inclusive economic growth through the relaxed RoO initiative. Experience from the first phase of operations has informed planning, implementation and management in the second phase, including the elaboration of a theory of change and prioritization of activities that benefit from a favourable policy environment.

This phase of the project is structured through two main outcomes based on key achievements and priorities from phase one. This includes the establishment of five Employment Centres, developing compliance tools for the selected sectors and training Labour Inspectors.

- **Outcome 1.** Employment and job matching services facilitate Jordanian and Syrian job seekers' access to decent work opportunities in sectors exporting to the EU under the new trade agreement.
- **Outcome 2.** Decent work principles are monitored and promoted in enterprises authorised to benefit from the EU's relaxed RoO.

For more details on the project outcomes, outputs, and activities, see annex 1.

3. Purpose, objectives, and scope of the evaluation

1. Evaluation Background

ILO considers evaluation as an integral part of the implementation of development cooperation projects. It is used for learning and accountability purposes. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures. The Regional Evaluation Officer (REO) at the ILO ROAS supports the evaluation function for all ILO projects.

According to the project documents, a final independent evaluation will be conducted. It will be used to assess the achievements of results, identify the main difficulties/constraints, assess the impact of the project for the targeted populations, sustainability of project interventions and formulate lessons learned and practical recommendations to improve future similar project. This evaluation will also look at the effect of COVID-19 on the project's timeline and its impact on project implementation. The findings of the evaluation will be used in the design of new or potential future phases and other thematic evaluations on COVID-19.

2. Purpose

The purpose of the final evaluation is to assess the overall achievements of the project against its planned outcomes and outputs to generate lessons learned, best practices and recommendations.

It will provide analysis according to OECD criteria at country level and will examine the efficiency, effectiveness, relevance, potential impact and sustainability of the projects. The evaluation report shall reflect findings from this evaluation on the extent to which the different milestones have achieved their stated objectives, produced the desired outputs, and realized the proposed outcomes. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned with recommendations. Furthermore, it will touch upon cross cutting issues such as gender equality, disability, social dialogue, environmental sustainability, international standards, and covid-19 in terms of challenges and opportunities for tackling the most vulnerable segments in line with guidelines and protocols set by EVAL/ILO.

The evaluation will comply with the ILO evaluation policy including the protocols and guidelines set by EVAL/ILO^{49,50}, which is based on the OECD DAC and United Nations Evaluation Norms and Standards and the UNEG ethical guidelines.

3. Scope

The evaluation will assess the project duration covering December 2018- November 2022. It will look at the project activities and assess them with their respective outputs and outcomes. The evaluation will take into consideration the project duration, existing resources and political, security and environmental constraints. It will also look into the link between the project's objectives and the ILO's P&B strategy, DWCP in Jordan, and the UNSDCF in Jordan.

Depending on COVID-19 situation, the evaluation will include both home-based or and field-work. If situation necessitates, a national consultant/enumerator might be consulted to support the evaluator.

The evaluation will take place from October until December through online/field work to collect information from different stakeholders. The consultancy shall start with initial briefing with the project team and the Regional Office for Arab States (ROAS).

The evaluation will integrate gender equality, inclusion of people with disabilities, environmental sustainability, ILS and social dialogue, and Covid-19 as crosscutting concerns throughout its methodology and deliverables, including the final report. This is based on EVAL's protocols on crosscutting issues including the one on covid-19.

4. Clients of Evaluation

The primary clients of this evaluation are ILO, ILO ROAS, ILO constituents in Jordan, Ministry of Labour (MOL), Private sector employers including individual enterprises

⁴⁹ Protocol on collecting evaluative evidence on covid-19 https://www.ilo.org/eval/WCMS_757541/lang-en/index.htm

⁵⁰ Guidance Note 3.1: Integrating gender equality in monitoring and evaluation: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746716.pdf

authorised under the simplified RoO, Jordan Chamber of Industry (JCI), the General Federation of Jordanian Trade Unions (GFJTU), the garment sector trade union, and the donor; EU. Secondary users include other project stakeholders and units that may indirectly benefit from the knowledge generated by the evaluation in addition to the Ministry of Industry, Trade & Supply (MoITS), UN agencies, IFC, international organizations and national organizations to align their activities and ensure knowledge sharing where relevant.

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

The evaluation utilises the standard ILO framework and follows its major criteria while integrating gender equality as a cross cutting issue throughout the evaluation questions:

- ✓ **Relevance and strategic fit** – the extent to which the objectives are aligned with sub-regional, national and local priorities and needs, the constituents’ priorities and needs, and the donor’s priorities for the country;
- ✓ **Validity of design** – the extent to which the project design, logic, strategy and elements are/remain valid vis-à-vis problems and needs;
- ✓ **Efficiency** - the productivity of the project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources, including re-purposing in the mitigation of Covid-19 impacts;
- ✓ **Effectiveness** - the extent to which the project can be said to have contributed to the project objectives and more concretely whether the stated outputs have been produced satisfactorily with gender equality, including in the Covid-19 context; in addition to building synergies with national initiatives and with other donor-supported project;
- ✓ **Impact** - positive and negative changes and effects caused by the project at the national level, i.e. the impact with social partners, government entities, beneficiaries, etc.; special attention should be given to secondary job effects, which are expected to occur in economic infrastructure like agricultural roads, markets or irrigation.
- ✓ **Effectiveness of management arrangements** - the extent of efficient operational arrangements that supported the timely, efficient, and effective delivery of the project
- ✓ **Sustainability** – the extent to which adequate capacity building of social partners has taken place to ensure mechanisms are in place to sustain activities and whether the existing results are likely to be maintained beyond project completion, in the case of infrastructure this refers concretely to whether operation and maintenance agreements are actually being implemented; the extent to which the knowledge developed throughout the project (research papers, progress reports, manuals and other tools) can still be utilised after the end of the project to inform policies and practitioners,

1. Relevance and strategic fit:

- How well did the project approach fit in context of the on-going crisis in Jordan? Were the problems and needs adequately analysed? Was gender prioritized?
- To what extent did the project avoid any duplication and coordinated with the relevant constituents working on the RoO?
- How well were the project's objectives aligned with the framework of the ILO Decent Work Country Project of Jordan (2018-2022), the ILO's Project and Budget (P&B) 2018-19, and the SDGs?
- How did the project's objectives respond to the priorities of the donor (EU) in Jordan?
- To what extent did the ILO project adapt to provide a timely and relevant response to constituents' needs and priorities in the COVID-19 context?

2. Validity of design:

- Were the project's strategies and structures coherent and logical (the extent of logical correlations between the objective, outcomes, and outputs)?
- Did the target selection remain valid throughout the project lifecycle considering the evolving situation in the country?
- How were the recommendations, results and lessons learned from the first phase incorporated into the design of the second phase?
- Were project's assumptions and targets realistic, and did the project undergo risk analyses and design readjustments when necessary?
- To what extent did the project designs take into account: Specific gender equality and non-discrimination concerns relevant to the project context? As well as concerns relating to inclusion of people with disabilities, environmental sustainability, ILS and social dialogue?
- Were the project risk assumptions and mitigation steps sufficient to cover the COVID-19 related implications on the project?

3. Efficiency:

- Were all resources utilized efficiently to reach the project's objectives?
- How efficient were the coordination efforts with the MOL, MoITS, JCI, employers representatives?
- To what extent has the project been on track in terms of timely achieving the assigned milestones? If not, what factors contributed to the delays? How could they be mitigated in the future phases?

- To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? Does the leveraging of resources take into account the sustainability of results?

4. Effectiveness:

- Were all set targets, outputs, and outcomes achieved according to plan? Did the pandemic (COVID-19) have any consequences on the achievements of results?
- How well did the project implementation take into account the needs and expectations of women?
- How effective was the coordination with the different stakeholders in supporting the project's objectives?
- How did the outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, and labour standards?
- What positive or negative unintended outcomes can be identified?
- Has the project fostered ILO constituents' active involvement through social dialogue in articulating, implementing and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work? To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results?

5. Impact orientation:

- Are the set of skills generated support better job matching for participants, including women? Will beneficiaries be able to secure longer-term job and sustainable source of livelihood?
- Has the project contributed to social cohesion in the communities between Jordanians and Syrians?
- To what extent has the project contributed to strengthening capacities of its national partners so they can better serve the needs of the public and communities?
- What was the impact of the project on improving working conditions in participating factories?
- To what extent has the ILO's COVID-19 related action contributed to promote and strengthen a culture of social dialogue to anchor effective COVID-19 policy responses? What are the significant changes observed?

6. Sustainability:

- Are the results achieved by the project so far likely to be sustainable- in terms of (a) financial sustainability of beneficiaries (both males and females), capabilities, mandate and commitment of stakeholders, (b) sustainable livelihood sources of beneficiaries?
- What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project? Are they sufficient?
- How effectively has the project built national ownership?

7. Effectiveness of management arrangements:

- What was the division of work tasks within the project's teams? Has the use of local skills been effective?
- How effective was communication between the project's teams, the regional office and the responsible technical department at headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?

8. Challenges, Lessons learned and Specific Recommendations for the formulation of new Phases:

- What good practices can be learned from the implementation of the project that can be applied to similar future projects?
- What were the main challenges identified? How were these different from the risk assumptions? What were the mitigation steps taken?
- What are the recommendations for future similar projects?
- What are the challenges, lessons learned and the recommendations regarding the cross-cutting issues of gender equality, social dialogue, and environmental sustainability?
- Assess the timeliness of response, relevance of contingency measures, and lessons learnt in relation to the Project's response to the impact of Covid-19.

5. Methodology

The following is the proposed evaluation methodology. Any changes to the methodology should be discussed with and approved by the evaluation manager.

This evaluation will follow a mixed method approach relying on available quantitative data and primary qualitative data collected through interviews and focus group discussions.

This evaluation will utilize all available quantitative and qualitative data from progress reports to monitoring studies and database. The information will be analysed in light of

the main thematic questions, taking gender into consideration, and results will be integrated with the data from the primary collection.

The primary data collection will mainly focus on a qualitative approach investigating the perceptions and inputs of the different stakeholders that had some form of interface with the project. Triangulation of data will also be done using both the secondary and the primary data collected. **The analysis** will follow a thematic examination of the main evaluation areas as guided by the evaluation questions. Key Informant Interviews (KIIs) will be conducted with representatives from the constituents and implementing partners in addition to other relevant stakeholders such as the donor. FGDs will be conducted with the beneficiaries. Gender will be mainstreamed throughout the methodology from data collection to data analysis. Where appropriate, the methodology will ensure equal representation of women and men throughout data collection and provide separate group meetings as relevant. The evaluation will follow the ILO EVAL Guidelines on integrating gender equality⁵⁰. The specific evaluation methodology will be provided in the inception report prepared by the evaluation team and approved by the Evaluation Manager. **Tool:** The interview guides will be developed in light of the evaluation themes and main questions as well as the type of stakeholders. **Sample:** The study sample should be reflective of all relevant stakeholders taking into consideration the scope of the project and its evaluation as well as data saturation. All analysed data should be disaggregated by sex. The results shall address the crosscutting issues described above (including Covid-19).

6. Main deliverables

The Main Deliverables:

- Deliverable 1: Inception Report
- Deliverable 2: Draft evaluation report
- Deliverable 3: Stakeholder debrief, PowerPoint Presentation (PPP)
- Deliverable 4: Draft 2 evaluation report
- Deliverable 5: Comments log of how all comments were considered and taken on board by the evaluation team or not and why not.
- Deliverable 6: Final evaluation report with executive summary (report will be considered final after review by EVAL. Comments will have to be integrated).

1. Inception Report

The evaluator will draft an Inception Report, which should describe, provide reflection and fine-tuning of the following issues:

- a. Project background
- b. Purpose, scope and beneficiaries of the evaluation
- c. Evaluation criteria and questions
- d. Methodology and instruments
- e. Main deliverables
- f. Management arrangements and work plan

2. Final Report

The final version of the report will follow the below format and:

1. Title page
2. Table of Contents, including List of Appendices, Tables
3. List of Acronyms or Abbreviations
4. Executive Summary with methodology, key findings, conclusions and recommendations
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology and Evaluation Questions
8. Clearly identified findings along OECD/DAC criteria, substantiated with evidence
9. Key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
10. Clearly identified conclusions and recommendations that are linked to findings (identifying which stakeholders are responsible, priority of recommendations, and timeframe)
11. Lessons Learned per ILO template
12. Potential good practices per ILO template
13. Annexes (list of interviews, TORs, lessons learned and best practices in ILO EVAL templates, list of documents consulted, etc.) Annex: Different phases' log frames with results status, by phase.

The quality of the report will be assessed against the relevant EVAL Checklists. The deliverables will be submitted in the English language and structured according to the templates provided by the ILO.

7. Management arrangements and work plan (including timeframe)

1. Roles And Responsibilities

- a. *The External Evaluator is responsible for conducting the evaluation according to the terms of reference (ToR). He/she will:*
 - Review the ToR and prepare questions/ clarifications or suggestions of refinements to assessment questions during the inception phase;
 - Review project background materials (e.g., project document, progress reports, etc.);
 - Prepare an inception report including a matrix of evaluation questions, workplan and stakeholders to be covered;
 - Develop and implement the evaluation methodology (i.e., conduct interviews, review documents, etc.) to answer the evaluation questions;
 - Conduct preparatory consultations with the ILO REO prior to the evaluation mission;
 - Conduct online/ field research, interviews, as appropriate, and collect information according to the suggested format;
 - Present preliminary findings to the stakeholders;
 - Prepare an initial draft of the evaluation report with input from ILO specialists and constituents/stakeholders;
 - Conduct a briefing on the findings, conclusions and recommendation of the evaluation to ILO;

- Prepare the final report based on the ILO, donor and stakeholders' feedback obtained on the draft report.
- b. The ILO Evaluation Manager is responsible for:*
- Drafting the ToR;
 - Finalizing the ToR with input from colleagues;
 - Preparing a short list of candidates for submission to the Regional Evaluation Officer, ILO/ROAS and EVAL for final selection;
 - Hiring the consultant;
 - Providing the consultant with the project background materials;
 - Participating in preparatory consultations (briefing) prior to the assessment mission;
 - Assisting in the implementation of the evaluation methodology, as appropriate (i.e., participate in meetings, review documents);
 - Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluators (for the inception report and the final report);
 - Reviewing the final draft of the report;
 - Disseminating the final report to all the stakeholders;
 - Coordinating follow-up as necessary.
- c. The ILO REO⁵¹:*
- Providing support to the planning of the evaluation;
 - Approving selection of the evaluation consultant and final versions of the TOR;
 - Reviewing the draft and final evaluation report and submitting it to EVAL;
 - Disseminating the report as appropriate.
- d. The Project Coordinator is responsible for:*
- Reviewing the draft TOR and providing input, as necessary;
 - Providing project background materials, including studies, analytical papers, progress reports, tools, publications produced, and any relevant background notes;
 - Providing a list of stakeholders;
 - Reviewing and providing comments on the inception report;
 - Participating in the preparatory briefing prior to the evaluation missions;
 - Scheduling all meetings and interviews for the missions;
 - Ensuring necessary logistical arrangements for the missions;
 - Reviewing and providing comments on the initial draft report;
 - Participating in the debriefing on the findings, conclusions, and recommendations;
 - Making sure appropriate follow-up action is taken

2. Duration of Contract and Timeline for Delivery

The collaboration between ILO and the Consultant is expected to start in September/October and last until January 2023 with an estimate of 33 working days.

⁵¹ The REO is also the Evaluation Manager.

3. Evaluation Timeframe

Tasks	Number of Working days
Kick-off meeting	1
Desk review of documents related with projects	4
Drafting Inception report (including data collection tools)	4
Interviews	10
Debriefing of preliminary findings	1
Drafting report	8
Developing Second Draft	3
Integration of comments and finalization of the report	2
Total number of working days	33

4. Supervision

The evaluator will work under the direct supervision of the Evaluation Manager. The evaluator will be required to provide continuous updates on the progress of work and revert to the ILO with any challenges or bottlenecks for support. Coordination and follow-up with the evaluator will take place through e-mail or skype or any other digital communication mean.

8. Profile of the evaluation team

The evaluator(s)/evaluation team should have:

- An advanced degree in social sciences;
- Proven expertise on evaluation methods, labour markets, conflict issues and the ILO approach;
- Extensive experience in the evaluation of development interventions;
- Expertise in the Labour intensive modality, job creation projects, capacity building and skills development and other relevant subject matter;
- An understanding of the ILO's tripartite culture;
- Knowledge of Jordan, and the regional context;
- Full command of the English language (spoken and written) will be required.
- Command of the Arabic language would be an advantage.

The final selection of the evaluator will be approved by the Regional Evaluation Focal Point in the ILO ROAS.

9. Legal and ethical matters

- ❖ This independent evaluation will comply with ILO evaluation guidelines and UN Norms and Standards.

- ❖ These ToRs will be accompanied by the code of conduct for carrying out the evaluation “Code of conduct for evaluation in the ILO” (See attached documents).
- ❖ UNEG ethical guidelines will be followed throughout the independent evaluation.
- ❖ The consultant will not have any links to project management or any other conflict of interest that would interfere with the independence of the evaluation.

10. Payment Schedule:

Consultant’s fees of \$14,850 will be paid as per the below tables:

Qasem Newashi: total contract $20 \times 450 = 9000$

Share of Total	Amount (USD)	Criteria
30%	\$ 2,700	Upon submission of deliverable 1 (6 days)
40%	\$ 3,600	Upon submission of deliverable 2 and 3 (8 days)
30%	\$ 2,700	Upon submission of deliverables 4, 5, and 6 (6 days)

Jackie Avila: total contract amount $13 \times 450 = 5,850$

Share of Total	Amount (USD)	Criteria
30.8%	\$ 1,800	Upon submission of deliverable 1 (4 days)
38.4%	\$ 2,250	Upon submission of deliverable 2 and 3 (5 days)
30.8%	\$ 1,800	Upon submission of deliverables 4, 5, and 6 (4 days)

Travel and accommodation costs of \$300 will be paid upon submission of invoices.

Annex 1

Outcome 1.	Employment and job matching services facilitate Jordanian and Syrian job seekers' access to decent work opportunities in sectors exporting to the EU under the new trade agreement.
Output 1.1	Employment Service Officers and partners in the Labour Directorates benefit from capacity building, training and support to more efficiently match diverse job seekers with decent work
Activity 1.1.1	Train Employment Service Officers and partners in the Labour Directorates on effective employment service provision guided by ILO Employment Service Convention No 88 and core principles.
Activity 1.1.2	Train Employment Service Officers and partners in the Labour Directorates on gender responsive employment service delivery and employment services that meet the needs of workers with disabilities.
Activity 1.1.3	Facilitate the delivery of services, such as childcare, that enhance access to jobs for workers with family responsibilities.
Activity 1.1.4	Facilitate transportation for Syrian job seekers inside Zaatari
Output 1.2	Job vacancies are identified and clearly articulated to job seekers, in cooperation with interested employers
Activity 1.2.1	Identify current and anticipated labour needs and facilitate work permit requests initiated through the E-counselling system.
Activity 1.2.2	Conduct regular career guidance and support meetings between Employment Officers and job seekers, both face-to-face and through the E-counselling system
Activity 1.2.3	Conduct orientation and site visits for job seekers to familiarise themselves with working conditions and expectations at firms with job vacancies
Activity 1.2.4	Support employers to identify and articulate the skills required to fill job vacancies
Activity 1.2.5	ESC data collected, analysed and communicated in quarterly reports
Output 1.3	E-counselling system is rolled out and effectively utilized by employment service providers, job seekers and employers.
Activity 1.3.1	Launch awareness raising and information campaigns to sensitise beneficiaries on use of the E-counselling system.
Activity 1.3.2	Building the capacity of a sustainable national party for collecting and analysing RoO related data/information, for advocacy and addressing challenges purposes
Activity 1.3.3	Maintain and upgrade the system during the project towards integrating with national systems
Outcome 2.	Decent work principles are monitored and promoted in enterprises authorised to benefit from the EU's relaxed RoO.

Output 2.1	BWJ delivers its core services to eligible enterprises (in the garment, chemicals, engineering and plastics sectors).
Activity 2.1.1	Conduct annual Better Work assessments in eligible factories.
Activity 2.1.2	Provide Better Work advisory services to eligible factories.
Activity 2.1.3	Deliver training to workers, supervisors and managers from eligible factories.
Activity 2.1.4	Customise training materials for the non-garment sectors, particularly the modules on Occupational Safety and Health (OSH).
Activity 2.1.5	Organize industry seminars on relevant topics, including occupational safety and health, contracts, HR practices, gender, non-discrimination, social dialogue and labour law.
Output 2.2	Compliance data are regularly reported and shared with national and international stakeholders to inform policy discussions.
Activity 2.2.1	Publish annual reports presenting compliance findings.
Activity 2.2.2	Conduct Annual Stakeholders' Forum in Amman to bring together representatives from the public and private sectors.
Activity 2.2.3	Regularly update the Transparency Portal and publish a report on public reporting.
Activity 2.2.4	Establish one Project Advisory Committee (PAC) for the non-garment sectors (plastics, chemicals and engineering) and host regular meetings.
Activity 2.2.5	Identify a sustainability plan to share compliance data possibly with BW unit and to inform policy discussions (3-E-5)
Output 2.3	A comprehensive capacity building programme between BWJ and the Ministry of Labour (MoL) is implemented.
Activity 2.3.1	Conduct joint enterprise visits, including assessments, with Labour Inspectors.
Activity 2.3.2	Continue the secondment programme for Labour Inspectors, with a focus on knowledge transfer from BWJ to the MoL.
Activity 2.3.3	Design training plan for labour inspectors based on the competency profile (3-B) and deliver training to labour inspectors (3-E-6)
Activity 2.3.4	Support the MoL in conducting evaluation of labour inspectors in a transparent manner
Activity 2.3.5	Support LABADMIN/ILO to implement the Strategic Compliance Plan (SCP) in Jordan and share compliance data for the garment sector.
Activity 2.3.6	Upgrade e-inspection system and train inspectors on the system (4-A)
Activity 2.3.7	Pilot QA/QC tool to ensure the performance of labour inspections (3-E-5)
Activity 2.3.8	Support MoL in customizing the inspection tool in one additional sector upon the agreement among MoL/ EU/ ILO

Annex B Evaluation Design Matrix

Evaluation Question Matrix (EQM): - Final Independent Evaluation for the EU-ILO collaboration in the monitoring of labor aspects in the implementation of the EU's rules of origin initiative for Jordan – Phase II”

Question/Sub Question (if any)	Measure(s) or indicator(s)	Data sources	Data collection method	Stakeholders /Informants	Analysis and assessment
Relevance and strategic fit					
<p>27. To what extent did the project approach fit in the context of the on-going crisis in Jordan?</p> <p>a. Were the problems and needs adequately analyzed?</p> <p>b. Was gender prioritized during the project development?</p>	<ul style="list-style-type: none"> • The extent that the project identified current and anticipated labor needs and facilitate work permit requests. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • MOL • MOITS • Trade Unions • Factory Managers 	<ul style="list-style-type: none"> • Content Analysis
<p>28. To what extent were the project's objectives aligned with the framework of the ILO Decent Work Country Project of Jordan (2018-2022), the ILO's Project and Budget (P&B) 2018-19, and the SDGs?</p> <p>a. Did the project maximize synergies and improve</p>	<ul style="list-style-type: none"> • Project objectives, theory of change, and activities support ILO Decent Work Country Project of Jordan (2018-2022), the ILO's Project and 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection Project documents 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews • Comparison of Project objectives and the ILO Jordan Decent Work Country Framework (2018-2022) 	<ul style="list-style-type: none"> • ILO project team 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis

<p>collaboration with new or existing actors? b. Has there been any duplication of efforts/resources?</p>	<p>Budget (P&B) 2018-19, and the SDGs.</p>				
<p>29. To what extent did the project's objectives respond to the priorities of the donor (EU) in Jordan??</p>	<ul style="list-style-type: none"> • Objectives, theory of change, and activities of the project respond to donor priorities. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant 	<ul style="list-style-type: none"> • ILO project team 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis

Validity of Design					
<p>30. To what extent did the project respond to the needs of Jordanian and Syrian job seekers as well as employers?</p> <p>a. To what extent did the project focus on the job seekers and identify the opportunities that can best shape their future?</p> <p>b. Were there differences in needs and demands at the regional level (north, middle, and south of Jordan)? Were these differences considered during the project design?</p> <p>c. To what extent did the project focus on factories and provide opportunities for their development and expansion?</p>	<ul style="list-style-type: none"> • The project provides stakeholders (including officers, factories, and job seekers) with knowledge and skills to better match job seekers with right opportunities and reflect accurate needs from the employers' side. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews • FDG/SGD 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • MOL • MOITS • Trade Unions • Factory Managers 	<ul style="list-style-type: none"> • Thematic Analysis • Triangulation based on different data sources
<p>31. Were the project's strategies and structures coherent and logical?</p> <p>a. Were the project's assumptions</p>	<ul style="list-style-type: none"> • Project strategies, theory of change, and activities 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • MOL • MOITS • Trade Unions 	<ul style="list-style-type: none"> • Content Analysis • Comparison with standard and best practices

<p>and targets realistic?</p> <p>b. Did the project undergo risk analyses and design readjustments when necessary?</p> <p>c. To what extent did the project design take into account:</p> <ul style="list-style-type: none"> – Gender equality – Non-discrimination concerns relevant to the project context – Inclusion of people with disabilities, – Environmental sustainability, International Labour Standards and social dialogue? 	<p>s coherent and best choices to achieve the project objectives</p> <ul style="list-style-type: none"> • Extent of logical correlations between the objective, outcomes, and outputs 		<p>Interviews</p> <ul style="list-style-type: none"> • FDG/SGD 	<ul style="list-style-type: none"> • Factory Managers 	<ul style="list-style-type: none"> • Thematic Analysis
<p>32. Considering the evolving situation in Jordan, has the target selection remain valid throughout the project lifecycle?</p>	<ul style="list-style-type: none"> • The priorities identified remain the same. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • MOL • MOITS • Trade Unions 	<ul style="list-style-type: none"> • Thematic Analysis • Triangulation based on different data sources
<p>33. How were the recommendations, results and lessons learned</p>	<ul style="list-style-type: none"> • Objectives and strategy of the project 	<ul style="list-style-type: none"> • Project documents • Primary Data 	<ul style="list-style-type: none"> • Desk review • Key Informant 	<ul style="list-style-type: none"> • ILO project team 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis

<p>from the Phase I incorporated into the design of the second phase?</p>	<p>adjusted /re-steered based on the results of phase one.</p>	<p>Collecti on</p>			<ul style="list-style-type: none"> • Triangulation based on different data sources
<p>Efficiency</p>					
<p>34. How efficient were the coordination efforts between the MOL, MoITS, JCI, and the stakeholders including the employers' representatives, the private sector employers (targeted individual enterprises authorized under the simplified RoO and employer associations), the Trade Unions (both garment sector and non-garment sectors unions) and the partner agencies?</p>	<ul style="list-style-type: none"> • Project management and strategy • Lines of Communication • Frequency of meetings 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews • FDG/SGD 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • MOL • MOITS • Trade Unions • Factory Managers 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis
<p>35. To what extent has the project been on track for achieving the assigned milestones in a timely manner? a. What were the factors that contributed to any delays? b. How can they be mitigated in</p>	<ul style="list-style-type: none"> • Project management and strategy. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews • FDG/SGD 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • MOL • MOITS • Trade Unions • Factory Managers 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis

the future phases?					
<p>36. To what extent has each of the following activities contributed to reaching the objectives?</p> <ul style="list-style-type: none"> - Train the employment officers - E-Counselling platform for both job seekers and employers - Job placement and referral - Annual Buyers' Forum - Building the capacity of the Labor Inspectors - Monitoring compliance with decent work 	<ul style="list-style-type: none"> • Project objectives and targets. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews • FDG/SGD 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • Labour Inspectors • MOL • MOITS • Trade Unions 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis • Triangulation based on different data sources
<p>37. How efficient was the E-Counselling platform?</p> <p>a. How many job seekers/employers/job posts registered in the E-Counselling platform/change per month?</p> <p>b. What the time of the year was most popular for registration in the E-</p>	<ul style="list-style-type: none"> • Collection of statistics from the E-Counselling platform • Online Engagement on E-Counselling platform • Demographics of job seekers • Profile of registered employers • Amount of time spent by the jobseekers and employees on the platform 	<ul style="list-style-type: none"> • E-Counseling platform • Monitoring Data • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews • FDG/SGD 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • Jobseekers 	<ul style="list-style-type: none"> • Content Analysis

<p>Counselling platform among job seekers and employers? Did the registration rate change over time?</p> <p>c. Which segments of the population were most attracted by the E-Counselling platform?</p> <p>d. For how long and how often did people watch and interact with the content?</p> <p>e. How positive was the people's experience?</p> <p>f. Has the content created a change in thoughts or knowledge?</p> <p>g. To what extent was the content new to the audiences?</p>	<ul style="list-style-type: none"> • Feedback: Likes, Dislikes, Shares, and Comments. • New knowledge, topics, ideas, values obtained from the E-Platform 				
Effectiveness					
<p>38. To what extent has the project achieved its objectives in delivering its key services to the job seekers including women, persons with disabilities (PWD),</p>	<ul style="list-style-type: none"> • Extent Key services delivered on time and as expected • Distribution of Jordanians and Syrians among 	<ul style="list-style-type: none"> • Project documents • Monitoring data • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • Jobseekers 	<ul style="list-style-type: none"> • Thematic Analysis • Triangulation based on different data sources

<p>Jordanians and Syrians?</p> <p>a. What are the factors that most positively contributed or most adversely affected the expected output, outcomes, and the project's achievements?</p> <p>b. To what extent have Employment and job matching services facilitated the access of Jordanian and Syrian job seekers to decent work opportunities in sectors exporting to the EU under the new trade Agreement?</p> <p>c. To what extent have Decent Work Principles been monitored and promoted in enterprises authorized to benefit from the EU's relaxed Rules of Origin (RoO)?</p>	<p>workers in factories</p>		<ul style="list-style-type: none"> • FDG/S GD 	<ul style="list-style-type: none"> • Labour Inspectors 	
<p>39. How effective was the coordination</p>	<ul style="list-style-type: none"> • Level of Collaboration 	<ul style="list-style-type: none"> • Project documents 	<ul style="list-style-type: none"> • Desk review 	<ul style="list-style-type: none"> • ILO project team 	<ul style="list-style-type: none"> • Content Analysis

<p>with the different stakeholders in supporting the project's objectives?</p>	<p>among ILO staff, MoL, MOITS</p>	<ul style="list-style-type: none"> • Primary Data Collection 	<ul style="list-style-type: none"> • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ESC Consultant and staff • MOL • MOITS • Trade Unions • Labour Inspectors • Factory Managers • JIC 	<ul style="list-style-type: none"> • Thematic Analysis
<p>40. How did the outputs and outcomes contribute to ILO's mainstream strategies including gender equality, social dialogue, and labor standards? a. What positive or negative unintended outcomes can be identified?</p>	<ul style="list-style-type: none"> • Project objectives and targets. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • MOL • MOITS • Trade Unions • Labour Inspectors • Factory Managers • JIC 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis
<p>Mitigation of Covid-19</p>					
<p>41. To what extent did the ILO project adapt to provide a timely and relevant response to constituents' needs and priorities in the COVID-19 context? a. Were the project risk</p>	<ul style="list-style-type: none"> • Project management and strategy. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • MOL • MOITS • Trade Unions • Labour Inspectors • Factory 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis • Triangulation based on different data sources

<p>assumptions and mitigation steps sufficient to cover the COVID-19 related implications on the project?</p> <p>b. Were all set targets, outputs, and outcomes achieved according to plan?</p> <p>c. Did the pandemic (COVID-19) have any consequences on the achievements of results?</p>				Managers	
<p>42. Has the project fostered ILO constituents' active involvement through social dialogue in articulating, implementing, and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work?</p>	<ul style="list-style-type: none"> • Project management and strategy. • Level of Collaboration 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • MOL • MOITS • Trade Unions • Labour Inspectors • Factory Managers 	<ul style="list-style-type: none"> • Thematic Analysis

<p>43. The project aimed at creating social dialogue during COVID-19, to what extent did this action contribute to anchor effective COVID-19 policy responses?</p> <p>a. What are the significant changes observed?</p>	<ul style="list-style-type: none"> • Project objectives and targets. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • MOL • MOITS • Trade Unions • Labour Inspectors • Factory Managers 	<ul style="list-style-type: none"> • Thematic Analysis
<p>44. To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner?</p> <p>a. Does the leveraging of resources take into account the sustainability of results?</p> <p>b. Were resources utilized efficiently to reach the project's objectives?</p>	<ul style="list-style-type: none"> • Project management and strategy. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • MOL • MOITS • Trade Unions • Labour Inspectors • Factory Managers 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis • Triangulation based on different data sources
<p>Impact orientation</p>					
<p>45. To what extent has the project contributed to the increase in commitment of key project stakeholders to</p>	<ul style="list-style-type: none"> • Project objectives and targets. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • MOL 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis

<p>the goal of facilitating employment and job-matching services and supported decent work opportunities and has inclusive economic growth in Jordan?</p> <p>a. Are the set of skills generated support better job matching for participants, including women?</p> <p>b. To what extent are beneficiaries able to secure longer-term jobs and sustainable sources of livelihood?</p> <p>c. To what extent are employers offering Decent Work opportunities and conditions in their enterprises?</p>			<p>Interviews</p> <ul style="list-style-type: none"> • FDG/SDG 	<ul style="list-style-type: none"> • MOITS • Trade Unions • Labour Inspectors • Factory Managers • Jobseekers • JIC 	
<p>46. To what extent has the project contributed to strengthening capacities of its national partners (i.e., MOL, MoITS, JCI) so they can better serve the needs of the</p>	<ul style="list-style-type: none"> • The project partners are in a position to effectively work on the project theme beyond the project life. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews • FDG/SDG 	<ul style="list-style-type: none"> • ILO project team • ESC Consultant and staff • MOL • MOITS • Trade Unions 	<ul style="list-style-type: none"> • Thematic Analysis

communities (job seekers, factories)?				<ul style="list-style-type: none"> • Labour Inspectors • Factory Managers • Jobseekers • JIC 	
47. What was the impact of the project on improving working conditions in participating factories?	<ul style="list-style-type: none"> • Project objectives and targets. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • MOL • MOITS • Trade Unions • Labour Inspectors • Factory Managers 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis
Sustainability					
48. To what extent will the national institutions and implementing partners be willing and/or able to continue the project results without external funding or support? a. What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project? b. To what extent have the	<ul style="list-style-type: none"> • The project partners are in a position to effectively work on the project theme beyond the project life. • The partnerships with sustainability potential 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • MOL • MOITS • Trade Unions • Labour Inspectors • Factory Managers • JIC 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis

stakeholders taken ownership of the program?					
<p>49. Has an effective and realistic exit strategy been developed and implemented?</p> <p>a. Are the results achieved by the project so far likely to be sustainable in terms of</p> <ul style="list-style-type: none"> – Financial sustainability of beneficiaries (both males and females), – Capabilities, mandate, and commitment of stakeholders. 	<ul style="list-style-type: none"> • Project objectives and targets. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • MOL • MOITS 	<ul style="list-style-type: none"> • Thematic Analysis • Triangulation based on different data sources
<p>50. To what extent can the current political situation impact the sustainability of the project benefit?</p> <p>a. Will there be a continuation of the EU-Jordan Agreement on the relaxation of the rules of origin (RoO)?</p>	<ul style="list-style-type: none"> • Changes in legislation 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • MOL • MOITS • Trade Union • JIC 	<ul style="list-style-type: none"> • Content Analysis • Thematic Analysis
<p>51. In your opinion, how will the dissolution of</p>	<ul style="list-style-type: none"> • Opinion with justification 	<ul style="list-style-type: none"> • Project documents 	<ul style="list-style-type: none"> • Desk review 	<ul style="list-style-type: none"> • ILO project team 	<ul style="list-style-type: none"> •

<p>the Ministry of Labour planned under the Jordanian Government's modernization of its public service, affect the sustainability of the project?</p>		<ul style="list-style-type: none"> • Primary Data Collection 	<ul style="list-style-type: none"> • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • MOL • MOITS • Trade Union • JIC 	
Effectiveness of management arrangements					
<p>52. How effective was the management arrangement in contributing to the achievements of the project?</p> <p>a. Was the division of work/tasks within the project's teams fair and manageable by the members?</p> <p>b. Has the use of local skills been effective to the ILO learning processes and empowering national and local institutions and communities ?</p> <p>c. How open and effective were the communication lines between the different</p>	<ul style="list-style-type: none"> • Project management and strategy. 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • MOL • MOITS • Trade Unions • Labour Inspectors • Factory Managers 	<ul style="list-style-type: none"> • Thematic Analysis • Triangulation based on different data sources

<p>institutions and stakeholders including the project's teams, the regional office, and the responsible technical department at headquarters ?</p> <p>d. To what extent did the project coordinate with the relevant constituents working on the RoO to avoid any duplication?</p> <p>e. Has the project received adequate technical and administrative support/response from the ILO backstopping units?</p>					
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Challenges, Lessons learned and Specific Recommendations

<p>53. What were the main challenges identified?</p>	<ul style="list-style-type: none"> • Project management team and partners 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • MOL • MOITS • Trade Unions • Labour Inspectors • Factory Managers 	<ul style="list-style-type: none"> • Thematic Analysis • Triangulation based on different data sources
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				•JIC	
<p>54. What good practices can be learned from the implementation of the project and are scalable in similar future projects?</p> <ul style="list-style-type: none"> • Train the employment officers • E-Counselling platform • Job placement and referral • Annual Buyers' Forum • Building the capacity of the Labor Inspectors • Monitoring compliance with decent work 	<ul style="list-style-type: none"> • Project management team and partners 	<ul style="list-style-type: none"> • Project documents • Primary Data Collection 	<ul style="list-style-type: none"> • Desk review • Key Informant • Semi-structured Interviews 	<ul style="list-style-type: none"> • ILO project team • MOL • MOITS • Trade Unions • Labour Inspectors • Factory Managers • JIC • 	<ul style="list-style-type: none"> • Thematic Analysis • Triangulation based on different data sources

Annex C

Documents reviewed, and Internet sites visited.

ILO Evaluation Policy Documents, Resources, Guidelines and Templates

- ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd ed. 2017:
https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm
- Evaluation Guidelines:
https://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang--en/index.htm
- Evaluation Policy: https://www.ilo.org/eval/Evaluationreports/WCMS_603265/lang--en/index.htm
- Code of Conduct form for Evaluation Teams:
<http://www.ilo.org/legacy/english/edmas/eval/template-code-of-conduct.doc>
- Gender Checklist: http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
- Stakeholder engagement Checklist:
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
- Inception report Checklist:
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- Evaluation title page Template:
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- Good practices Template: <http://www.ilo.org/legacy/english/edmas/eval/template-goodpractice.doc>
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- ILO and MOL Better Work Assess Access to Child Care Services and Facilities for Jordanian And Syrian Garment Workers in Al-Hassan Industrial Estate / Irbid November 2022.
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- Jordan National Employment Platform <https://sajjil.gov.jo/>

Annex D

List of Participants in the Evaluation

	Name	Sex	Organization	Designation	Mode of Interview
1	Malik	Male	Ministry of Labour (MoL)	Head of Better Work unit	In person
2	Eman Abdallat	Female	Ministry of Labour (MoL)	Head of OSH section and EU committee member	In person
3	Haitham al Najdawi	Male	Ministry of Labour (MoL)	Head of inspection unit	In person
4	Ahmad Abu Alfilat	Male	Ministry of Labour (MoL)	Labour Inspector - Better Work champion	In person
5	Maha	Female	Ministry of Labour (MoL)	Labour Inspector - Better Work champion	In person
6	Nisreen Alkhaddam	Female	Ministry of Labour (MoL)	Labour Inspector - EU committee member	In person
7	Aktham Albdour	Male	Ministry of Labour (MoL)	Labour Inspector -Inspector in Aqaba	In person
8	Jumana Kayyali	Female	Ministry of Industry and Trade (MoIT)	Head of Industrial Development Department	In person
9	Laith Almanaser	Male	Ministry of Industry and Trade (MoIT)	Employee at RoO Dept.	In person
10	Hala Al Tamimi	Female	Ministry of Industry and Trade (MoIT)	Head of RoO Dept.	In person
11	Ahmad All-Bis	Male	Jordan Chamber of Industry	Chemical sector Representative	In person
12	Alaa Abu Khazneh	Male	Jordan Chamber of Industry	Plastic sector representative	In person
13	Omar Alqarioti	Male	Jordan Exports	CEO	In person
14	Khalid Al-Zyood	Male	Petrochemical Trade Union	President	In person
15	Fathallah Al Omrani	Male	General Trade Union of Workers in Textile, Garment and Clothing	President	In person
16	Ahlam Terawi	Female	General Trade Union of Workers in Textile, Garment and Clothing	Irbid representative	In person
17	Sanil Kumar	Male	Jerash Garments and Fashions Mfg. Co. Ltd. (Unit 1 & 3)	Factory Manager	In person
18	Duhail	Male	Needle Craft for Clothing Industry	Factory Manager	In person
19	Sadam Obaidat	Male	Sigma Detergent Industry	Factory Manager	In person
20	Majd Kanakir	Male	Winner International Plastic Industries Co.	Factory Manager	In person
21	Majid Habashneh	Male	National Employment and Training (NET)	President	In person
22	NET Consultant	Male	National Employment and Training (NET)	NET Consultant	In person
23	NET Financial Manager	Male	National Employment and Training (NET)	NET Financial Manager	In person
24	Mazen Ma'aytah	Male	General Federation of Jordanian Trade Unions	President	In person
25	Malik Almaaitah	Male	General Federation of Jordanian Trade Unions	Planning and OD Lead	In person
26	Therese El Shami	Female	Amideast	ALC Program Manager	In person
27	Nour Alrasheed	Female	Amideast	Country director	In person
28	David Lazaro	Male	Amideast	Senior Manager for Training and Partnerships	In person
29	Tareq Abu Qaoud	Male	ILO Better Work	Programme Manager, BETTERWORK	Zoom
30	Nada Qaddoura	Female	ILO Better Work	National Project Coordinator, Labour Inspection	Zoom
31	Muna Ali	Female	ILO Better Work	Enterprise Advisor	Zoom
32	Rand Alaaraj	Female	ILO Better Work	Enterprise Advisor	Zoom
33	Qais Qatamin	Male	ILO Response to the Syrian Refugee Crisis	Chief Technical Advisor (CTA) Outcome 2	Zoom
34	Khaled Al-Qudah	Male	ILO Response to the Syrian Refugee Crisis	National Project Officer	Zoom
35	Lina Alkrimeen	Female	ILO Response to the Syrian Refugee Crisis	Monitoring and Reporting Officer	Zoom
36	Vitali El Dani	Male	ILO ROAS Regional Programming Unit (RPU)	Programme Officer	Zoom
37	Thair Shraideh	Male	UNDP Sudan	Deputy Resident Representative (Past CTA Outcome 1)	Zoom
38	Rodrigo Romero Van Cutsem	Male	Delegation of the European Union to the Hashemite Kingdom of Jordan	Trade and Private Sector Development	Zoom
39	Natalie Bavitch	Female	ILO ROAS	UN Coherence and Partnerships Officer	No Response
40	Oktavianto Pasaribu	Male	ILO ROAS	Chief of Regional Programming Service Unit	No Response
41	Tariq Haq	Male	ILO ROAS	Senior Employment Policy Specialist,	No Response
42	Frida Khan	Female	ILO Jordan	ILO Country Coordinator Jordan and Gender Specialist	No Response
45	ESC Officers	Male	5 persons		In person
46	ESC Officers	Female	3 persons		In person
43	Male Jobseekers	Male	10 persons		Telephone or
44	Female Jobseekers	Female	6 persons		In person

List of Qualitative Interview Guide

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13.1 Tool 1: Key Informants: Project Management Team of ILO and Better Work

Section 1: Basic Information:

Interviewee Name

Interviewee Position:

Area of Work/Nature of Work:

Location:

Time starts:

Time End:

Language of Interview

Section 2: Welcoming and Informal Consent Form

- My name is I work with the ILO on a study on the final evaluation of the EU-ILO collaboration project.
- Thank you for agreeing to participate in this discussion. We would like to understand the results, challenges, and good practices of the project. Your experience and opinion about the project are especially important to our study since it will inform ILO and the stakeholders how similar programs can be developed; what seem to work and bring good results to the beneficiaries and can improve the working conditions of Jordanians and Syrians in our country. Please be assured that the information you provide will remain anonymous and confidential. No one will be able to recognize your answer. The information will be used only in an aggregated manner and only for the purpose of analysis in this study, generating findings and recommendations. Your response will be discussed with my Evaluator colleague only and it will not be able to identify any informant in our Evaluation Report.

Section 3: Guiding Questions

EQM	Guiding Questions
Introduction	
Thank you for agreeing to be interviewed and for your time.	
1. Please describe your role on the Project? <ol style="list-style-type: none">When did you start working on the project?Were you working on activities from Outcome 1 or Outcome 2?Who were your collaborators?Did you have direct contact with the beneficiaries? Which ones?	

<p>Relevance and strategic fit</p> <ol style="list-style-type: none"> 1. To what extent did the project approach fit in the context of the on-going crisis in Jordan? <ol style="list-style-type: none"> a. Were the problems and needs adequately analyzed? b. Was gender prioritized? 2. To what extent were the project’s objectives aligned with the framework of the ILO Decent Work Country Project of Jordan (2018-2022), the ILO’s Project and Budget (P&B) 2018-19, and the SDGs? <ol style="list-style-type: none"> a. Did the project maximize synergies and improve collaboration with new or existing actors? b. Has there been a duplication of efforts/resources? 3. To what extent did project’s objectives respond to the priorities of the donor (EU) in Jordan?? 	<ol style="list-style-type: none"> 1. To what extent do you find that this project serves a purpose in the on-going Syria crisis and in support the Jordanian government? 2. To what extent were the project’s objectives aligned with the framework of the ILO Decent Work Country Project of Jordan (2018-2022), the ILO’s Project and Budget (P&B) 2018-19, and the SDGs? 3. Has the project help generate decent work opportunities for Jordanians and Syrians workers? <ol style="list-style-type: none"> i. Has it facilitated the EU’s Trade-for-Development Measures to Support Inclusive Economic Growth in Jordan? 4. In your opinion, is this project responding to the priorities of the EU in Jordan? <ol style="list-style-type: none"> i. If not, whose priorities is the project responding to?
<p>Validity of Design</p> <ol style="list-style-type: none"> 1. Were the project’s strategies and structures coherent and logical? <ol style="list-style-type: none"> a. Were the project’s assumptions and targets realistic? b. Did the project undergo risk analyses and design readjustments when necessary? c. To what extent did the project design take into account: <ul style="list-style-type: none"> – Specific gender equality – Non- discrimination concerns relevant to the project context – Inclusion of people with disabilities, – Environnemental sustainability, ILS and social dialogue? 2. Did the target selection remain valid throughout the project lifecycle considering the evolving situation in the country? 3. How were the recommendations, results and lessons learned from the Phase I incorporated into the design of the second phase? 	<ol style="list-style-type: none"> 1. Did you participate in the project design and planning phase? 2. Do you find that the design of this project is unique, or has it borrowed from other ILO projects in Jordan? <ol style="list-style-type: none"> i. If unique, what are the innovation compared to other ILO projects regarding supplying decent work opportunities in Jordan? ii. In your opinion, was there duplication of efforts? Could this project have piggybacked on other existing projects? iii. To what extent has gender equality, inclusivity (disabled persons), non-discrimination concerns; consideration for the program sustainability been taken account in the development of Phase II of the program? iv. Were the lessons learnt from Phase I considered? In your opinion, are the lessons in Phase I still relevant to the evolving situation in the country? 3. Looking back, to what extent do you think the assumptions embedded in the Project’s design are valid? For example, did the project activities (partnerships, knowledge outputs etc.) lead to the planned outcomes and impact?

	<p>4. Do you have any suggestions and recommendations regarding the design and development of the project?</p> <p>i. What could have been done differently and why?</p>
<p>Effectiveness of Management Arrangement</p> <p>55. How effective was the management arrangement in contributing to the achievements of the project?</p> <p>a. Was the division of work/tasks within the project’s teams fair and manageable by the members?</p> <p>b. Has the use of local skills been effective to the ILO learning processes and empowering national and local institutions and communities?</p> <p>c. How open and effective were the communication lines between the different institutions and stakeholders including the project’s teams, the regional office, and the responsible technical department at headquarters?</p> <p>d. To what extent did the project coordinate with the relevant constituents working on the RoO to avoid any duplication?</p> <p>e. Has the project received adequate technical and administrative support/response from the ILO backstopping units?</p>	<p>1. How open and effective were the communication lines between the different institutions and stakeholders including the project’s teams, the regional office, and the responsible technical department at headquarters?</p> <p>i. In particular, how did Better Work and the ILO staff coordinate their efforts?</p> <p>ii. How was the relationship between MOL, BWJ and ILO?</p> <p>iii. Were the lines of communication effective?</p> <p>2. Has the project received adequate technical and administrative support/response from the ILO backstopping units?</p>
<p>Mitigation of Covid-19</p> <p>1. To what extent did the ILO project adapt to provide a timely and relevant response to constituents’ needs and priorities in the COVID-19 context?</p> <p>a. Were the project risk assumptions and mitigation steps sufficient to cover the COVID-19 related implications on the project?</p> <p>b. Were all set targets, outputs, and outcomes achieved according to plan?</p> <p>c. Did the pandemic (COVID-19) have any consequences on the achievements of results?</p> <p>2. Has the project fostered ILO constituents’ active involvement through social dialogue in articulating, implementing, and</p>	<p>1. Covid-19 has caused disruptions everywhere in the world. To what extent has this project suffered?</p> <p>I. In your opinion, which outcomes have not been met fully as a result of the disruption?</p> <p>II. Were the measures taken appropriate?</p> <p>- Were all resources taped?</p> <p>- Were all stakeholders and partners consulted to find solutions?</p> <p>2. Has the project fostered ILO constituents’ active involvement through social dialogue in articulating, implementing, and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work?</p>

<p>sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work?</p> <ol style="list-style-type: none"> 3. The project aimed at creating social dialogue during COVID-19, to what extent did this action contribute to anchor effective COVID-19 policy responses? <ol style="list-style-type: none"> a. What are the significant changes observed? 4. To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? <ol style="list-style-type: none"> a. Does the leveraging of resources take into account the sustainability of results? b. Were resources utilized efficiently to reach the project's objectives? 	<ol style="list-style-type: none"> 3. The project aimed at creating social dialogue during COVID-19, to what extent did this action contribute to anchor effective COVID-19 policy responses? <ol style="list-style-type: none"> I. Has COVID-19 affected your partnership agreement on this project? 4. The pandemic was a first time and unique situation in history; in hindsight what other measures could have been taken?
<p>Impact orientation</p> <ol style="list-style-type: none"> 1. To what extent has the project contributed to the increase in commitment of key project stakeholders to the goal of facilitating employment and job-matching services in otherwise to support decent work opportunities and inclusive economic growth in Jordan? <ol style="list-style-type: none"> a. Are the set of skills generated support better job matching for participants, including women? b. To what extent are beneficiaries able to secure longer-term jobs and sustainable sources of livelihood? c. To what extent are employers offering Decent Work opportunities and conditions in their enterprises? 2. To what extent has the project contributed to strengthening capacities of its national partners (i.e., MOL, MoITS, JCI) so they can better serve the needs of the communities (job seekers, factories)? 3. What was the impact of the project on improving working conditions in participating factories? 	<p>Outcome 1:</p> <ol style="list-style-type: none"> 1. Has this project motivated the key stakeholders including the Ministry of Labour, the factories in facilitating employment and job-matching services to support decent work opportunities and inclusive economic growth in Jordan? 2. Do the people who have been trained under this project have the skills the jobs in factories? <ol style="list-style-type: none"> I. Are women and men and women equally able to take the job? II. To what extent do you think those jobs will be long-term positions? 3. What do you think of the E-Counselling platform developed by ILO? <ol style="list-style-type: none"> I. Was it a success? If yes, in what ways? II. Is it better or as good as person-to-person counselling and coaching? III. In your opinion, can the platform be improved or should be improved? If yes, in what ways? <p>Outcome 2:</p> <ol style="list-style-type: none"> 4. Futurology a private company has provided training for trainers on Decent work conditions. How likely in your opinion will such training sustain the EU-ILO objective for Decent work?
<p>Efficiency</p> <ol style="list-style-type: none"> 1. How efficient were the coordination efforts between the MOL, MoITS, JCI, and stakeholders including employers' 	<ol style="list-style-type: none"> I. In your opinion, how efficient is the Project at utilizing its resources to deliver results? <ol style="list-style-type: none"> I. Was the project cost-effective, in your view?

<p>representatives, the private sector employers (targeted individual enterprises authorized under the simplified RoO and employer associations), Trade Union (General Federation of Jordanian Trade Unions, both garment sector and non-garment sectors unions) and partner agencies?</p> <ol style="list-style-type: none"> 2. To what extent has the project been on track in terms of timely achieving the assigned milestones? <ol style="list-style-type: none"> a. If not, what factors contributed to the delays? b. How can they be mitigated in the future phases? 3. To what extent has each of the following activities contributed to reaching the objectives: <ol style="list-style-type: none"> 1. Train the employment officers 2. E-Counselling platform for both job seekers and employers 3. Job placement and referral 4. Annual Buyers' Forum 5. Building the capacity of the Labor Inspectors 6. Monitoring compliance with decent work. 4. How efficient was the E-Counselling platform? How many job seekers/employers/job posts did register in the E-Counselling platform/change per month? <ol style="list-style-type: none"> h. How many job seekers/employers/job posts did register in the E-Counselling platform/change per month? i. What is the time of the year that observes the highest registration rate among job seekers/employers in the E-Counselling platform/change per time? j. Who are the audiences? (demographics of job seekers and employers) k. For how long/how often people watched/interacted with the content? (Review time) l. Did people have a positive experience? (What is their feedback? Likes, Dislikes, Shares, and Comments). m. Has the content created a change in thoughts or knowledge? 	<ol style="list-style-type: none"> II. Were there enough resources to deliver objectives in the Project? 2. To what extent did the project remain on track in terms of achieving its milestones on time? <ol style="list-style-type: none"> I. Were there delays? If yes, why? II. How did the project overcome these delays? 3. In your opinion, what are the most efficient activities that contributed to reaching the project objectives? (Probe: Train the employment officers - E-Counselling platform for both job seekers and employers - Job placement and referral - Annual Buyers' Forum - Building the capacity of the Labor Inspectors - Monitoring compliance with decent work)
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<ul style="list-style-type: none"> n. Did the audiences learn something that they have not previously considered (i.e., new knowledge, topic, ideas, values)? o. Was the content an enjoyable experience? p. Does the content don't exist before? 	
<p>Effectiveness</p> <ol style="list-style-type: none"> 1. To what extent the project has achieved its objectives in delivering its key services to target beneficiaries including job seekers, women, persons with disabilities (PWD), non-Jordanians? <ol style="list-style-type: none"> a. What are the factors that positively contributed to and/or adversely affected the expected output, outcomes, and the project's achievements? b. To what extent have Employment and job matching services facilitated Jordanian and Syrian job seekers' access to decent work opportunities in sectors exporting to the EU under the new trade Agreement? c. To what extent have Decent Work Principles been monitored and promoted in enterprises authorized to benefit from the EU's relaxed Rules of Origin (RoO)? 2. How well did the project implementation take into account the needs and expectations of women? 3. How effective was the coordination with the different stakeholders in supporting the project's objectives? 4. How did the outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, and labor standards? <ol style="list-style-type: none"> a. What positive or negative unintended outcomes can be identified? 	<ol style="list-style-type: none"> 1. In your view, was the Project able to achieve its objectives? <ol style="list-style-type: none"> I. What do you see as successes? II. What do you see as areas that were not successful? 2. Do you think the Project effectively identified leverage points and its prioritized activities? 3. In your opinion, to what extent and how is the RoO exemption granted by the EU for access to its market benefiting the businesses of the target factories in the project? 4. What were the obstacles encountered during implementation? <ol style="list-style-type: none"> I. How did the Project respond to these? 5. Have you received any direct or indirect feedback about the Project's work and its execution from your partners? <ol style="list-style-type: none"> I. Was this done in a formal manner and on a regular basis?
<p>Sustainability</p> <ol style="list-style-type: none"> 1. To what extent will national institutions and implementing partners be willing/able to continue the project results without external funding or support? 	<p>Phase II of this project will soon come to an end.</p> <ol style="list-style-type: none"> 1. In your opinion, will the Ministry of Labour commit itself to continue the activities of the project? If yes which ones? <ol style="list-style-type: none"> I. Name the most important challenges that the continuation of this project will face in the coming years?

<ul style="list-style-type: none"> a. What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project? b. To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results? c. To what extent have the stakeholders taken ownership of the program? <p>2. To what extent can the current political situation impact the sustainability of the project benefit?</p> <ul style="list-style-type: none"> a. Will there be a continuation of the EU-Jordan Agreement on the relaxation of the rules of origin (RoO)? <p>3. Has an effective and realistic exit strategy been developed and implemented?</p> <ul style="list-style-type: none"> a. Are the results achieved by the project so far likely to be sustainable in terms of <ul style="list-style-type: none"> 1. Financial sustainability of beneficiaries (both males and females), 2. Capabilities, mandate, and commitment of stakeholders. 	<p>2. The Government has decided to reorganize the Ministry of Labour. Do you think that this project will be given as much consideration and will have a champion in the new structure?</p> <ul style="list-style-type: none"> I. what is the impact of this decision for dissolving of MOL on the likely sustainability of the project results? <p>3. Will the Government of Jordan fund the project beyond the funding period by the EU?</p> <ul style="list-style-type: none"> I. Will the target for new work opportunities will continue to be Jordanians and Syrians? <p>4. What can ILO do to encourage the Government of Jordan to continue this project?</p> <ul style="list-style-type: none"> I. What support will the government need? II. What can ILO offer?
<p>Challenges, Lessons learned and Specific Recommendations</p> <ul style="list-style-type: none"> 1. What were the main challenges identified? 2. What good practices can be learned from the implementation of the project and are scalable in similar future projects? <ul style="list-style-type: none"> - Train the employment officers - E-Counselling platform - Job placement and referral - Annual Buyers' Forum - Building the capacity of the Labor Inspectors - Monitoring compliance with decent work 	<ul style="list-style-type: none"> 1. Should this project have a third Phase, what recommendations will you make? <ul style="list-style-type: none"> i. How can the project be improved? 2. Do you have any recommendations for the scalability of this project in other parts of Jordan and other target groups? 3. What is your main takeaway from this project? 4. What were the main challenges faced by this project? 5. What good practices can be learned from the implementation of the project and are scalable in similar future projects?

Is there anything more you would like to add?

Do you have any questions for me?

Thank you very much for your time.

13.2 Tool 2: Key Informants: Ministry of Labour (MoL), Ministry of Industry, Trade and Supply (MoITS), Jordan Chamber of Industry (JIC)

Section 1: Basic Information:

Interviewee Name

Interviewee Position:

Area of Work/Nature of Work:

Location:

Time starts:

Time End:

Language of Interview

Section 2: Welcoming and Informal Consent Form

- My name is I work with the ILO on a study on the final evaluation of the EU-ILO collaboration project.
- Thank you for agreeing to participate in this discussion. We would like to understand the results, challenges, and good practices of the project. Your experience and opinion about the project are especially important to our study since it will inform ILO and the stakeholders how similar programs can be developed; what seem to work and bring good results to the beneficiaries and can improve the working conditions of Jordanians and Syrians in our country. Please be assured that the information you provide will remain anonymous and confidential. No one will be able to recognize your answer. The information will be used only in an aggregated manner and only for the purpose of analysis in this study, generating findings and recommendations. Your response will be discussed with my Evaluator colleague only and it will not be able to identify any informant in our Evaluation Report.

Section 3: Guiding Questions

EQM	Guiding Questions
Introduction	
<p>Thank you for agreeing to be interviewed and for your time. I would like to talk to you in the context of your partnership with the Project. Can you summarize this partnership from your perspective?</p> <ul style="list-style-type: none"> - How did the partnership come about? How did you hear about the Project? - Why was your institution interested in working together with ILO? - What were your objectives for the partnership? 	
Validity of Design 1. Were the project's strategies and structures coherent and logical?	I. Did you (or your institution) participate in the project design and planning phase?

<ol style="list-style-type: none"> 1. Were the project's assumptions and targets realistic? 2. Did the project undergo risk analyses and design readjustments when necessary? 2. To what extent did the project design take into account: <ul style="list-style-type: none"> – Specific gender equality – Non- discrimination concerns relevant to the project context – Inclusion of people with disabilities, – Environmental sustainability, ILS and social dialogue? 3. Did the target selection remain valid throughout the project lifecycle considering the evolving situation in the country? 4. How were the recommendations, results and lessons learned from the Phase I incorporated into the design of the second phase? 	<ol style="list-style-type: none"> 2. If you look back, to what extent do you think the assumptions embedded in the Project's design are valid? For example, did the project activities (partnerships, knowledge outputs etc.) lead to the planned outcomes and impact? 3. If you were designing the Project from scratch, knowing what you know now, what would you change about the design/strategy? 4. Were any gender, inclusion or other non-discrimination concerns addressed in the course of this project? If yes, how? 5. Do you think the project design take into account environmental sustainability, international labor standards (ILS) and social dialogue? If yes, how?
<p>Efficiency</p> <ol style="list-style-type: none"> 1. How efficient were the coordination efforts between the MOL, MoITS, JCI, and stakeholders including employers' representatives, the private sector employers (targeted individual enterprises authorized under the simplified RoO and employer associations), Trade Union (General Federation of Jordanian Trade Unions, both garment sector and non-garment sectors unions) and partner agencies? 2. To what extent has the project been on track in terms of timely achieving the assigned milestones? <ul style="list-style-type: none"> - If not, what factors contributed to the delays? - How can they be mitigated in the future phases? 3. To what extent has each of the following activities contributed to reaching the objectives: <ul style="list-style-type: none"> - Train the employment officers - E-Counselling platform for both job seekers and employers - Job placement and referral - Annual Buyers' Forum - Building the capacity of the Labor Inspectors 	<ol style="list-style-type: none"> 1. In your opinion, how efficient is the Project at utilizing resources to deliver results? 2. Was the project cost-effective, in your view? 3. Were there enough resources to deliver and meet the objectives in the Project? 4. Overall, would you say coordination efforts with ILO went well? Why/why not? 5. To what extent has the project been on track in terms of timely achieving the assigned milestones? Were there delays? If yes, why? How did the project overcome these delays? 6. In your opinion, what is the most efficient activity(s) that contributed to reaching the project objectives? (Probe: Train the employment officers - E-Counselling platform for both job seekers and employers - Job placement and referral - Annual Buyers' Forum - Building the capacity of the Labor Inspectors - Monitoring compliance with decent work)

<p>- Monitoring compliance with decent work</p>	
<p>Effectiveness</p> <ol style="list-style-type: none"> 1. How effective was the coordination with the different stakeholders in supporting the project’s objectives? 2. How did the outputs and outcomes contribute to ILO’s mainstream strategies including gender equality, social dialogue, and labor standards? 3. What positive or negative unintended outcomes can be identified? 	<ol style="list-style-type: none"> 1. In your view, was the Project able to achieve its objectives? To what extent? 2. What do you see as successes? What do you see as areas that were not successful? 3. Do you think the Project effectively identified leverage points and prioritized activities? 4. Do you think the RoO exemption granted by the EU is benefiting the businesses of the target factories in the project? If yes, how? 5. How effective was the Project in advancing gender equality, inclusion of PwDs and/or other non-discrimination concerns in its partnership with your institution? 6. What obstacles were encountered in implementation? How did the Project respond to these? 7. Have you received any direct or indirect feedback about the Project’s work and its execution? 8. What could the Project have done differently/better? (Probe: Train the employment officers - E-Counselling platform for both job seekers and employers - Job placement and referral - Annual Buyers’ Forum - Building the capacity of the Labor Inspectors - Monitoring compliance with decent work).
<p>Mitigation of Covid-19</p> <ol style="list-style-type: none"> 1. To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? <ul style="list-style-type: none"> - Does the leveraging of resources take into account the sustainability of results? - Were resources utilized efficiently to reach the project’s objectives? 	<ol style="list-style-type: none"> 1. How has COVID-19 affected your partnership work in the project? 2. In your view, did the project adapt appropriately in the face of COVID-19? 3. Did the target selection remain valid throughout the project lifecycle considering the evolving situation in Jordan, such as COVID-19?
<p>Impact orientation</p> <ol style="list-style-type: none"> 1. To what extent has the project contributed to the increase in commitment of key project stakeholders to the goal of facilitating employment and job-matching services in 	<ol style="list-style-type: none"> 1. Overall, has your partnership with the Project improved application of the decent work approach in your institution? 2. Was the strategy appropriate for achieving the objectives? Were the objectives realistic/feasible?

<p>otherwise to support decent work opportunities and inclusive economic growth in Jordan?</p> <ol style="list-style-type: none"> a. Are the set of skills generated support better job matching for participants, including women? b. To what extent are beneficiaries able to secure longer-term jobs and sustainable sources of livelihood? c. To what extent are employers offering Decent Work opportunities and conditions in their enterprises? <ol style="list-style-type: none"> 2. To what extent has the project contributed to strengthening capacities of its national partners (i.e., MOL, MoITS, JCI) so they can better serve the needs of the communities (job seekers, factories)? 3. What was the impact of the project on improving working conditions in participating factories? 	<ol style="list-style-type: none"> 3. To what extent has the project contributed to strengthening capacities (set of skills) in your institution? What are the key capacities? 4. Are the set of skills generated support better job matching for participants, including women? 5. To what extent are beneficiaries able to secure longer-term jobs and sustainable sources of livelihood? 6. To what extent are employers offering Decent Work opportunities and conditions in their enterprises? 7. With the long run, do you think that these capacities enable your institution to better serve the needs of the communities (job seekers, factories)?
<p>Sustainability</p> <ol style="list-style-type: none"> 1. To what extent will national institutions and implementing partners be willing/able to continue the project results without external funding or support? <ul style="list-style-type: none"> - What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project? - To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results? - To what extent have the stakeholder's taken ownership of the program? 2. To what extent can the current political situation impact the sustainability of the project benefit? 3. Will there be a continuation of the EU-Jordan Agreement on the relaxation of the rules of origin (RoO)? 	<ol style="list-style-type: none"> 1. Is there a permanent demand for the Project services? 2. Are there signs of any aspects of the Project to becoming more institutionalized/ mainstreamed – either in your institution or more broadly in other public institutions and beyond? 3. Do you think it is likely that EU-ILO collaboration methods and knowledge will be used and applied after the Project finishes? 4. Any sense of whether the Project's inputs been 'additional' in terms of impact on beneficiaries? Or SDGs? 5. What kind of influence has the Project had within your institution? 6. What measures have been taken to ensure that the project is sustainable beyond the life of the project? 7. Can you give example(s) of the project components/activities that are likely to have a sustainable impact, and of that which is not likely to? 8. In your opinion, does the project strategy include any mechanism for ownership?
<p>Effectiveness of management arrangements</p> <ol style="list-style-type: none"> 4. How effective was the management arrangement in contributing to the achievements of the project? <ol style="list-style-type: none"> a. Was the division of work/tasks within the project's teams fair and manageable by the members? 	<ol style="list-style-type: none"> 1. In terms of how the Project was managed: were roles and responsibilities clear? Was communication good? 2. How open and effective were the communication lines between your institution, ILO, and the different stakeholders? 3. How satisfied are you with reporting and communication?

<ul style="list-style-type: none"> b. Has the use of local skills been effective to the ILO learning processes and empowering national and local institutions and communities? c. How open and effective were the communication lines between the different institutions and stakeholders including the project's teams, the regional office, and the responsible technical department at headquarters? d. To what extent did the project coordinate with the relevant constituents working on the RoO to avoid any duplication? e. Has the project received adequate technical and administrative support/response from the ILO backstopping units? 	<ul style="list-style-type: none"> 4. Did the Project team prioritize activities well, for impact/results? 5. Are there ways the Project could have (further) improved the way that ILO managed the Project? 6. To the best of your knowledge, what strengths/weaknesses does the Project have with respect to internal capacity and organizational culture? What, in its management and governance, works well?
<p>Challenges, Lessons learned and Specific Recommendations</p> <ul style="list-style-type: none"> 1. What were the main challenges identified? 2. What good practices can be learned from the implementation of the project and are scalable in similar future projects? <ul style="list-style-type: none"> 5. Train the employment officers 6. E-Counselling platform 7. Job placement and referral 8. Annual Buyers' Forum 9. Building the capacity of the Labor Inspectors 10. Monitoring compliance with decent work 	<ul style="list-style-type: none"> 1. What have the biggest challenge(s) been in the project? How did they affect progress? What was done to address these challenges? 2. Are there any institutional barriers that have hindered achievement of the project objectives and impact? 3. Did you see any signs of learning and adaption in the Project's response to challenges? 4. Were any issues that arose adequately addressed? 5. Has the system of quotas (Jordanian to Syrians) an impact on target factories? 6. Have target factories ever been constrained in hiring the workers due to the limitations of quotas? 7. What good practices can be learned from the implementation of the project and are scalable in similar future projects? Probe: Train the employment officers - E-Counselling platform for both job seekers and employers - Job placement and referral - Annual Buyers' Forum - Building the capacity of the Labor Inspectors - Monitoring compliance with decent work).

Relevance and strategic fit

56. To what extent did the project approach fit in the context of the on-going crisis in Jordan?

c. Were the problems and needs adequately analyzed?

d. Was gender prioritized?

1. Has your institution benefited from the Project? How?
2. What need has your partnership with the Project met for your institution? How has it contributed to achieving your own objectives?
3. Is the Project's mandate relevant to your institution (i.e., the ministry)? Is it meeting a need? Is there a good fit, strategically?
4. Does the Project leverage – or build - your institution's comparative advantages?
5. If so, in what ways?
6. Were the Project objectives relevant to the needs of stakeholders in the Project target areas in target areas and target groups of beneficiaries?
7. What are the fields/themes of relevance for future interventions in the target areas?
8. To what extent was the Project appropriately responsive to political, legal, economic, institutional changes etc., including within the context of the COVID-19 pandemic in the Project areas?
9. To what extent has the Project supported delivery of the relevant national strategy and objectives?

Is there anything more you want to say? Do you have any questions for me?

Thank you for your time.

13.3 Tool 3: Key Informants: Project Consultants at ESC

Section 1: Basic Information:

Interviewee Name

Interviewee Position:

Area of Work/Nature of Work:

Location:

Time starts:

Time End:

Language of Interview

Section 2: Welcoming and Informal Consent Form

- My name is I work with the ILO on a study on the final evaluation of the EU-ILO collaboration project.
- Thank you for agreeing to participate in this discussion. We would like to understand the results, challenges, and good practices of the project. Your experience and opinion about the project are especially important to our study since it will inform ILO and the stakeholders how similar programs can be developed; what seem to work and bring good results to the beneficiaries and can improve the working conditions of Jordanians and Syrians in our country. Please be assured that the information you provide will remain anonymous and confidential. No one will be able to recognize your answer. The information will be used only in an aggregated manner and only for the purpose of analysis in this study, generating findings and recommendations. Your response will be discussed with my Evaluator colleague only and it will not be able to identify any informant in our Evaluation Report.

Section 3: Guiding Questions

EQM	Guiding Questions
Introduction	
Thank you for agreeing to be interviewed and for your time. <ul style="list-style-type: none">- Could you tell me a bit about your role in the team?- How long have you worked/engaged with the Project?- How did you come to this role?- What have you worked on, or are working on?- How do you explain the Project's work to people other than your colleagues?- What do you see as the key objectives/priorities of the Project's work? <i>Weighting of the objectives.</i>- Do you know of anyone else trying to do something similar in or out of the ILO?	

- Thinking about each of the project objectives, what has the strategy been and what progress have you made/contributed in each of them?	
<p>Validity of Design</p> <p>5. Were the project’s strategies and structures coherent and logical?</p> <p>a. Were the project’s assumptions and targets realistic?</p> <p>b. Did the project undergo risk analyses and design readjustments when necessary?</p> <p>c. To what extent did the project design take into account:</p> <ul style="list-style-type: none"> – Specific gender equality – Non- discrimination concerns relevant to the project context – Inclusion of people with disabilities, – Environmental sustainability, ILS and social dialogue? <p>6. Did the target selection remain valid throughout the project lifecycle considering the evolving situation in the country?</p> <p>7. How were the recommendations, results and lessons learned from the Phase I incorporated into the design of the second phase?</p>	<p>1. If we look back, to what extent do you think the assumptions embedded in the Project’s design are valid? For example, did the log frame activities lead to the outcomes and impact?</p> <p>2. If you were designing the Project from scratch, knowing what you know now, what would you change about the design/strategy?</p> <p>3. During the project implementation, did the project undergo steering or change in activities? If yes, why?</p> <p>4. If you were designing the Project from scratch, knowing what you know now, what would you change about the design/strategy?</p> <p>5. Were any gender, inclusion or other non-discrimination concerns addressed in the course of this project? If yes, how?</p> <p>6. Do you think the project design take into account environmental sustainability, international labor standards (ILS) and social dialogue? If yes, how?</p> <p>7. If you were on board during Phase I, have the recommendations and lessons learned from the Phase I incorporated into the design of the second phase?</p>
<p>Efficiency</p> <p>4. How efficient were the coordination efforts between the MOL, MoITS, JCI, and stakeholders including employers’ representatives, the private sector employers (targeted individual enterprises authorized under the simplified RoO and employer associations), Trade Union (General Federation of Jordanian Trade Unions, both garment sector and non-garment sectors unions) and partner agencies?</p> <p>5. To what extent has the project been on track in terms of timely achieving the assigned milestones?</p> <ol style="list-style-type: none"> 1. If not, what factors contributed to the delays? 2. How can they be mitigated in the future phases? <p>6. To what extent has each of the following activities contributed to reaching the objectives:</p>	<p>1. In your opinion, how efficient is the Project at utilizing resources to deliver results?</p> <p>2. Was the project cost-effective, in your view?</p> <p>3. Were there enough resources to deliver and meet the objectives in the Project?</p> <p>4. Overall, would you say coordination efforts with partners went well? Why/why not?</p> <p>5. To what extent has the project been on track in terms of timely achieving the assigned milestones? Were there delays? If yes, why? How did the project overcome these delays?</p> <p>6. In your opinion, what is the most efficient activity(s) that contributed to reaching the project objectives? (Probe: Train the employment officers - E-Counselling platform for both job seekers and employers - Job placement and referral - Annual Buyers’ Forum - Building the</p>

<ol style="list-style-type: none"> 3. Train the employment officers 4. E-Counselling platform for both job seekers and employers 5. Job placement and referral 6. Annual Buyers' Forum 7. Building the capacity of the Labor Inspectors 8. Monitoring compliance with decent work 	<p>capacity of the Labor Inspectors - Monitoring compliance with decent work).</p>
<p>Effectiveness</p> <ol style="list-style-type: none"> 3. How effective was the coordination with the different stakeholders in supporting the project's objectives? 4. How did the outputs and outcomes contribute to ILO's mainstream strategies including gender equality, social dialogue, and labor standards? 5. What positive or negative unintended outcomes can be identified? 	<ol style="list-style-type: none"> 1. In your view, was the Project able to achieve its objectives? To what extent? 2. What do you see as successes? What do you see as areas that were not successful? 3. Do you think the Project effectively identified leverage points and prioritized activities? 4. Do you think the RoO exemption granted by the EU is benefiting the businesses of the target factories in the project? If yes, how? 5. How effective was the Project in advancing gender equality, inclusion of PwDs and/or other non-discrimination concerns? 6. What obstacles were encountered in implementation? How did the Project respond to these? 7. Have you received any direct or indirect feedback about the Project's work and its execution? 8. What could the Project have done differently/better? (Probe: Train the employment officers - E-Counselling platform for both job seekers and employers - Job placement and referral - Annual Buyers' Forum - Building the capacity of the Labor Inspectors - Monitoring compliance with decent work).
<p>Mitigation of Covid-19</p> <ol style="list-style-type: none"> 6. To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? <ol style="list-style-type: none"> 9. Does the leveraging of resources take into account the sustainability of results? 10. Were resources utilized efficiently to reach the project's objectives? 	<ol style="list-style-type: none"> 1. How has COVID-19 affected your work in the project? 2. In your view, did the project adapt appropriately in the face of COVID-19? 3. Did the target selection remain valid throughout the project lifecycle considering the evolving situation in Jordan, such as COVID-19?

<p>Impact orientation</p> <p>7. To what extent has the project contributed to the increase in commitment of key project stakeholders to the goal of facilitating employment and job-matching services in otherwise to support decent work opportunities and inclusive economic growth in Jordan?</p> <p> 11. Are the set of skills generated support better job matching for participants, including women?</p> <p> 12. To what extent are beneficiaries able to secure longer-term jobs and sustainable sources of livelihood?</p> <p> 13. To what extent are employers offering Decent Work opportunities and conditions in their enterprises?</p> <p>8. To what extent has the project contributed to strengthening capacities of its national partners (i.e., MOL, MoITS, JCI) so they can better serve the needs of the communities (job seekers, factories)?</p> <p>9. What was the impact of the project on improving working conditions in participating factories?</p>	<p>1. Overall, has the Project improved application of the decent work approach among stakeholders?</p> <p>2. Was the strategy appropriate for achieving the objectives? Were the objectives realistic/feasible?</p> <p>3. To what extent has the project contributed to strengthening capacities (set of skills) at partners institutions? What are the key capacities?</p> <p>4. Are the set of skills generated support better job matching for participants, including women?</p> <p>5. To what extent are beneficiaries able to secure longer-term jobs and sustainable sources of livelihood?</p> <p>6. To what extent are employers offering Decent Work opportunities and conditions in their enterprises?</p> <p>7. With the long run, do you think that these capacities enable at partners institutions to better serve the needs of the communities (job seekers, factories)?</p>
<p>Sustainability</p> <p>10. To what extent will national institutions and implementing partners be willing/able to continue the project results without external funding or support?</p> <p> 14. What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project?</p> <p> 15. To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results?</p> <p> 16. To what extent have the stakeholder's taken ownership of the program?</p> <p>11. To what extent can the current political situation impact the sustainability of the project benefit?</p>	<p>1. Is there a permanent demand for the Project services?</p> <p>2. Are there signs of any aspects of the Project to becoming more institutionalized/ mainstreamed – either in partners institutions or other public institutions and beyond?</p> <p>3. Do you think it is likely that the Project methods and knowledge will be used and applied after the Project finishes?</p> <p>4. Any sense of whether the Project's inputs been 'additional' in terms of impact on beneficiaries? Or SDGs?</p> <p>5. How do you think others perceive it and its offer? Do you think what the Project offers is well-defined?</p> <p>6. What kind of influence has the Project had within partner institutions?</p> <p>7. What measures have been taken to ensure that the project is sustainable beyond the life of the project?</p>

<p>17. Will there be a continuation of the EU-Jordan Agreement on the relaxation of the rules of origin (RoO)?</p>	<p>8. Can you give example(s) of the project components/activities that are likely to have a sustainable impact, and of that which is not likely to?</p> <p>9. In your opinion, does the project strategy include any mechanism for ownership at partners institutions or other public institutions?</p>
<p>Effectiveness of management arrangements</p> <p>12. How effective was the management arrangement in contributing to the achievements of the project?</p> <p>18. Was the division of work/tasks within the project's teams fair and manageable by the members?</p> <p>19. Has the use of local skills been effective to the ILO learning processes and empowering national and local institutions and communities?</p> <p>20. How open and effective were the communication lines between the different institutions and stakeholders including the project's teams, the regional office, and the responsible technical department at headquarters?</p> <p>21. To what extent did the project coordinate with the relevant constituents working on the RoO to avoid any duplication?</p> <p>22. Has the project received adequate technical and administrative support/response from the ILO backstopping units?</p>	<p>1. In terms of how the Project was managed: were roles and responsibilities clear? Was communication good?</p> <p>2. How open and effective were the communication lines between ILO, partners, and the different stakeholders?</p> <p>3. Did the Project team prioritize activities well, for impact/results?</p> <p>4. Are there ways the Project could have (further) improved the way that ILO managed the Project?</p> <p>5. To the best of your knowledge, what strengths/weaknesses does the Project have with respect to internal capacity and organizational culture? What, in its management and governance, works well?</p>
<p>Challenges, Lessons learned and Specific Recommendations</p> <p>13. What were the main challenges identified?</p> <p>14. What good practices can be learned from the implementation of the project and are scalable in similar future projects?</p> <p>23. Train the employment officers</p> <p>24. E-Counselling platform</p> <p>25. Job placement and referral</p> <p>26. Annual Buyers' Forum</p> <p>27. Building the capacity of the Labor Inspectors</p>	<p>1. What have the biggest challenge(s) been in the project? How did they affect progress? What was done to address these challenges?</p> <p>2. Are there any institutional barriers that have hindered achievement of the project objectives and impact?</p> <p>3. Did you see any signs of learning and adaption in the Project's response to challenges?</p> <p>4. Were any issues that arose adequately addressed?</p> <p>5. Has the system of quotas (Jordanian to Syrians) an impact on target factories?</p>

<p>28. Monitoring compliance with decent work</p>	<p>6. Have target factories ever been constrained in hiring the workers due to the limitations of quotas?</p> <p>7. What good practices can be learned from the implementation of the project and are scalable in similar future projects? Probe: Train the employment officers - E-Counselling platform for both job seekers and employers - Job placement and referral - Annual Buyers' Forum - Building the capacity of the Labor Inspectors - Monitoring compliance with decent work).</p>
<p>Relevance and strategic fit</p> <p>57. To what extent did the project approach fit in the context of the on-going crisis in Jordan?</p> <p>e. Were the problems and needs adequately analyzed?</p> <p>f. Was gender prioritized?</p>	<p>1. Is the Project's mandate relevant to partners (i.e., the ministry)? Is it meeting a need? Is there a good fit, strategically? If so, in what ways?</p> <p>2. To what extent has the Project supported delivery of the relevant national strategy and objectives?</p> <p>3. Were the Project objectives relevant to the needs of stakeholders in the Project target areas in target areas and target groups of beneficiaries?</p> <p>4. What are the fields/themes of relevance for future interventions in the target areas?</p> <p>5. To what extent was the Project appropriately responsive to political, legal, economic, institutional changes etc., including within the context of the COVID-19 pandemic in the Project areas?</p>

Is there anything more you want to say? Do you have any questions for me?

Thank you for your time.

13.4 Tool 4: Semi-structured or Group Interviews: Labor Inspectors

Section 1: Basic Information:

Interviewee Name

Interviewee Position:

Area of Work/Nature of Work:

Location:

Time starts:

Time End:

Language of Interview

Section 2: Welcoming and Informal Consent Form

- My name is I work with the ILO on a study on the final evaluation of the EU-ILO collaboration project.
- Thank you for agreeing to participate in this discussion. We would like to understand the results, challenges, and good practices of the project. Your experience and opinion about the project are especially important to our study since it will inform ILO and the stakeholders how similar programs can be developed; what seem to work and bring good results to the beneficiaries and can improve the working conditions of Jordanians and Syrians in our country. Please be assured that the information you provide will remain anonymous and confidential. No one will be able to recognize your answer. The information will be used only in an aggregated manner and only for the purpose of analysis in this study, generating findings and recommendations. Your response will be discussed with my Evaluator colleague only and it will not be able to identify any informant in our Evaluation Report.

Section 3: Guiding Questions

EQM	Guiding Questions
Introduction	
Thank you for agreeing to be interviewed and for your time. Please describe your role on the Project. <ul style="list-style-type: none"> - When did you start working on the project? - What were your responsibilities on the project? - What tasks did you have to perform? 	
Validity of Design 8. Were the project's strategies and structures coherent and logical? 1. Were the project's assumptions and targets realistic?	I. In your opinion, did the project activities lead to the planned outcomes and impact?

<ol style="list-style-type: none"> 2. Did the project undergo risk analyses and design readjustments when necessary? 3. To what extent did the project design take into account: <ul style="list-style-type: none"> – Specific gender equality – Non- discrimination concerns relevant to the project context – Inclusion of people with disabilities, – Environmental sustainability, ILS and social dialogue? 9. Did the target selection remain valid throughout the project lifecycle considering the evolving situation in the country? 10. How were the recommendations, results and lessons learned from the Phase I incorporated into the design of the second phase? 	<ol style="list-style-type: none"> 2. If you were designing the Project from scratch, knowing what you know now, what would you change about the design of the project?
<p>Efficiency</p> <ol style="list-style-type: none"> 7. How efficient were the coordination efforts between the MOL, MoITS, JCI, and stakeholders including employers' representatives, the private sector employers (targeted individual enterprises authorized under the simplified RoO and employer associations), Trade Union (General Federation of Jordanian Trade Unions, both garment sector and non-garment sectors unions) and partner agencies? 8. To what extent has the project been on track in terms of timely achieving the assigned milestones? <ol style="list-style-type: none"> 4. If not, what factors contributed to the delays? 5. How can they be mitigated in the future phases? 9. To what extent has each of the following activities contributed to reaching the objectives: <ol style="list-style-type: none"> 6. Train the employment officers 7. E-Counselling platform for both job seekers and employers 8. Job placement and referral 9. Annual Buyers' Forum 10. Building the capacity of the Labor Inspectors 	<ol style="list-style-type: none"> 3. Overall, would you say coordination efforts with ILO went well? Why/why not? 4. To what extent has the project been on track in terms of timely achieving the assigned milestones? Were there delays? If yes, why? How the project overcome these delays?

11. Monitoring compliance with decent work	
<p>Effectiveness</p> <p>15. How effective was the coordination with the different stakeholders in supporting the project's objectives?</p> <p>16. How did the outputs and outcomes contribute to ILO's mainstream strategies including gender equality, social dialogue, and labor standards?</p> <p>17. What positive or negative unintended outcomes can be identified?</p>	<ol style="list-style-type: none"> 1. In your view, was the Project able to achieve its objectives? To what extent? 2. What do you see as successes? What do you see as areas that were not successful? 3. How effective was the Project in advancing gender equality, inclusion of PwDs and/or other non-discrimination concerns in its partnership with your institution? 4. Have you received any direct or indirect feedback about the Project's work and its execution? 5. Which training could the Project have done differently/better? Why?
<p>Mitigation of Covid-19</p> <p>18. To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner?</p> <p style="padding-left: 40px;">12. Does the leveraging of resources take into account the sustainability of results?</p> <p style="padding-left: 40px;">13. Were resources utilized efficiently to reach the project's objectives?</p>	<ol style="list-style-type: none"> 1. How has COVID-19 affected the activities of the project? 2. In your view, did the project adapt appropriately in the face of COVID-19? 3. Did the target selection remain valid throughout the project lifecycle considering the evolving situation in Jordan, such as COVID-19?
<p>Impact orientation</p> <p>19. To what extent has the project contributed to the increase in commitment of key project stakeholders to the goal of facilitating employment and job-matching services in otherwise to support decent work opportunities and inclusive economic growth in Jordan?</p> <p style="padding-left: 40px;">14. Are the set of skills generated support better job matching for participants, including women?</p> <p style="padding-left: 40px;">15. To what extent are beneficiaries able to secure longer-term jobs and sustainable sources of livelihood?</p> <p style="padding-left: 40px;">16. To what extent are employers offering Decent Work opportunities and conditions in their enterprises?</p>	<ol style="list-style-type: none"> 1. To what extent has the project contributed to strengthening your capacities (set of skills)? What are the key capacities? 2. Are the set of skills generated support better job matching for jobseekers, including women? 3. To what extent are jobseekers able to secure longer-term jobs and sustainable sources of livelihood? 4. To what extent are employers offering Decent Work opportunities and conditions in their enterprises? 5. With the long run, do you think that these capacities enable you to better serve the needs of the communities (job seekers, factories)?

<p>20. To what extent has the project contributed to strengthening capacities of its national partners (i.e., MOL, MoITS, JCI) so they can better serve the needs of the communities (job seekers, factories)?</p> <p>21. What was the impact of the project on improving working conditions in participating factories?</p>	
<p>Sustainability</p> <p>22. To what extent will national institutions and implementing partners be willing/able to continue the project results without external funding or support?</p> <p>17. What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project?</p> <p>18. To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results?</p> <p>19. To what extent have the stakeholder's taken ownership of the program?</p> <p>23. To what extent can the current political situation impact the sustainability of the project benefit?</p> <p>20. Will there be a continuation of the EU-Jordan Agreement on the relaxation of the rules of origin (RoO)?</p>	<p>1. Is there a permanent demand for the Project services?</p> <p>2. Are there signs of any aspects of the Project to becoming more institutionalized/ mainstreamed – either in your institution or more broadly in other public institutions and beyond?</p> <p>3. Do you think it is likely that EU-ILO collaboration methods and knowledge will be used and applied after the Project finishes?</p> <p>4. What kind of influence has the Project had within your institution?</p> <p>5. Can you give example(s) of the project components/activities that are likely to have a sustainable impact, and of that which is not likely to?</p>
<p>Effectiveness of management arrangements</p> <p>24. How effective was the management arrangement in contributing to the achievements of the project?</p> <p>21. Was the division of work/tasks within the project's teams fair and manageable by the members?</p> <p>22. Has the use of local skills been effective to the ILO learning processes and empowering national and local institutions and communities?</p> <p>23. How open and effective were the communication lines between the different institutions and stakeholders including the project's teams, the regional office, and the responsible technical department at headquarters?</p>	<p>1. How open and effective were the communication lines between your institution and ILO?</p>

<p>24. To what extent did the project coordinate with the relevant constituents working on the RoO to avoid any duplication?</p> <p>25. Has the project received adequate technical and administrative support/response from the ILO backstopping units?</p>	
<p>Challenges, Lessons learned and Specific Recommendations</p> <p>25. What were the main challenges identified?</p> <p>26. What good practices can be learned from the implementation of the project and are scalable in similar future projects?</p> <p>26. Train the employment officers</p> <p>27. E-Counselling platform</p> <p>28. Job placement and referral</p> <p>29. Annual Buyers' Forum</p> <p>30. Building the capacity of the Labor Inspectors</p> <p>31. Monitoring compliance with decent work</p>	<p>2. What have the biggest challenge(s) been in the project? How did they affect progress? What was done to address these challenges?</p> <p>3. Has the system of quotas (Jordanian to Syrians) an impact on target factories?</p> <p>4. Have target factories ever been constrained in hiring the workers due to the limitations of quotas?</p>
<p>Relevance and strategic fit</p> <p>58. To what extent did the project approach fit in the context of the on-going crisis in Jordan?</p> <p>a. Were the problems and needs adequately analyzed?</p> <p>b. Was gender prioritized?</p>	<p>5. Has your institution benefited from the Project? How?</p> <p>6. What need has the Project met for your institution? How has it contributed to achieving your institution's objectives?</p> <p>7. What are the fields/themes of relevance for future interventions in the target areas?</p>

13.5 Tool 5: Semi-structured or Group Interviews: Factory staff (Managers, Employers) -> Outcome 2

EQM	Guiding Questions
Introduction	
<p>Thank you for agreeing to be interviewed and for your time. I would like to talk to you in the context of your Factory with the Project.</p> <ul style="list-style-type: none"> - Since when has your factory been part of the project? - How did the partnership come about? How did you hear about the Project? - Why was your factory interested in taking part in this project? - What are your objectives for the partnership? 	
Validity of Design <ol style="list-style-type: none"> 11. Were the project's strategies and structures coherent and logical? <ol style="list-style-type: none"> 32. Were the project's assumptions and targets realistic? 33. Did the project undergo risk analyses and design readjustments when necessary? 34. To what extent did the project design take into account: <ul style="list-style-type: none"> - Specific gender equality - Non- discrimination concerns relevant to the project context - Inclusion of people with disabilities, - Environmental sustainability, ILS and social dialogue? 12. Did the target selection remain valid throughout the project lifecycle considering the evolving situation in the country? 13. How were the recommendations, results and lessons learned from the Phase I incorporated into the design of the second phase? 	<ol style="list-style-type: none"> 1. If you look back, to what extent do you think the Project's design is valid? For example, did the project activities lead to the planned outcomes and impact? 2. If you were designing the Project from scratch, knowing what you know now, what would you change about the design/strategy? 3. Were any gender, inclusion or other non-discrimination concerns addressed in the course of this project? If yes, how? 4. Do you think the project design take into account environmental sustainability, international labor standards (ILS) and social dialogue? If yes, how?
Efficiency <ol style="list-style-type: none"> 10. How efficient were the coordination efforts between the MOL, MoITS, JCI, and stakeholders including employers' representatives, the private sector employers (targeted individual enterprises authorized under the simplified RoO and 	<ol style="list-style-type: none"> 5. Overall, would you say coordination efforts with ILO went well? Why/why not? 6. To what extent has the project been on track in terms of timely implementing the planned activities? Were

<p>employer associations), Trade Union (General Federation of Jordanian Trade Unions, both garment sector and non-garment sectors unions) and partner agencies?</p> <p>11. To what extent has the project been on track in terms of timely achieving the assigned milestones?</p> <p> 35. If not, what factors contributed to the delays?</p> <p> 36. How can they be mitigated in the future phases?</p> <p>12. To what extent has each of the following activities contributed to reaching the objectives:</p> <p> 37. Train the employment officers</p> <p> 38. E-Counselling platform for both job seekers and employers</p> <p> 39. Job placement and referral</p> <p> 40. Annual Buyers' Forum</p> <p> 41. Building the capacity of the Labor Inspectors</p> <p> 42. Monitoring compliance with decent work</p>	<p>there delays? If yes, why? How did the project overcome these delays?</p> <p>7. In your opinion, what is the most efficient activity(s) that contributed to reaching the project objectives? (Probe: Train the employment officers - E-Counselling platform for both job seekers and employers - Job placement and referral - Annual Buyers' Forum - Building the capacity of the Labor Inspectors - Monitoring compliance with decent work)</p>
<p>Effectiveness</p> <p>27. How effective was the coordination with the different stakeholders in supporting the project's objectives?</p> <p>28. How did the outputs and outcomes contribute to ILO's mainstream strategies including gender equality, social dialogue, and labor standards?</p> <p>29. What positive or negative unintended outcomes can be identified?</p>	<p>8. In your view, what do you see as successes? What do you see as areas that were not successful?</p> <p>9. Do you think the RoO exemption granted by the EU is benefiting your businesses? If yes, how?</p> <p>10. How effective was the Project in advancing gender equality, inclusion of PwDs and/or other non-discrimination concerns in your factory?</p> <p>11. What obstacles were encountered in implementation? How did the Project respond to these?</p> <p>12. Have you received any direct or indirect feedback about the Project's work and its execution?</p> <p>13. What could the Project have done differently/better? (Probe: Train the employment officers - E-Counselling platform for both job seekers and employers - Job placement and referral - Annual Buyers' Forum - Building the capacity of the Labor Inspectors - Monitoring compliance with decent work).</p>

<p>Mitigation of Covid-19</p> <p>30. To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner?</p> <p>43. Does the leveraging of resources take into account the sustainability of results?</p> <p>44. Were resources utilized efficiently to reach the project’s objectives?</p>	<p>14. How has COVID-19 affected your factory work in the project?</p> <p>15. In your view, did the project adapt appropriately in the face of COVID-19?</p>
<p>Impact orientation</p> <p>31. To what extent has the project contributed to the increase in commitment of key project stakeholders to the goal of facilitating employment and job-matching services in otherwise to support decent work opportunities and inclusive economic growth in Jordan?</p> <p>45. Are the set of skills generated support better job matching for participants, including women?</p> <p>46. To what extent are beneficiaries able to secure longer-term jobs and sustainable sources of livelihood?</p> <p>47. To what extent are employers offering Decent Work opportunities and conditions in their enterprises?</p> <p>32. To what extent has the project contributed to strengthening capacities of its national partners (i.e., MOL, MoITS, JCI) so they can better serve the needs of the communities (job seekers, factories)?</p> <p>33. What was the impact of the project on improving working conditions in participating factories?</p>	<p>16. To what extent has the project contributed to strengthening capacities (set of skills) in your factory? What are the key capacities?</p> <p>17. To what extent did the project support your factory to offer decent work opportunities and conditions in your factory?</p> <p>18. With the long run, do you think that these capacities enable your factory to improve your business?</p>
<p>Sustainability</p> <p>34. To what extent will national institutions and implementing partners be willing/able to continue the project results without external funding or support?</p> <p>48. What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project?</p>	<p>19. Is there a permanent demand for the Project services?</p> <p>20. Are there signs of any aspects of the Project becoming more institutionalized/ mainstreamed – either in your factory or more broadly in other public institutions?</p> <p>21. What kind of influence has the Project had within your factory?</p>

<p>49. To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results?</p> <p>50. To what extent have the stakeholder's taken ownership of the program?</p> <p>35. To what extent can the current political situation impact the sustainability of the project benefit?</p> <p>51. Will there be a continuation of the EU-Jordan Agreement on the relaxation of the rules of origin (RoO)?</p>	<p>22. What measures have been taken to ensure that the project is sustainable beyond the life of the project?</p> <p>23. Can you give example(s) of the project components/activities that is likely to have a sustainable impact, and of that which is not likely to?</p>
<p>Effectiveness of management arrangements</p> <p>36. How effective was the management arrangement in contributing to the achievements of the project?</p> <p>52. Was the division of work/tasks within the project's teams fair and manageable by the members?</p> <p>53. Has the use of local skills been effective to the ILO learning processes and empowering national and local institutions and communities?</p> <p>54. How open and effective were the communication lines between the different institutions and stakeholders including the project's teams, the regional office, and the responsible technical department at headquarters?</p> <p>55. To what extent did the project coordinate with the relevant constituents working on the RoO to avoid any duplication?</p> <p>56. Has the project received adequate technical and administrative support/response from the ILO backstopping units?</p>	<p>24. In terms of how the Project was managed: was communication good?</p> <p>25. How open and effective were the communication lines between your factory and ILO?</p> <p>26. Are there ways the Project could have (further) improved the way that ILO managed the Project?</p>
<p>Challenges, Lessons learned and Specific Recommendations</p> <p>37. What were the main challenges identified?</p> <p>38. What good practices can be learned from the implementation of the project and are scalable in similar future projects?</p> <p>57. Train the employment officers</p> <p>58. E-Counselling platform</p>	<p>27. What have the biggest challenge(s) been in the project? How did they affect progress? What was done to address these challenges?</p> <p>28. Are there any institutional barriers that have hindered achievement of the project objectives and impact?</p>

<p>59. Job placement and referral 60. Annual Buyers' Forum 61. Building the capacity of the Labor Inspectors 62. Monitoring compliance with decent work</p>	<p>29. Has the system of quotas (Jordanian to Syrians) an impact on your factory? 30. Has your factory ever been constrained in hiring the workers due to the limitations of quotas?</p>
<p>Relevance and strategic fit</p> <p>59. To what extent did the project approach fit in the context of the on-going crisis in Jordan? g. Were the problems and needs adequately analyzed? h. Was gender prioritized?</p>	<p>31. Has your factory benefited from the Project? How? 32. What needs has your factory met with the Project met for your factory? How has it contributed to achieving your own objectives? 33. What are the fields/themes of relevance for future interventions in the target areas?</p>

Is there anything more you want to say? Do you have any questions for me?

Thank you for your time.

13.6 Tool 6: Focus Group Discussions (FGDs) – Garment Factory Workers -> Outcome 2

Preparations

Participants.

- Each group should include 5 to 10 participants.
- FGDs should be comprised of different workers from the same factory.
- The group should include Jordanians, Syrians, women, and men, PwDs, with work permit and without work permit (if any).

Location and time.

- Outside the factory (if possible).
- Outside working hours (then workers should be paid for transpiration/coffee break).
- If at the factory, then make sure that the employer is not present at the meeting.

Section 1: Basic Information:

- Factory Name:
- Sector:
- Product/s:
- location:
- Number of participants:
- Number of females:
- Number of non-Jordanian workers:
- Number of Syrians:
- Number of PwDs:
- **Location:**
- **Time starts:**
- **Time End:**
- **Language of Interview**

Section 2: Welcoming and Informal Consent Form

- My name is I work with the ILO on a study on the final evaluation of the EU-ILO collaboration project.

- Thank you for agreeing to participate in this discussion. We would like to understand the results, challenges, and good practices of the project. Your experience and opinion about the project are especially important to our study since it will inform ILO and the stakeholders how similar programs can be developed; what seem to work and bring good results to the beneficiaries and can improve the working conditions of Jordanians and Syrians in our country. Please be assured that the information you provide will remain anonymous and confidential. No one will be able to recognize your answer. The information will be used only in an aggregated manner and only for the purpose of analysis in this study, generating findings and recommendations. Your response will be discussed with my Evaluator colleague only and it will not be able to identify any informant in our Evaluation Report.

Section 3: Guiding Questions

1. How many of you have a written contract with this factory? *Ask for a show of hands and count.*
2. If you don't have a written contract, how many of you have been promised a length of time for employment by the employer? *Ask for a show of hands and count.*
3. Are you paid by the piece, by hour, by the month?
4. Are deductions made from your pay for any reason and, if so, what are they? *Probe regarding deductions that may have been taken out for recruitment, transportation, residency documents, work permit, etc.*
5. How many hours do you work in a typical day?
6. How many days do you work in a typical week? Does it vary from season to season?
7. In addition to your salary, do you get any benefits? If so, which ones are they? *Probe about social security, paid vacations, work injury/health insurance.*
8. Does the employer provide transportation to you?
 - i. If not, are there workers at this factory who are given transportation?
 - ii. Is it safe and convenient?
9. Does the employer provide childcare?
 - i. If so, what daycare arrangement has been made available to you?
 - ii. Do you use it?
 - iii. How much does it cost or is it free to the workers?
 - iv. Is it safe and good quality care for the children?
10. Does your employer take all reasonable steps to make sure that you are respected and safe?
 - i. In your opinion, are these measures satisfactory?
 - ii. Have you experienced any form of work-related hazard, illness, injury, or violence? If so, please tell me about it.

- I 1. What were your reasons for working in this job? Probe to see if they have specific experience in another sector and occupation.
- I 2. Are your earnings and working conditions the same for all nationalities with that job? *Probe on any differences*
- I 3. Do labour inspectors visit your workplace?
 - i. If so, how often do they come?
 - ii. For what purpose did the inspector come?
 - iii. What happens during and after their visit?
- I 4. If you had a problem such as not being paid on time or you were physically or verbally abused at your workplace, what would you do?
 - i. Who would you contact for help?
 - ii. Have you had such situations before?
 - iii. Was it resolved?
- I 5. How does your family feel about you working in this job?
- I 6. Would you consider this factory suitable for your wives/daughters to work in?
 - i. If not, why not?
 - ii. If yes, what do you like about this factory?
- I 7. What has your experience been with Jordanian workers? Workers from other countries (e.g., Syria, Egypt, Bangladesh, Philippines)? Do you think there is competition among the groups? Does it create problems?

13.7 Tool 7: Semi-structured Interviews or FDG: Job Seekers

Section 1: Basic Information:

Interviewee Name

Interviewee Position:

Area of Work/Nature of Work:

Location:

Time starts:

Time End:

Language of Interview

Section 2: Welcoming and Informal Consent Form

- My name is I work with the ILO on a study on the final evaluation of the EU-ILO collaboration project.
- Thank you for agreeing to participate in this discussion. We would like to understand the results, challenges, and good practices of the project. Your experience and opinion about the project are especially important to our study since it will inform ILO and the stakeholders how similar programs can be developed; what seem to work and bring good results to the beneficiaries and can improve the working conditions of Jordanians and Syrians in our country. Please be assured that the information you provide will remain anonymous and confidential. No one will be able to recognize your answer. The information will be used only in an aggregated manner and only for the purpose of analysis in this study, generating findings and recommendations. Your response will be discussed with my Evaluator colleague only and it will not be able to identify any informant in our Evaluation Report.

Section 3: Guiding Questions

EQM	Guiding Questions
Introduction	
Thank you for agreeing to be interviewed and for your time.	
<u>SECTION A: BASIC INFORMATION</u>	
1. Sex: <input type="checkbox"/> Female <input type="checkbox"/> Male	
2. How old are you?	
<input type="checkbox"/> 15 – 18	
<input type="checkbox"/> 19 -22	
<input type="checkbox"/> 23 – 25	
<input type="checkbox"/> > 25	
3. What is your Marital Status:	
<input type="checkbox"/> Single	
<input type="checkbox"/> Married	
<input type="checkbox"/> Separated/Divorced	
<input type="checkbox"/> Widowed	
4. Do you have children?	
<input type="checkbox"/> Yes -> how many <input type="text"/>	
<input type="checkbox"/> No	
5. What is your level of Education?	
<input type="checkbox"/> Never attended school	
<input type="checkbox"/> Elementary/Preparatory School - <i>not completed</i>	
<input type="checkbox"/> Elementary/Preparatory School- completed	
<input type="checkbox"/> Secondary School <i>not completed</i>	
<input type="checkbox"/> Secondary School completed	
<input type="checkbox"/> Post-secondary college of Diploma <i>not completed</i>	
<input type="checkbox"/> Post-secondary college of Diploma completed	
<input type="checkbox"/> Vocational Education or Training	

- University Degree *not completed*
- University Degree completed -> Specify degree:
 Bachelor I_I
 Masters I_I
 PhD I_I
 Other I_I
- Other specify

6. What is your Nationality -Check all that apply

- Jordanian
- Syrian.
- Iraqi
- Yemeni
- Other-> *Please specify*

7. In which did you start participating on the project and attending the Employment Service Centers?

I_I_I_I_I_I

Efficiency

1. To what extent has each of the following activities contributed to reaching the objectives:
 - Train the employment officers
 - E-Counselling platform for both job seekers and employers
 - Job placement and referral
2. How efficient was the E-Counselling platform?
 How many job seekers/employers/job posts did register in the E-Counselling platform/change per month?
 1. How many job seekers/employers/job posts did register in the E-Counselling platform/change per month?

1. What kind of support did you receive from the ILO project? *Check all that apply.*

- Job placement
- Counseling services
- Training course
- Referral to other agency
- Other, please specify

- The project had several training activities for different people.
2. Have you attended the training at the ESC?

<ol style="list-style-type: none"> 2. What is the time of the year that observes the highest registration rate among job seekers/employers in the E-Counselling platform/change per time? 3. Who are the audiences? (demographics of job seekers and employers) 4. For how long/how often people watched/interacted with the content? (Review time) 5. Did people have a positive experience? (What is their feedback? Likes, Dislikes, Shares, and Comments). 6. Has the content created a change in thoughts or knowledge? 7. Did the audiences learn something that they have not previously considered (i.e., new knowledge, topic, ideas, values)? 8. Was the content an enjoyable experience? 9. Does the content don't exist before? 	<ol style="list-style-type: none"> i. To what extent was the training helpful in finding you a job? ii. Will you recommend this training to others? <ol style="list-style-type: none"> 3. Have you ever had career counseling? <ol style="list-style-type: none"> i. Did you receive counselling at the ESC? ii. If elsewhere, where did you receive this 4. To what extent was the counselling useful for your career? 5. To what extent was the counselling useful for you to obtain a job? 6. Would you be interested in joining such a career counselling program? 7. Which skills would you be interested in developing? 8. Have you used the E-Counselling Platform? <ol style="list-style-type: none"> i. Was it easy to use? ii. Did you find what you were looking for in it? iii. What were you looking for?
<p>Effectiveness</p> <ol style="list-style-type: none"> 1. To what extent the project has achieved its objectives in delivering its key services to target beneficiaries including job seekers, women, persons with disabilities (PWD), non-Jordanians? <ol style="list-style-type: none"> a. What are the factors that positively contributed to and/or adversely affected the expected output, outcomes, and the project's achievements? b. To what extent have Employment and job matching services facilitated Jordanian and Syrian job seekers' access to decent work opportunities in sectors exporting to the EU under the new trade Agreement? 	<ol style="list-style-type: none"> 1. Have you ever been employed? <ol style="list-style-type: none"> i. Did you require support to obtain this job? ii. If yes, from where? E.g., family, friends, or relatives iii. Did you also get support from the ESC? iv. If yes, to what extent do you think that ESC is instrumental for you to have found work? 2.

<ul style="list-style-type: none"> c. To what extent have Decent Work Principles been monitored and promoted in enterprises authorized to benefit from the EU's relaxed Rules of Origin (RoO)? 2. How well did the project implementation take into account the needs and expectations of women? 3. How effective was the coordination with the different stakeholders in supporting the project's objectives? 4. How did the outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, and labor standards? <ul style="list-style-type: none"> a. What positive or negative unintended outcomes can be identified? 	
<p>Impact Orientation</p> <p>To what extent has the project contributed to the increase in commitment of key project stakeholders to the goal of facilitating employment and job-matching services in otherwise to support decent work opportunities and inclusive economic growth in Jordan?</p> <ul style="list-style-type: none"> a. Are the set of skills generated support better job matching for participants, including women? b. To what extent are beneficiaries able to secure longer-term jobs and sustainable source of livelihood? c. To what extent are employers offering Decent Work opportunities and conditions in their enterprises? 	<ul style="list-style-type: none"> 1. With respect to your current job, to what extent are you satisfied with your current job? 2. To what extent are you satisfied with the working conditions of your current job? 3. To what extent are you satisfied with your salary? 4. At your current job, do you feel safe? 5. Do you know your rights as an employee? 6. If something bad happens to you at your job, e.g., you did not get paid on time, will you complain to your supervisor or the manager?
<p>Sustainability</p> <ul style="list-style-type: none"> 1. To what extent will national institutions and implementing partners be willing/able to continue the project results without external funding or support? 	<ul style="list-style-type: none"> 1. How long do you think you will hold this job? 2. If you lose your job, how confident are you to look for another one? <ul style="list-style-type: none"> i. Do you have a career goal? ii. Would you like to open your own business? iii. Do you have the knowledge and information on how to search for suitable jobs? iv. How to represent yourself to employers

<ul style="list-style-type: none"> a. What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project? b. To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results? c. To what extent have the stakeholder's taken ownership of the program? <p>2. To what extent can the current political situation impact the sustainability of the project benefit?</p> <ul style="list-style-type: none"> a. Will there be a continuation of the EU-Jordan Agreement on the relaxation of the rules of origin (RoO)? <p>3. Has an effective and realistic exit strategy been developed and implemented?</p> <ul style="list-style-type: none"> a. Are the results achieved by the project so far likely to be sustainable in terms of <ul style="list-style-type: none"> 3. Financial sustainability of beneficiaries (both males and females), 4. Capabilities, mandate, and commitment of stakeholders. 	<ul style="list-style-type: none"> 3. Do you think that you will find better jobs as time goes on? 4. Do you think that you will find a better paying job in the future?
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Is there anything more you would like to add?

Do you have any questions for me?

Thank you very much for your time.

Annex F

Activity, Output and Outcome Indicators

Outcome 1. Employment and job matching services facilitate Jordanian and Syrian job seekers' access to decent work opportunities in sectors exporting to the EU under the new trade agreement.		
Indicator	Target	Progress 2019 to June 2022
No of male and female Jordanian and Syrian job seekers that benefit from career counselling and job matching services/year	5,000/year, at least 25% female	2019: 9,203 (25% women) 2020: 4,992 (27% women) 2021: 4,356 (38% women) Q1 of 2022: 991 (54% women) Q2 of 2022: 957 (33% women) Total: 20,499 (30% women)
No of Jordanian and Syrian job seekers that are employed	2,250/year, at least 25% female	2019: 3,229 (26% women) 2020: 2,550 (29% women) 2021: 2,852 (33% women) Q1 of 2022: 653 (48% women) Q2 of 2022: 728 (36% women) Total: 10,012 (31% women)
Output 1.1 Employment Service Officers and partners in the Labour Directorates benefit from capacity building, training and support to more efficiently match diverse job seekers with decent work		
No. of trainings and capacity building sessions	Up to 2021: 7	In Q1 of 2022: 1 (3days long) training
Activity 1.1.1 Train Employment Service Officers and partners in the Labour Directorates on effective employment service provision guided by ILO Employment Service Convention No 88 and core principles		
No of Employment Service Officers and partners in the Labour Directorates that benefit from trainings and capacity building sessions	20	2019 - 2020: 21
Activity 1.1.2 Train Employment Service Officers and partners in the Labour Directorates on gender responsive employment service delivery and employment services that meet the needs of workers with disabilities.		
% increase in successfully placed job seekers that are women	5% increase on yearly basis	2019-2020: 3% increase. 2020-2021: 4% increase.

		In 2019: 831 women were placed (26%) In 2020: 741 women were placed (29%) In 2021: 955 women were placed (33%) In Q1 of 2022: 314 women were placed(48%) In Q2 of 2022: 264 women were placed(36%)
No. of persons with disabilities who are placed in jobs	5 disabled persons per year	In 2019: 9 persons with disabilities were placed In 2020: 9 In 2021: 10 In Q1 of 2022: 4 In Q2 of 2022: 17
Activity 1.1.3 Facilitate the delivery of services, such as childcare, that enhance access to jobs for workers with family responsibilities		
No. of male and female workers that take advantage of services/year	112 (5% of 2,250 successfully placed job seekers/year)	0
% of female workers that take advantage of services	At least 5%	0
Activity 1.1.4 Facilitate transportation for Syrian job seekers inside Zaatari		
No. of camp-based Syrian job seekers taking advantage of transportation inside the camp	Av. Of 150 beneficiaries daily	Direct support has been provided to 203 Syrians inside Zaatari (90% women) in addition to 30 out-of-camp Syrian refugees (33% women) who benefitted from company transportation to their workplace.
Output 1.2 Job vacancies are identified and clearly articulated to job seekers, in cooperation with interested employers		
No. of job vacancies identified and clearly articulated	9500 additional vacancies	In 2019: 5,341 vacancies were identified.
		In 2020: 4,160 vacancies were identified.
		In 2021: 7758 vacancies were identified.
		In Q1 of 2022: 772 vacancies were identified.
		In Q2 of 2022: 1394 vacancies were identified

Activity 1.2.1 Identify current and anticipated labour needs and facilitate work permit requests initiated through the E-counselling system.		
No of new referrals made per employment service centre per month, disaggregated by gender.	50 new referrals made per month, per employment centre with at least 17 (26%) of referrals made for female workers	Average of referrals per center per month in Q1 of 2022: 63
		Average of referrals per center per month in Q2 of 2022: 55
		Al Hassan: avg 44 referrals (avg female percentage: 49%)
		Mafraq : avg 51 referrals (avg female percentage: 23%)
		Sahab: avg 75 referrals (avg female percentage: 29%)
		Zarqa: avg 40 referrals (avg female percentage: 51%)
		ZOE : avg 40 referrals (avg female percentage: 40%)
		During 2022 women constituted 46% of total referrals.
During 2022 women constituted 46% of total referrals.		
No of work permit requests issued and followed-up on through E-counselling the system	At least 2,000 requests referred to GSOs for working permits requests/issuance	Feature was added to the system in 2022 to reflect the no. of work permit requests issued and followed up on. In Q2 of 2022: 84
Activity 1.2.2 Conduct regular career guidance meetings between Employment Officers and job seekers, both face-to-face and through the E-Counselling system.		
No. of job seekers consulted in career guidance sessions/month	600 one-on-one career guidance sessions per year through EU supported Employment Centers	In 2020: 335 In 2021: 583 Q1 of 2022: 167 Q2 of 2022: 775
Activity 1.2.3 Conduct orientation and site visits for job seekers to familiarize themselves with working conditions and expectations at firms with job vacancies.		
Degree of accuracy reported by job seekers concerning job advertisements and the actual skills required for their jobs	Degree of accuracy reported by job seekers concerning job advertisements and the	70% of surveyed workers indicate that job advertisement accurately detailed the skills required

	actual skills required for their jobs	*6% of responses recorded as to why a worker left his or her job was due to work responsibilities that different than those advertised
No of job visits and orientations	5 per quarter across all EU funded Employment Service Centres	No of job visits and orientation
Activity 1.2.4 Support employers to identify and articulate the skills required to fill job vacancies		
No of new job vacancies on E-counselling system and social media per month	An average of 150 vacancy/ month	2020: 4,160 2021: 5,495 Q1 of 2022: 772 Q2 of 2022: 1394
	An average of 20 posts/ month	2020: avg of 20 posts/ quarter 2021: avg of 15 post/ quarter Q1 of 2022: avg 11 post/ quarter
Activity 1.2.5 ESC data collected, analysed and communicated in quarterly reports		
No. of quarterly reports	4 per year	2019: 2 QRs, plus annual report 2020: 2 QRs, plus annual report 2021: 2 QRs, plus annual report 2022: 2 QRs
Output 1.3 E-counselling system is rolled out and effectively utilized by employment service providers, job seekers and employers.		
No of, male and female job seekers and employers enrolled	13, 000 job seekers (at least 35% women) and 200 employers since inception	During 2020- 2021: 13,412 job seekers (36% women) and 230 employers. Q1 of 2022: 859 job seekers (59% women) and 8 employers. Q2 of 2022: 1061 job seekers (33% women) and 16 employers.
Activity 1.3.1 Awareness raising and information campaigns are launched to sensitise beneficiaries on use of the E-counselling system		

No of information sessions held	At least two awareness raising session held in each ESC governorate	8 in total (6 in Mafraq governorate and 2 in Alhassan) In Q1 of 2022: Al-Hasan center held an awareness session on the services provided by ESC to 30 beneficiaries In Q2 of 2022: 0
Activity 1.3.2 Building the capacity of a sustainable national party for collecting and analysing RoO related data/information, for advocacy and addressing challenges purposes		
Delivery of capacity Building sessions	Building the capacity of at least one national entity	0
Activity 1.3.3 Maintain and upgrade the system during the project towards integrating with national systems		
Functionality of the system	System upgraded and maintained regularly	ILO added the feature of job classification to the platform, using ISCO and ASCO classification

Annex G

List of Registered RoO Companies

#	EU Exporting - Garment (English Name)	EU Exporting - Garment (Arabic)	Year registered
1	Al-Bashayer Fashion	شركة البشائر لصناعة الأزياء	2012
2	Atlanta Garment Mfg. Co.	شركة أطلنطا لصناعة الملابس	2001
3	Classic Fashion Apparel Industry Ltd Co. (unit 6)	شركة الأزياء التقليدية لصناعة الألبسة	2006
4	Indo Jordan Clothing Company	الشركة الهندية الأردنية لصناعة للملابس	2005
5	United Creations L.L.C	شركة المتحدة للإبداع لصناعة الألبسة الجاهزة	2000
6	Jerash Garments and Fashions Manufacturing Co. Ltd (unit 1,3)	شركة جرش لصناعة الألبسة والأزياء	2000
7	Muwaffaq Iqrsousi Establishment	مؤسسة موفق العرقسوسى للألبسة	Unkno wn
8	Needle Craft for clothing industry	شركة حرفة الإبرة لصناعة الألبسة	Unkno wn
9	Ivory Company for the manufacture of ready-made clothes	شركة ناب الفيل لصناعة الألبسة الجاهزة	Unkno wn
10	Pine Tree Garment Company	شركة باين تري لصناعة الملابس	Unkno wn
#	EU Exporting -non-Garment (English Name)	EU Exporting -non Garment (Arabic)	Year registered
1	(BWJ) Al-Safadi for Industry and Trade	شركة الصفدي للصناعة والتجارة	Unkno wn
2	Safe Techno Plast	(جديد) شركة التقنية الأمانة للصناعات البلاستيكية	2021
3	Nabeel Marjan for Plastic Industries	(جديد) شركة نبيل مرجان للصناعات البلاستيكية	2021
4	Al Rawi for Jordanian Cables and Wires	شركة الراوي لصناعة الاسلاك والكوابل الأردنية	Unkno wn
5	Al-Rawda for Metal Industries	الروضة للصناعات المعدنية	Unkno wn
6	Fayhaa Plastic Industries	الفيحاء للصناعات البلاستيكية	Unkno wn
7	Monster for Metal Industries	شركة مونستر للصناعات المعدنية	Unkno wn
8	Sigma Detergent Industry	شركة سيجمما لصناعة المنظفات	Unkno wn
9	Winner International Plastic Industries Co	شركة الرايح العالمية للصناعات البلاستيكية	Unkno wn