Joint ILO-UNICEF Independent Final Project Evaluation of

"Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians"

Final Evaluation Report- August 31, 2025

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Evaluation timing: **Final**

Evaluation nature: **Independent**

Project countries: Jordan

P&B Outcome(s): Outcome 1: Enhanced coordination, integrated planning and monitoring for government wide efforts in the social protection and employment sector. Outcome 2: Strengthened national systems/mechanisms to enhance access to labour market, decent work and employment based social protection schemes. Outcome 3: Vulnerable Jordanians and Syrians transition from cash assistance to sustainable jobs

SDG(s): SDG 1 (End poverty in all its forms everywhere), SDG 8 (Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all), SDG 10 (Reduced Inequalities), and SDG 11 (Sustainable cities and communities) and SDG 5 (Gender equality and empowering all women and girls).

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Name of consultant(s): Ana María García Femenía (Team Leader/Evaluator) Ahmed Altamimi (National consultant)

Name of Evaluation Manager: Asitha Seneviratne (ILO), Abeer Alattari (UNICEF) and Gabrielle Tremblay (UNICEF)

Evaluation Office oversight: Ja Eun Lee

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

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List of acronyms

ADAP	Adolescent Development and Participation
BDC	Business Development Centre
COVID-19	Coronavirus Disease Pandemic
CTA	Chief Technical Advisor
C&V	Communications and Visibility
DWT	Decent Work Team
DG	General Directorate
DOA	Description of the Action
EMV	Economic Modernisation Vision
EQ	Evaluative Question
FGD	Focus Group Discussion
GEWE	Gender Equality and Women's Empowerment
GFJTU	General Federation of Jordanian Trade Unions
GoJ	Government of Jordan
GTS	Graduation Tracking System
IFC	International Finance Corporation
ILO	International Labour Organisation
IR	Inception Report
JCC	Jordan Chamber of Commerce
JCI	Jordan Chamber of Industry
JLMPS	Jordan Labour Market Panel Survey
M&E	Monitoring and Evaluation
MoL	Ministry of Labour
MoSD	Ministry of Social Development
MoPIC	Ministry of Planning and International Cooperation
MTE	Mid-Term Evaluation
NAF	National Aid Fund
NDICI	Neighbourhood, Development and International Cooperation Instrument
NGO	Non-Governmental Organization
NPC	National Programme Coordinator
NSPS	National Social Protection Strategy
OJT	On-the-Job Training
P&B	Programme and Budget
PRODOC	Project Document
QIN	Quarterly Information Notes
ROAS	Regional Office for Arab States
ROM	Results-Oriented Monitoring

RPL	Recognition of Prior Learning
SA	Social Assistance
SDG	Sustainable Development Goal
SI	Social Insurance
SKILLS	ILO Employment Policy Department's Skills Branch
SOCPRO	ILO Social Protection Department
SSC	Social Security Corporation
SWG	Statistical Working Group
TL	Team Leader
ToR	Terms of Reference
VTC	Vocational Training Corporation
TVET	Technical and vocational education and training
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework
USAID	United States Agency for International Development

Acknowledgements

This report was prepared by an Independent team of evaluators provided by GDSI Limited. The team consisted of Dr. Ana María García Femenía (Team Leader/Evaluator), Ahmed Altamimi (National consultant) and Anna Lobanova (Contract Manager).

The evaluation team worked under the supervision of the ILO Evaluation Office (EVAL) and was guided by the Evaluation Managers: Asitha Seneviratne (ILO) and Abeer Alattari (UNICEF).

The evaluation was conducted within the same geographic scope as the programme, engaging participants situated nationwide in Jordanian governorates of Amman (East Amman), Zarqa, Irbid, Mafraq, and Aqaba.

The evaluation team would like to express its gratitude to the project staff, the ILO Regional Office for Arab States, as well as to implementing partners and their staff members, who took the time to contribute to the evaluation.

Special thanks are also due to the project implementing partners and project stakeholders who dedicated their valuable time to sharing documentation and participating in the interviews and surveys that were conducted.

EXECUTIVE SUMMARY

SUMMARY OF THE PROJECT PURPOSE, LOGIC AND STRUCTURE

1. The project "Towards an Inclusive National Social Protection System and Accelerating Decent Job Opportunities for Syrians and Vulnerable Jordanians", funded by the EU Regional Trust Fund in Response to the Syrian Crisis (Madad Fund), was conceived as part of the EU's broader commitment to support countries hosting Syrian refugees. Specifically established to mitigate the impacts of the Syrian crisis, the Madad Fund aimed to improve access to essential services and promote socio-economic stability for displaced Syrians and their host communities. Within this framework, the project was launched in October 2020 to address critical challenges in Jordan's social protection and labour systems by targeting both Syrian refugees and vulnerable Jordanians. Its theory of change recognised that achieving sustainable self-reliance and reducing dependency on aid would require coordinated national action, strengthened institutional systems, and a structured transition from social assistance to decent work. The initiative thus sought to integrate fragmented interventions into a unified national framework that supported inclusive development, resilience, and social cohesion.

2. The project structure was built around three interrelated outcomes. Outcome 1 enhanced coordination, integrated planning, and monitoring of national efforts in social protection and employment, directly contributing to the development and implementation of Jordan's updated National Social Protection Strategy (NSPS 2025–2033). Outcome 2 focused on strengthening institutional capacities to improve access to formal employment and social insurance, particularly for informal and vulnerable workers. Outcome 3 introduced and operationalised a graduation mechanism combining cash assistance, skills development, and employment services to facilitate the transition to sustainable livelihoods.

3. The project started in October 2020 and ended in May 2025. It was implemented in a context marked by prolonged economic vulnerability, high unemployment (particularly among youth and women), the COVID-19 pandemic and a significant refugee presence. Jordan hosted over 655,000 registered Syrian refugees, placing pressure on public services and labour markets already constrained by limited resources and high informality.

PRESENT SITUATION OF THE PROJECT

4. The project ended in May 2025. There will be no follow-on phase.

PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

5. The final evaluation assessed outcomes, impact, and sustainability over the 2020–2025 period using OECD-DAC criteria. It focused on systemic change in social protection and labour market dynamics, with particular attention to refugees and vulnerable Jordanians.

   Key users of this evaluation are the ILO, UNICEF, the EU, Jordanian ministries, workers' and employers' organisations, and UN partners.

METHODOLOGY OF EVALUATION

6. The design of the evaluation was guided by the ILO Evaluation Policy and aligned with the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation, UNEG Guidelines for Integrating Human Rights and Gender Equality in Evaluations, and UNEG Ethical Guidelines for Evaluation. The evaluation was Theory-of-Change based, meaning that project activities, outputs, outcomes, and likely impacts were evaluated applying six key OECD-DAC evaluation criteria of Relevance, Coherence, Effectiveness, Efficiency, Impact and Sustainability. The evaluation also incorporated cross-cutting dimensions, including gender equality, disability inclusion, human rights, protection, and climate change, by examining how these were represented in activities and project governance.

7. The Evaluation Team engaged with a wide and diverse group of stakeholders, cross-checking and

triangulating the data and information collected.

8. This was a "mixed methods" evaluation, meaning that the Evaluation Team utilised a blend of primary and secondary sources, quantitative and qualitative evidence. The evaluation team collected data through four main channels: desk review of project documents, secondary data review, key informant interviews (in-person and remote), focus group discussions and an E-survey focusing on final beneficiaries (mainly Youth).

9. The evaluation faced several limitations that, while not derailing the process, posed constraints on the depth and breadth of analysis.
   - A compressed timeline further constrained data collection and analysis, potentially limiting the depth of findings across relevance, coherence, and effectiveness.
   - The absence of key ILO personnel reduced access to critical institutional knowledge, affecting assessments of efficiency and adaptive management. Security-related travel restrictions prevented the Team Leader from conducting fieldwork in Jordan, limiting opportunities for in-person observation and stakeholder engagement.
   - Finally, varying availability and willingness of some stakeholders to participate in interviews introduced potential gaps in perspective, particularly in relation to understanding national reform alignment and coordination dynamics.

MAIN FINDINGS AND CONCLUSIONS

10. The key high-level takeaway points (linked to evaluation questions) are:
    - **Relevant but shifting focus** – The project evolved from a humanitarian response as foreseen by the donor toward a development-oriented "graduation from poverty" model, aligning well with Jordan's national strategies, though its relevance for refugees weakened to a slight extent due to restrictive policies.
    - **Strategically aligned** – Strong coherence with ILO, UNICEF, national priorities, and SDGs, but intended joint programming fell short as agencies worked in silos, reducing synergy.
    - **Mixed effectiveness** – Solid progress in policy dialogue and coordination (Outcome 1), moderate results in employment/social protection reforms (Outcome 2), and only partial rollout of the graduation model (Outcome 3).
    - **Operational challenges** – While approximately 87% of funds were delivered, efficiency was weakened by fragmented implementation, procurement delays, staffing gaps, and weak coordination mechanisms.
    - **Fragile sustainability** – National ownership improved, but long-term results hinge on sustained domestic financing, institutional staffing, and capacity transfer from international to local actors.
    - **Potential impact through NSPS** – The project's lasting value lies in embedding inclusive social protection within the National Social Protection Strategy, which could drive systemic poverty reduction if fully implemented.

11. Conclusions:
    - **Relevance** – The project has remained relevant to the needs of Syrian refugees and vulnerable Jordanians, successfully shifting from short-term humanitarian assistance to long-term structural reforms aligned with Jordan's updated National Social Protection Strategy (NSPS) and the Economic Modernisation Vision.
    - **Coherence** – At the national level, the project strengthened coordination mechanisms (e.g., ISU and NSPS task forces). However, internal UN coherence was weaker, as ILO and UNICEF often worked in parallel rather than jointly, limiting synergies.
    - **Efficiency** – Implementation efficiency was constrained by design weaknesses, shifting priorities, and misaligned assumptions with ground realities. Oversight challenges from both the donor (EU) and ILO, coupled with limited corrective actions, further undermined efficiency.
    - **Effectiveness** –
      - Outcome 1: Significant progress through institutionalising the ISU, enhancing coordination, and strengthening cross-ministerial planning.

- Outcome 2: Delivered contributions in labour formalisation, social protection access, and labour market systems, but assumptions about refugee employment proved unrealistic given structural labour market constraints.
- Outcome 3: Advanced institutional learning on the graduation approach but faced delays, limited scale, and lower-than-expected refugee coverage.
- Gender & Cross-Cutting Issues: Gender was not strategically integrated, with women's participation addressed, but without a dedicated theory of change. Social dialogue and environmental aspects were included sporadically.

- **Ownership & Sustainability** – Strong national ownership was demonstrated, particularly by MoSD, MoPIC, and MoL. However, the heavy reliance on UNICEF and other international actors for core technical inputs sometimes slowed full transfer of ownership. Long-term sustainability hinges on strengthening national capacities, broadening private sector and social partner involvement, and ensuring a phased handover of responsibilities.
- **Impact** – While the project did not fully realise the EU MADAD vision of strengthening refugee self-reliance, it laid important groundwork by supporting the NSPS 2025–2033, which adopts a rights-based, inclusive approach covering vulnerable groups, including refugees.

MAIN RECOMMENDATIONS

12. Nice recommendations were developed within this evaluation, and grouped around three broader strategic priorities:

1. **Strengthen Governance and Coordination**
   - Establish robust management and oversight frameworks for complex aid projects.
   - Enhance joint accountability and planning between ILO and UNICEF.
   - Formalising a National Coordination Charter for the NSPS
   - Strengthen the operational capacity of the Institutionalising the Implementation Support Unit (ISU)
   - Designing Balanced and Inclusive Monitoring and Evaluation (M&E) Systems
2. **Advance Gender Equality and Inclusion**
   - Adopt a gender-transformative approach with a clear theory of change and sex-disaggregated monitoring.
   - Promote gender-responsive workplace practices and address structural barriers to women's participation.
3. **Ensure Sustainability and National Ownership**
   - Strengthening National Ownership and Institutional Sustainability of Social Protection Reforms
   - Ensuring Sustainable and Inclusive Implementation of the NSPS 2025–2030

MAIN LESSONS LEARNED AND GOOD PRACTICES

13. Key Lessons from the EU MADAD Project

- **Specific type of implementation for an emergency (or post-emergency) fund mechanism.** The key lesson learned is that in a fragile and rapidly evolving context, management cannot rely on standard internal procedures alone; instead, it must be adaptive, collaborative, and responsive to shifting political, institutional, and operational realities to maintain relevance and impact on the ground.
- **Missed opportunity for a joint intervention between the ILO and UNICEF on social protection.** The EU MADAD project exposed the risks of pursuing long-term development goals through an emergency funding mechanism, especially with weak inter-agency coordination. Under Outcome 1, UNICEF's lead role and limited ILO involvement led to fragmented integration of both agencies' expertise. Outcome 3 showed better alignment as both agencies adapted their models, yet overall coordination remained insufficient.
- **Limitations of quantitative indicators under Emergency (or post-emergency) interventions.** Weak M&E systems, focused narrowly on quantitative outputs, limited the project's ability to trace progress and adapt to context. UN agencies must require implementing partners to provide disaggregated data—especially by gender—to inform responsive, inclusive programming.

14. Emerging Good Practices:
    1. **Revision of the Graduation Model to Align with Contextual Realities in Jordan.** Under the EU MADAD project, the implementing UN agencies (UNICEF and ILO) revised the initial graduation model in response to weak relevance and limited contextual fit of the standard donor-prescribed approach. The revised model shifted focus from graduating from cash assistance to a poverty graduation framework, integrating elements of a rights-based and inclusive approach. This adaptation better aligned with Jordan's socio-economic context and improved the model's relevance and acceptability.

    2. **Addressing Gender-Specific Barriers to Women's Labour Market Participation.** As part of its efforts to promote inclusive economic opportunities, the project addressed key structural barriers that limit women's access to the labour market—particularly among Syrian refugees and vulnerable Jordanians. The intervention included support for safe transportation, flexible work arrangements, childcare facilities (including the establishment of a nursery inside a factory), and on-the-job training for women. These initiatives were specifically designed to enhance the employability and retention of women in sectors traditionally marked by low female participation.

1. CONTEXT AND PROJECT DESCRIPTION

1.1. Country context

15. Jordan, a middle-income constitutional monarchy of about 11 million people, has preserved stability in a volatile region while facing economic, social, and environmental pressures, including water scarcity and a large refugee population. Since 2020, the King has advanced political reforms through constitutional amendments and new electoral and party laws aimed at expanding youth and women's participation, though public scepticism persists given past failures. Alongside these, the government is pursuing public sector modernisation to strengthen governance, digitalise services, and combat corruption, supported by international partnerships such as the World Bank's 2024–2029 framework. Overall, governance trends reflect a cautious balance between gradual liberalisation and stability, with incremental reforms offering potential for broader participation and more effective state institutions.

16. Jordan's labour market has faced persistent structural challenges, including high unemployment, limited job creation, and unequal access to employment opportunities, which have been increasing in recent years. Despite various reform efforts, these challenges have been exacerbated by modest economic growth and external shocks. In June 2022, Jordan launched its Economic Modernisation Vision (EMV), setting a renewed strategic direction to drive growth, enhance productivity, and foster inclusive development. However, labour market inclusion gaps remain wide, particularly among women, youth, and refugees.

17. As of the end of Quarter One 2025, Jordan's overall unemployment rate remained elevated at 21.3%[1], reflecting both cyclical and structural dimensions of joblessness. Youth unemployment remains especially severe, reaching 54.7% for the 15-19 years old category and 46.4% for the 20- 24 years old category during the third quarter of 2024[2], nearly double the national average. The situation is even more acute for young women, 50.6% of whom are unemployed, compared with 39.6% of young men.[3] This is particularly concerning given that the labour force participation rate for young women is only 14.5%, significantly lower than that of their male counterparts as of quarter one of 2025.[4] These figures highlight the enduring barriers to equitable participation in the workforce and underscore the gendered nature of labour market exclusion.[5]

18. Jordan is among the world's top refugee-hosting countries relative to population size. According to the United Nations High Commissioner for Refugees (UNHCR), the country hosted 654,000 registered Syrian refugees under its mandate in 2023[6]. However, the total number of Syrians in the country is estimated to be closer to 1.3 million when including unregistered individuals.[7] Given a national population of 11.06 million, Syrian refugees comprise between 6.1% (registered) and 11.8% (estimated total) of Jordan's population, taking a major toll on the country's economy, infrastructure, and social landscape.

19. Jordan has made significant strides in building a more inclusive and integrated social protection system. The current landscape encompasses social assistance,[8] social insurance, labour market programmes, food security /nutrition programmes, and fiscal subsidies. Notably, Jordan was the first country in the Middle East to ratify the International Labour Organisation (ILO) Social Security (Minimum Standards) Convention, 1952 (No. 102) in 2014.[9]

[1] Department of Statistics (2023). Labour Force Survey – Quarterly Report. https://dosweb.dos.gov.jo/unemp_062025/
[2] Central Bank of Jordan, Recent Monetary & Economic Developments in Jordan, January 2025
[3] Department of Statistics (2022). Labour Force Survey, Q2 2022.
[4] Department of Statistics (2023). Labour Force Survey, Quarterly Report
[5] World Bank, JORDAN ECONOMIC MONITOR Building Success, Breaking Barriers Unlocking the Economic Power of Women in Jordan Fall 2023
[6] UNHCR Jordan (2023). Operational Update: Syria Regional Refugee Response.
[7] ACAPS (2023). Country Analysis – Jordan, October 2023.
[8] Including social care services, and specific schemes of other social services such as health and education.
[9] International Labour Organisation (ILO) (2020). Social Protection Diagnostic Review of Jordan.

20. The **National Social Protection Strategy** (NSPS) 2019–2025[10], developed under the leadership of the Ministry of Planning and International Cooperation (MoPIC) and the Ministry of Social Development (MoSD), with United Nations International Children's Emergency Fund (UNICEF) technical support, and ILO as a contributor, offers a cohesive policy framework aimed at ensuring a "decent life for all Jordanians", cash assistance alongside services related to health, transportation, energy, and school feeding.[11]

21. In 2014, the European Union (EU) established the Regional Trust Fund in Response to the Syrian crisis - or the Madad Fund- to support children from both Syria and local communities get better access to basic services, such as education, healthcare, water and sanitation, and protection.

22. As part of the MADAD Trust Fund, the project "**Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians**" was designed and launched in October 2020, as a three-year initiative. With a total budget of EUR 14,116.138, it aimed to strengthen social protection systems and promote economic self-reliance for refugees and vulnerable Jordanian populations.

1.2. Project vision, theory of change, and project background

23. The project sought to foster inclusive socio-economic development in Jordan by enhancing national systems that bridge social protection and employment, particularly for Syrian refugees and vulnerable Jordanians. The **theory of change** was grounded in the recognition that achieving sustainable self-reliance for these groups requires coordinated national efforts, strengthened institutional systems, and a clear pathway from social assistance to decent work.

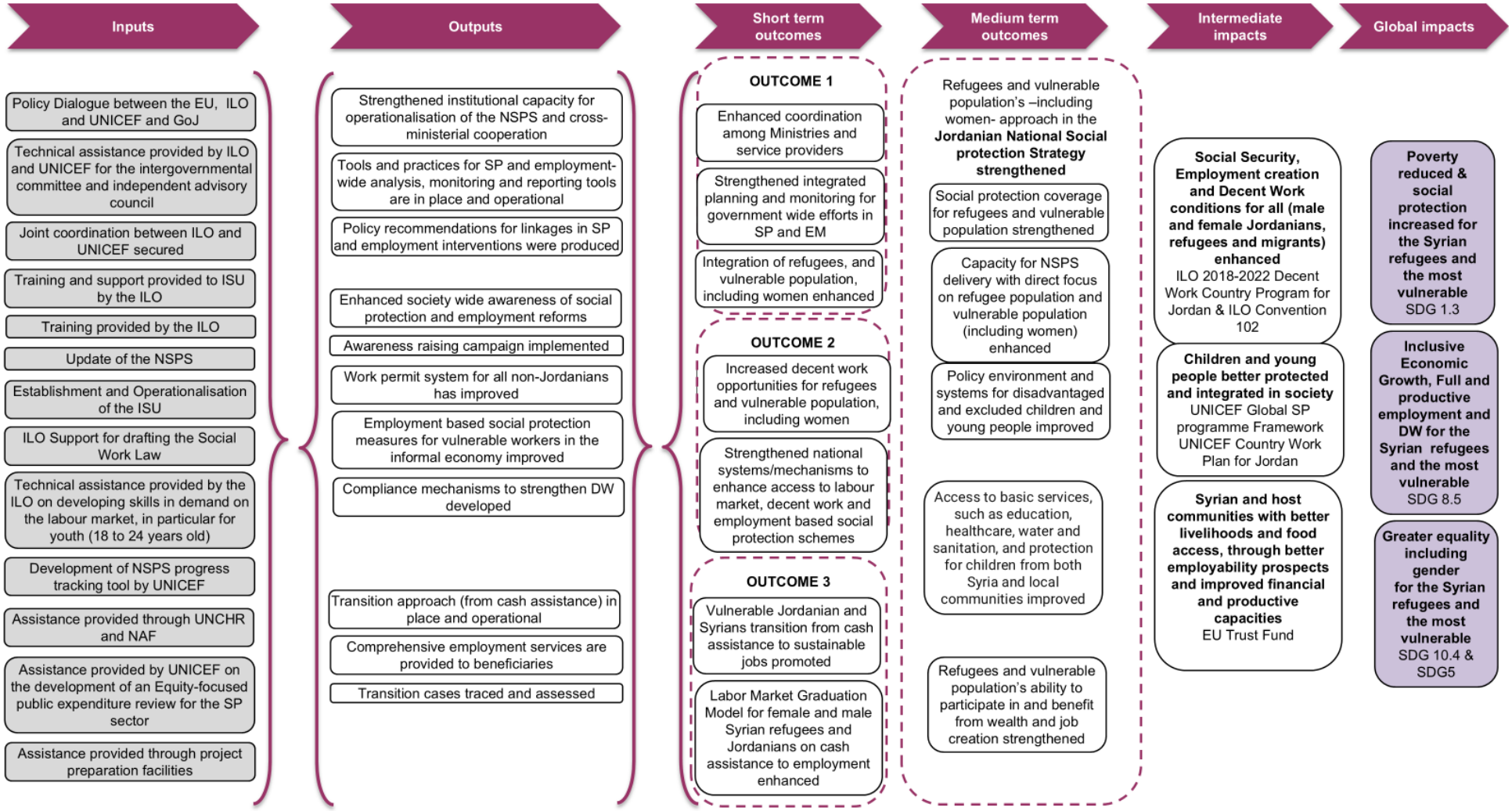
24. The theory of change envisioned that **if** the Government of Jordan, with support from ILO and UNICEF, strengthened coordination, integrated planning, and monitoring of social protection and employment policies, built institutional capacity to expand equitable labour market access and social insurance, and operationalised a tailored graduation mechanism to transition the most vulnerable from cash assistance to sustainable jobs, **then** vulnerable Jordanians and Syrian refugees would gain better access to formal work, decent wages, and social protection that reduced aid dependency and prevented poverty and exclusion. This was to be achieved through unified policy frameworks, stronger public institutions, employment service centres in refugee-hosting areas, skills training and placement, gender- and youth-sensitive inclusive policies, and phased support combining cash, case management, and work permits—ultimately contributing to a sustainable, inclusive social protection system that fostered resilience, social cohesion, and self-reliance for refugees and host communities.

25. Under this project, UNICEF was responsible for supporting the development and operationalisation of a more inclusive national social protection system. This included strengthening shock-responsiveness, improving coordination mechanisms, enhancing data systems, and supporting the capacity of national institutions to deliver integrated and gender-sensitive services.

26. The ILO, in turn, led the livelihoods and decent work components of the project. Its responsibilities focused on promoting access to decent employment for Syrian refugees and vulnerable Jordanians through market-based approaches, skills development, and private sector engagement. The ILO worked in close collaboration with the Ministry of Labour and social partners to strengthen employment systems, support inclusive policy development, and implement on-the-job training schemes linked to formal employment and social security registration.

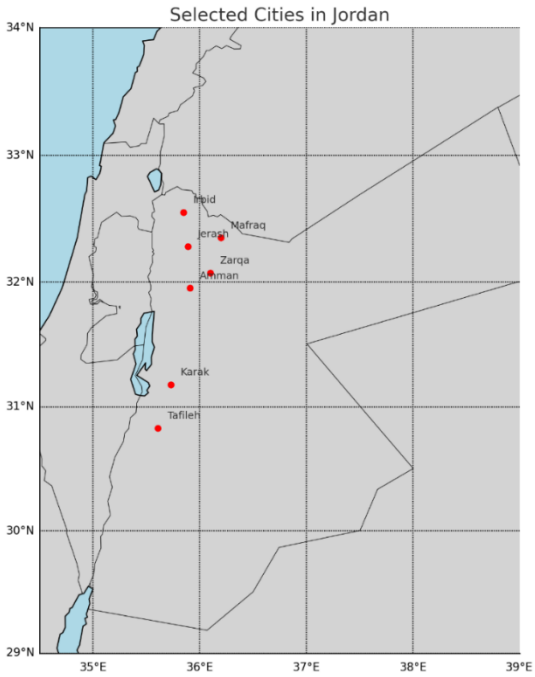
[10] Ministry of Planning and International Cooperation (MoPIC) & Ministry of Social Development (MoSD) (2019). National Social Protection Strategy 2019–2025.
[11] UNICEF Jordan (2020). Support to the Takaful Programme and Integrated Social Protection.

Figure 1: Project's theory of change reconstructed by the evaluation team based on project documents



27. Drawing on their longstanding collaboration with Jordanian institutions and extensive experience in employment and social protection for diverse population groups—youth and adults, women and men, Jordanians and refugees—ILO and UNICEF structured the project around three core outcomes:
    - **Outcome 1:** Improved cross-ministerial coordination, planning, and monitoring within the employment and social protection sectors. The project strengthens national mechanisms to facilitate the coherent implementation of the NSPS and related initiatives.
    - **Outcome 2:** Enhanced institutional frameworks to expand access to decent work and employment-linked social protection. Key outputs include support for the issuance of work permits, reinforcement of labour inspection systems, and the extension of social security to informal economy workers.
    - **Outcome 3:** Transition from dependency on cash assistance to sustainable employment for vulnerable Jordanians and Syrian refugees. A graduation approach is introduced, offering tailored, multi-service support—delivered mainly through ILO and UNICEF service hubs—to individuals receiving aid from the National Aid Fund (NAF) or UNHCR.

Figure 2: Project's sites of intervention



28.The project operated across Jordan, with national policy components (Outcomes 1 and 2) focused on the central level, while Outcome 3 targeted individuals in seven governorates: Irbid, Mafraq, Jerash, Amman, Zarqa, Karak, Tafileh and Aqaba, as shown in Figure 2 .

29.According to Annex 1 of the Action Document (DOA), the target beneficiaries included approximately 21,000 individuals (around 10,500 Jordanians and 10,500 Syrians) who were to benefit from social protection measures. In addition, the project aimed to promote 2,500 job opportunities, with specific inclusion targets of 50 % women, 12 % youth, and 3% persons with disabilities (PWDs).

30.Implemented jointly by the ILO and UNICEF, the programme supported the operational rollout of Jordan's National Social Protection Strategy (NSPS) 2019–2025, aiming to strengthen the resilience of the social protection system while fostering sustainable livelihoods for Syrian refugees and vulnerable Jordanians. Against the backdrop of protracted displacement and a strained labour market, it tackled two interlinked challenges: limited access to integrated, inclusive social protection and barriers to decent, formal employment, especially in the informal economy. Its ambition was to contribute to a sustainable and inclusive social protection system, both in policy and institutional architecture, with a strong focus on linking social protection to employment and extending coverage to informal workers. UNICEF led work on Outcome 1, the ILO on Outcome 2, and both agencies on Outcome 3, under the leadership of the ILO Chief Technical Advisor and with support from the ILO Regional Office for Arab States and UNICEF's Social Policy, Youth, and Adolescent Development and Participation (ADAP) units.

31. The 36-month project began with six months of coordination and planning but faced delays due to post-COVID reforms, shifting national priorities, and difficulties obtaining UNHCR and NAF data, which slowed mobilisation.[12] The timeframe proved insufficient to fully operationalise and test the graduation framework, leading to a 15-month no-cost extension in June 2023 and a subsequent five-month extension to May 2025. At mid-term, the project was reviewed to ensure alignment with Jordan's national priorities, including the

[12] Madad Program Annual Progress Report ILO-UNICEF Jan-Dec 2021.

Economic and Political Modernisation Vision (2022–2025) and the Public Sector Reform Plan. It also contributed to other key frameworks such as the Human Resources Development Strategy, the Economic Growth Plan, the National Employment Charter, the Jordan Response Plan, and the National Youth Strategy.

32. These national developments have unfolded against a backdrop of major geopolitical and economic disruptions with far-reaching implications. The fall of the Assad regime in December 2024 has reshaped the regional political landscape, altering refugee return dynamics and triggering renewed discussions around reconstruction and repatriation. At the same time, the war in Gaza that erupted in October 2023 has further destabilised the region and strained humanitarian resources. Globally, the ongoing Russia–Ukraine war has continued to disrupt supply chains, driving up the cost of food and fuel and deepening socioeconomic vulnerabilities. Within this volatile global setting, the dismantling of USAID in early 2025 under the Trump administration disrupted long-standing cooperation frameworks and underscored the fragility of global aid structures. Meanwhile, the European Union has reoriented its development agenda, reducing allocations under NDICI–Global Europe and placing greater emphasis on migration management, geopolitical leverage, and private sector engagement. These shifts have altered donor expectations, particularly around visibility, strategic alignment, and demonstrable outcomes, demanding a more adaptive and politically attuned implementation approach from the programme.

1.3. Project stakeholders and beneficiaries

33. List of the project stakeholders:
    - Government officials from Ministries responsible for Social Protection, namely the Ministry of Social Development (MoSD), Labour (Ministry of Labour (MoL), Health Insurance (Ministry of Health (MoH), the Ministry of Planning & International Cooperation (MoPIC) and other relevant ministries,
    - representatives from Workers' Organisations (General Federation of Jordanian Trade Unions (GFJTU)) and Employers' Membership-Based Organisations (Jordan Chamber of Industry (JCI), The Jordan Garments, Accessories & Textiles Exporters' Association (JGATE).
    - Partner UN Agencies: UNHCR.
    - Providers of training for enhanced employability of beneficiaries, including Vocational Training Corporation (VTC) training centres, and private sector training providers (LUMINUS (LTUC), BDC).
    - Project's extended group of national stakeholders, in particular specialised national agencies (Social Security Corporation (SSC), National Aid Fund (NAF), Department of Statistics (DOS)).

34. Ultimately, the project's beneficiaries—vulnerable Jordanians (youth, women, and low-income individuals, with limited access to formal employment or social protection systems) and Syrian refugees (residing in Jordan, particularly those receiving cash assistance or support services)—whose lived experiences and access to social protection and employment opportunities are at the core of the intervention's goals and intended impact. These groups were engaged under Outcome 3, focusing on the transition from cash assistance to sustainable employment.

2. EVALUATION PURPOSE, OBJECTIVE, SCOPE, AND USERS

2.1. Purpose, scope, objective, and users of the evaluation

35. The purpose of this final evaluation is to build on the findings and key questions from the mid-term review, with a particular focus on assessing the project's outcomes, impact, and sustainability. It is intended to evaluate the extent of change and improvement achieved, as well as the progress made toward the project's long-term objectives. The evaluation also supports accountability and promotes learning for all stakeholders involved.

36. The evaluation seeks to:
    - Assess both intended and unintended results of the project; Determine the project's alignment with evolving priorities;
    - Analyse its adaptability during implementation;
    - Provide actionable insights using the six OECD-DAC evaluation criteria: Relevance, Coherence, Effectiveness, Efficiency, Impact, and Sustainability. Regarding Lessons for Future Joint Programming, the evaluation focuses on what insights the ILO and UNICEF can draw from the evidence generated by this evaluation to inform future joint programming efforts, particularly in the context of shifting policy and operational environments.

37. The evaluation reviews the project's performance and results over its full implementation period (2020–2025), focusing on outcomes, impact, sustainability, and adaptability within a shifting policy environment. It assesses the project's contribution to long-term objectives and systemic change at the national level in Jordan, with particular attention to vulnerable populations and Syrian refugees. The evaluation examines how effectively their needs were met and whether the project led to tangible improvements in their lives.

38. It also considers the project's adaptability to changing political and operational dynamics. Initially designed during a period more supportive of refugee integration, the project had to respond to new restrictions on refugee employment and a stronger emphasis on a "Jordan-first" approach. The evaluation, therefore, reflects on the relevance and feasibility of its employment-related objectives and the validity of its original assumptions. In addition, it reviewed coordination between ILO, UNICEF, and national actors, and the project's contribution to institutional strengthening, notably through support to Jordan's National Social Protection Strategy (NSPS), including the updated 2025–2033 strategy launched in May 2025.

39. The main users of the evaluation are:
    a. *The evaluation clients:*
        i. ILO's and UNICEF constituents, including the ILO and UNICEF project team and management directly responsible for the implementation of the project, and collaborating ILO and UNICEF Country/Regional Offices.
        ii. The European Union, as the project's donor, represented by the European Commission, DG for Neighbourhood and Enlargement Negotiations.
    b. *Evaluation stakeholders:*
        i. Government officials from Ministries responsible for Social Protection, namely the Ministry of Social Development (MoSD), the Ministry of Labour (MoL), the Ministry of Health (MoH), the Ministry of Planning & International Cooperation (MoPIC) and other relevant ministries.
        ii. Representative from Workers' Organisations (General Federation of Jordanian Trade Unions (GFJTU) and Employers' Membership-Based Organisations (Jordan Chamber of Industry (JCI).
        iii. Partner UN Agencies: UNHCR.
        iv. Providers of training for enhanced employability of beneficiaries, including Vocational Training Corporation (VTC) training centres, and private sector training providers.
        v. Project's extended group of national stakeholders, in particular specialised national agencies (Social Security Corporation (SSC), National Aid Fund (NAF).

40. The EU MADAD evaluation brought together a wide array of stakeholders with distinct yet interconnected interests. ILO and UNICEF constituents—including key government ministries such as Social Development, Labour, Health, and Planning—are primarily interested in assessing how the project has supported national policy objectives, service delivery, and institutional coordination. Workers' and employers' organisations (GFJTU, JCC, and JCI) are focused on the project's contributions to decent work and inclusive labour market development. Partner UN agencies, notably UNHCR, seek alignment with broader refugee protection and resilience agendas. Training providers, including the VTC and private sector institutions, are concerned with the relevance and outcomes of the employability interventions. National agencies such as the SSC and NAF are interested in how the project complements and strengthens existing social protection systems. The ILO

and UNICEF project teams, both country-based and regional, are keen to validate implementation approaches and identify lessons for future programming. The European Union, as the donor, is focused on the project's overall effectiveness, impact, and value-for-money in supporting stability and resilience in Jordan.

3. EVALUATION DESIGN AND METHODOLOGY

3.1. Evaluation methodology

41. The evaluation was Theory-of-Change-based, meaning that project activities, outputs, outcomes, and likely impacts were evaluated against the Theory of Change presented above. The six key OECD-DAC evaluation criteria of Relevance, Coherence, Effectiveness, Efficiency, Impact, and Sustainability were applied. These were integrated into the Evaluation Matrix (Annex 1), which listed 11 Evaluation Questions (EQs).

42. This was a "mixed methods" evaluation, meaning that the Evaluation Team utilised a blend of primary and secondary sources, and quantitative and qualitative evidence. In line with Inception Phase discussions with the ILO and UNICEF evaluation managers, the evaluation team engaged with a wide and diverse group of stakeholders, facilitating the cross-checking and triangulation of the data and information collected. This ensured the evaluation's objectivity and grounded its findings credibly in evidence.

43. The evaluation incorporated the ILO's and UNICEF's cross-cutting themes—including international labour standards and social dialogue, gender equality[13], disability inclusion, environmental sustainability, and non-discrimination—across its methodology and deliverables. A human rights-based approach informed the design, with attention to participation, equity, and accountability. These themes were reflected in the evaluation matrix and guided the development of data collection tools, which included questions aimed at understanding whether and how such priorities were considered during project implementation.

44. The evaluators complied with ILO and UNICEF evaluation principles as well as with the UN Norms and Standards for evaluation to ensure that ethical safeguards concerning the independence of the evaluation were followed at all stages of the evaluation process.

Evaluation questions

45. The Evaluation Matrix included 11 EQs. A few differences were introduced from those proposed in the evaluation Terms of Reference, which were as follows:
    a. Question 2 (under Relevance) was excluded based on guidance from the Evaluation Managers, as it had already been addressed in the mid-term evaluation.
    b. Question 4 (renumbered as 2.2, see Table 1 below) was slightly amended to reflect the learning perspective from the evaluation exercise.
    c. One additional evaluation question was added to assess impact (6.3 in the Table below).

46. The evaluation addressed the main questions and sub-questions outlined in the evaluation matrix (see Table 1), and as approved in the Inception Report, with the Findings chapter providing a comprehensive response to them.

[13] This evaluation followed the "I**LO Guidance Note 3.1: Guide on Integrating Gender Equality in Monitoring and Evaluation"** and the UNICEF guidance paper Gender Transformative Lens, ensuring that gender equality is not treated as a peripheral issue but is embedded throughout the evaluation process

Table 1: Evaluation Questions

EQ 1. Relevance
1.1. To what extent did the project's three outcomes respond to the socio-economic context and needs of the targeted populations, and are relevant to achieve the overall project objectives?
EQ 2. Coherence
2.1. To what extent was the project coherent with other interventions by the ILO, UNICEF, and other similar projects in the country? 2.2. To what extent did the collaboration between ILO, UNICEF, and national partners lead to a coherent approach to the project's implementation, and how were the findings and recommendations from the MTE integrated into this collaborative process?
EQ 3. Efficiency
3.1. To what extent were the resources allocated and managed across the three project outcomes efficient?
EQ 4. Effectiveness
4.1. To what extent did the project achieve the expected outcomes in terms of enhanced coordination (Outcome 1), strengthened labour market access (Outcome 2), and transition from cash assistance to employment (Outcome 3)? 4.2. To what extent did the project effectively mainstream gender equality, human rights, norms, social dialogue, environmental sustainability and inclusion across all outcomes implementation?
EQ 5. Sustainability
5.1. To what extent have national partners taken ownership of the project's interventions? Are there any systems or commitments in place to ensure the sustainability of project achievements? 5.2. How likely will the project's outcomes be sustainable, in terms of coordination mechanisms, labour market improvements, and transitioning from cash assistance to employment, particularly for women and other vulnerable groups?
EQ 6. Impact
6.1. What potential impacts has the project had on national social protection, institutional capacities, labour market systems, and the reduction of reliance on cash assistance, particularly for women and other vulnerable groups? 6.2. To what extent did the project contribute to enhancing the social protection and economic self-reliance of refugees and vulnerable local populations in Jordan, particularly of women and the most vulnerable groups? 6.3. What unintended outcomes (positive or negative) emerged as a result of the project, and what are their implications for future programming?

Data collection methods

47. The methodological approach was primarily qualitative, based on interviews, focus group discussions, and stakeholder consultations. The quantitative data were integrated where available, primarily from existing project documentation such as monitoring reports, the 2025 Results-Oriented Monitoring (ROM) review, the 2023 Mid-Term Evaluation (MTE), and project performance frameworks.[14] This was complemented by an online beneficiary survey, designed as a key primary data collection tool. Its results directly contributed to addressing several evaluation questions across the criteria of effectiveness, impact, and sustainability, as outlined in the evaluation matrix and detailed below.

48. The evaluation team has employed the following data collection methods:

49. **Desk review.** The independent evaluators began the evaluation by reviewing a wide range of project-related documents addressing the project's background, design, and implementation. The desk review was an ongoing process, as additional relevant documents were suggested by stakeholders throughout the evaluation. A list of documents reviewed to date is included in Annex II.

50. **Semi-Structured Key Informant Interviews** (KIIs)**.** Key Informant Interviews were semi-structured and directly guided by the evaluation questions and matrix, ensuring that primary data collection is strictly aligned with the information needs identified for this final evaluation. The tailored interview guidelines were designed to ensure comprehensive coverage of the evaluation objectives and thematic areas, while allowing respondents the flexibility to elaborate on aspects they considered most relevant or where they could offer substantive insights. The evaluators used the Microsoft Teams or Zoom platform. The interviews have been

[14] As mentioned by several stakeholders, the MTE should have been scheduled earlier in the project's lifetime to increase its usefulness for timely adjustments.

recorded (except when interviewees did not accept it) in English and/or Arabic and afterwards transcribed through the Fireflies platform (artificial intelligence). The audios have been deleted afterwards. While secondary sources such as the ROM report and the Mid-Term Evaluation (MTE) already provided evidence for certain evaluation questions—particularly those related to Outcome 1—primary data collection through KIIs focused on questions or dimensions where existing evidence was partial, outdated, or required triangulation. Interview guidelines were developed for different stakeholder groups and formats (online, hybrid, and in-person), as outlined below**.**

51. Stakeholders interviewed included UNICEF, ILO, and UNHCR officials, social partners, government representatives, service providers, employers, and beneficiaries (38 in total, listed in Annex III). Due to airspace closures from the Iran-Israel conflict, the TL's field mission was cancelled, and data collection was conducted in a hybrid format, with some interviews carried out in person by the national consultant. To address the limitation connected to direct observation, the number of KIIs was increased and ensured that all stakeholder groups were covered.

52. **Focus Group Discussions (FGDs).** The evaluation planned eight FGDs with youth beneficiaries (17–24), four each with ILO and UNICEF participants, up to 10 per group. Locations were chosen based on beneficiary availability, with efforts to hold multiple FGDs in one site. To ensure representation and open dialogue, groups were organised by gender and nationality, addressing cultural sensitivity, power dynamics, and distinct socio-economic contexts of Jordanian and Syrian youth.

53. Beneficiary datasets from ILO and UNICEF supported participant selection, while tight timelines and access challenges required strong logistical support from project staff and partners. Ultimately, four FGDs with UNICEF beneficiaries were conducted in East Amman (~50% of UNICEF's pool). Despite Business Development Centre efforts, including outreach at work placement factories, group sizes fell short of the 10-participant target. The table below provides details of the FGDs planned and conducted with UNICEF beneficiaries.

Table 2: FGDs with UNICEF beneficiaries

Governorate	**Nationality**	**Sex**	Number of accessible potential participants from UNICEF	Number **FGDs planned/ conducted**	Number of participants per FGD
Amman	Jordanian	Female	68	1/1	7
Amman	Jordanian	Male	115	1/1	8
Amman	Syrian	Female	101	1/1	8
Amman	Syrian	Male	73	1/1	7

54. For the ILO beneficiaries, the FGDs initially planned in Mafraq and/or Zarqa were not organised due to an insufficient number of available beneficiaries in those locations. Following consultations with the ILO Evaluation Managers, the FGDs were replaced with phone interviews, aiming to reach up to 25 ILO beneficiaries, including those from outside Amman. However, this method also faced several challenges, including time constraints, inaccuracies in the beneficiary datasets, unavailability of respondents, and, in some cases, limited interest in participating. In total, 22 phone interviews were completed. The table below provides a breakdown of respondents, while the full list of attempted contacts exceeds 60.

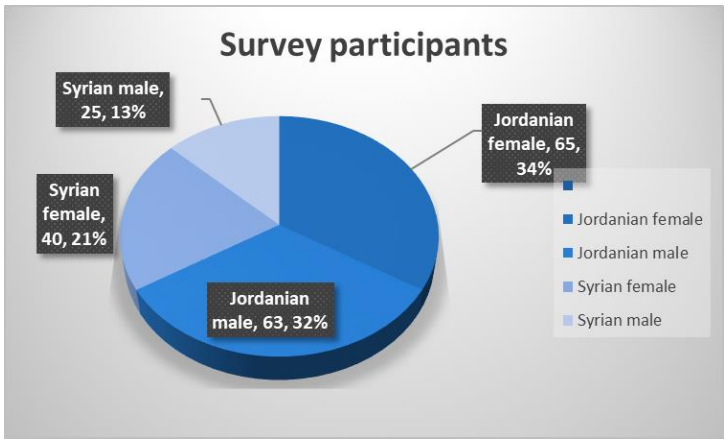
Table 3: Phone interviews with the ILO beneficiaries

Nationality	**Sex**	Total number of ILO beneficiaries interviewed	Beneficiaries per governorate				
		22	Amman	Mafraq	Zarqa	Irbid	Aqaba

Jordanian	Female	4				2	2
Jordanian	Male	5	1			4	
Syrian	Female	6	3	3			
Syrian	Male	7	2		5		

55. **E-Survey.** The ET conducted an online survey of project beneficiaries to collect data on motivations for participation, access to and quality of training, barriers to employment, and labour market outcomes. The survey informed several evaluation sub-questions under Outcome 3, including access to decent work, labour market inclusion, and the transition from cash assistance to employment. It also supported the impact assessment by capturing self-reported changes in employment status, social protection, and self-reliance. The ET programmed the questionnaire and, using ILO and UNICEF datasets, targeted about 900 active trainees (400 UNICEF, 600 ILO). A full census approach via an online platform was used, with the survey link shared in English and Arabic through staff and partners' channels (social media, WhatsApp). Due to time constraints, it remained open for about one week.

Figure 3: Disaggregation of survey participants by gender and nationality



56. The survey yielded 193 responses (21%), exceeding the expected 20% or less. As the ET did not manage beneficiary outreach and cannot confirm that all 900 were invited, this rate was deemed sufficient for statistically and analytically useful insights. Respondents were disaggregated by gender and nationality (see Figure 4). Over 92% of respondents were from Amman, highlighting a project outreach imbalance, as around 20% of beneficiaries are based outside the capital. This limitation was beyond the ET's control.

Table 4: Representativeness of responses across the groups in the E-survey

	Project beneficiaries in the ILO-UNICEF datasets		Number of survey respondents	
	Total number	**Ratio**	**Total number**	**Ratio**
Jordanian female	265	29.4%	65	34%
Jordanian male	246	27.3%	63	32%
Syrian female	237	26.3%	40	21%
Syrian male	153	17%	25	13%
Total	**901**		**193**	

57. Further details on the survey methodology and results are provided in Annex V below.

Data analysis approach

58. The ET conducted a structured analysis of cleaned and securely stored qualitative and quantitative data, categorised by key evaluation criteria. Triangulation across 20+ documents, 38 interviews (15 women, 23 men), four focus groups coupled with individual interviews (22) of beneficiaries, and a survey ensured robust, reliable findings by clarifying inconsistencies and balancing perspectives from UN agencies, government, NGOs, partners, and beneficiaries. A thematic framework based on OECD-DAC criteria, guided by the Evaluation Matrix and Theory of Change, assessed outcomes, causal linkages, and lessons learned. Cross-cutting themes—gender equality, youth engagement, and inclusion of vulnerable groups—were integrated, highlighting social impact, challenges, and good practices for replication and scaling.

3.2. Limitations

59. There were several constraints and limitations encountered; however, these did not fundamentally divert the evaluation process from the course set in the Inception Report. Some that have received subsequent attention from the Evaluation Team were:
    a) **Broad scope and tight evaluation timeline –** The evaluation covered a wide range of activities under an ambitious intervention, which increased the complexity of data collection and synthesis. At the same time, the limited timeframe compressed the data collection, analysis, and synthesis periods. Potential impact: These factors together may have reduced the granularity of the analysis and limited the depth of exploration of certain themes, particularly under the criteria of relevance, effectiveness, coherence, and impact, as resources and time were spread across many intervention areas. **Absence of key project staff from the ILO side** – During the evaluation period, the unavailability of certain ILO personnel with detailed institutional memory and technical oversight limited access to first-hand insights on decision-making processes, operational bottlenecks, M&E issues, adaptive management strategies, and the project's financial information. *Potential impact*: constrained assessment of **efficiency**, **effectiveness**, and **sustainability**, as certain implementation rationales and internal coordination dynamics could only be reconstructed from secondary sources.
    b) **Impossibility for the Team Leader to travel to Jordan** – The regional security situation prevented in-country presence by the Team Leader. While the national consultant conducted on-site interviews and visits, the absence of the lead evaluator in the field limited opportunities for direct observation, nuanced stakeholder engagement, and informal information gathering. *Potential impact*: reduced contextual understanding for **relevance** and **impact** analysis, and potentially limited triangulation for **effectiveness** and **sustainability** judgments.
    c) **The plan to conduct eight FGDs** designed to capture a balanced mix of nationality, gender, and geographic coverage **was only partially realised.** Four FGDs were successfully carried out in East Amman with UNICEF beneficiaries, ensuring representation across both nationality and gender. However, logistical constraints, limited participant availability in Zarqa for both UNICEF and ILOss, and challenges in assembling sufficient groups in Mafraq prevented the implementation of FGDs in these locations. This limitation reduced not only the coverage of the ILO-related component but also the overall geographic representativeness of beneficiary perspectives in the qualitative data collection**.** To address this gap, the evaluation team, in consultation with the Evaluation Managers, replaced the planned FGDs with structured phone interviews. These interviews engaged a geographically diverse sample of ILO beneficiaries, including individuals from Zarqa, Mafraq, Irbid, and Aqaba. While this methodological adjustment enabled continued inclusion of perspectives from outside Amman, it is recognised that the substitution limited the depth and richness of group-based dynamics and insights that are typically generated through FGDs.
    d) **Stakeholders' varying availability and interest in participating in KIIs** – Despite repeated follow-ups, some key actors (both governmental and non-governmental) were unavailable or declined to participate in interviews. *Potential impact*: possible gaps in perspective for **coherence, effectiveness,** and **relevance** assessments, especially in understanding the interplay of the project with broader national reforms.

60. While mitigation measures—such as using Findings from the ROM 2025 report, targeted virtual interviews with regional and HQ-based staff, and triangulation across multiple data sources—helped address these constraints, the combination of absent key personnel, restricted travel for the evaluation Team Leader to Jordan, and compressed timelines inevitably affected the depth of contextual insight and the strength of evidence triangulation. For a few sub-questions in the evaluation matrix, the evaluation team did not find sufficient evidence to respond.

4. EVALUATION FINDINGS

4.1. Relevance

Evaluation Question 1: To what extent did the project's three outcomes (coordination of social protection, labour market access, and transition from cash assistance to employment) respond to the socio-economic context and needs of the targeted populations, and are relevant to achieve the overall project objectives?

61. The three outcomes collectively addressed the socio-economic challenges of Syrian refugees and vulnerable Jordanians by targeting systemic, structural, and individual-level barriers.

62. Outcome 1 strengthened national coordination, planning, and monitoring in social protection and employment, responding to fragmented governance and aligning reforms under the NSPS to ensure more inclusive, evidence-based policies. Outcome 2 addressed structural labour market barriers by promoting decent work, expanding social insurance coverage, and supporting formalisation, tackling the over-representation of target groups in informal, insecure jobs. Outcome 3 directly supported vulnerable individuals—particularly cash assistance recipients—to transition toward sustainable livelihoods through tailored training, coaching, and job placement. Following implementation challenges, the graduation model evolved from "cash assistance exit" to a broader "graduation from poverty" approach, improving relevance to local labour market conditions and safeguarding income security. Together, the outcomes reflected a shift from humanitarian relief toward long-term resilience, economic inclusion, and self-reliance.

1.1.1. How did the three outcomes address the current socio-economic challenges faced by targeted populations (e.g., Syrian refugees, vulnerable Jordanians)?

63. The ILO–UNICEF joint project, funded through the EU MADAD FUND, was designed in 2020 in response to the socio-economic vulnerabilities experienced by both Syrian refugees and low-income Jordanians, notably high unemployment, informality, limited social protection coverage, and barriers to economic participation for women, youth, and persons with disabilities.

64. The project responded directly to the strategic priorities of the EU Regional Trust Fund in response to the Syrian Crisis (MADAD). Designed at the nexus of humanitarian and development objectives, the project reflected MADAD's core aim of promoting resilience, inclusion, and long-term self-reliance for both refugees and host communities. By supporting the development and implementation of Jordan's National Social Protection Strategy, the project was aligned with MADAD's objective of strengthening national systems and institutional coordination.

65. The joint ILO–UNICEF project was fully aligned with key national frameworks, notably the National Social Protection Strategy (NSPS) 2019–2025 and its updated NSPS 2025–2033, as well as the Economic Modernisation Vision (2022–2033) and related sectoral policies on employment, social assistance, and social insurance. It also supported the implementation of legislative reforms such as the Social Development Law No. 4 (2024), the Bylaws on the Professionalisation of Social Workers (2024), and relevant labour market regulations. At the global level, the project directly contributed to multiple Sustainable Development Goals, including SDG 1.3 (implement nationally appropriate social protection systems), SDG 8.5 (achieve full and productive employment and decent work for all, with equal pay for work of equal value), SDG 10.4 (adopt policies to achieve greater equality, including through social protection), and SDG 5 (achieve gender equality and empower all women and girls).

66. Across all three outcomes, interventions were designed to address the specific barriers faced by women, youth, and persons with disabilities (PwDs), ensuring that these groups could equitably access and benefit from project activities. Under Outcome 1, policy and institutional strengthening efforts incorporated gender and inclusion considerations into the NSPS framework, including provisions for care-sensitive services,

flexible work arrangements, and improved disability-responsive social protection measures. Under Outcome 2, employability and labour market access interventions targeted women and youth through tailored skills development, workplace sensitisation on gender equality, and support for employers to make reasonable accommodations for PwDs. Under Outcome 3, the adaptation of the graduation model integrated on-the-job training and immediate pay to address liquidity constraints, alongside targeted outreach to women and PwDs, provision of assistive devices, and vocational tracks aligned with sectors more accessible to these groups.

67. The project's focus on decent work and employment-based social protection addressed the Fund's call for improved labour market access and reduced informality, while the graduation component—intended to move recipients from cash assistance to sustainable income—embodied MADAD's emphasis on transitioning from dependency to self-sufficiency. The project's design also aligned with MADAD's commitment to embedding support within national policies, such as the NSPS or the EMV, while simultaneously addressing the practical economic barriers faced by Syrian refugees and vulnerable Jordanians.

68. The three outcome areas reflected a structured attempt to address these issues at the institutional, legal, and individual levels. The intervention remained relevant to national priorities and end-beneficiary needs (based on interviews, FGDs and survey) despite political and operational constraints.

69. The first outcome aimed to enhance government coordination, planning and monitoring in the areas of social protection and employment. This was highly relevant given the fragmented nature of policy and implementation in Jordan, where various ministries operated in silos and lacked a unified framework for addressing vulnerability, as pointed out in the interviews and evidenced by the lack of a unified governmental document on social protection prior to 2019. By supporting the development of the National Social Protection Strategy (NSPS) and investing in coordination structures, the project sought to establish an integrated, nationally owned vision for addressing poverty and exclusion. The outcome also recognised the need for inclusive consultation processes and data-informed planning, responding to the specific needs of diverse population groups, including women, youth, and refugees.

70. The updated National Social Protection Strategy responds directly to Jordan's evolving needs by broadening coverage to include both Jordanians and non-Jordanians, including refugees, and by introducing a new shock-responsive pillar to strengthen preparedness and crisis response. It embeds inclusive measures to expand access to health, education, and employment for vulnerable groups such as women and persons with disabilities, while enhancing institutional capacity through the establishment of the Implementation Support Unit within the Ministry of Social Development. Complementary legal reforms, including the Social Development Law (2024) and the professionalisation of social workers, further reinforce the system's ability to protect and support all population groups.

71. The second outcome addressed access to decent work, targeting structural barriers within Jordan's segmented labour market. Refugees and vulnerable Jordanians have historically been overrepresented in informal and precarious jobs, often lacking access to social insurance and legal protections. The project's focus on strengthening the legal and institutional framework for employment—such as extending social insurance coverage and support for formalisation—was clearly aligned with these challenges. At the time of project inception, in 2020, the national policy climate reflected an interest in leveraging refugee presence for economic gain under the Jordan Compact.[15] The EU MADAD–funded joint ILO–UNICEF project aligned with the Jordan Compact by supporting policies and mechanisms that facilitate refugees' access to formal

[15] The Jordan Compact (2016) is a partnership agreement between the Government of Jordan and the international community, under which Jordan committed to improve access to legal employment for Syrian refugees—primarily through the issuance of work permits and opening certain sectors—while receiving concessional financing, trade incentives (including preferential EU market access), and increased development assistance to support host communities and the national economy.

employment, strengthen labour market institutions, and promote the formalisation of work. Through measures such as expanding social insurance coverage and linking vulnerable refugees and Jordanians to decent job opportunities, the project contributed to the Compact's objectives of enhancing self-reliance for refugees while bolstering host community resilience and economic growth. The outcome design corresponded with this context by promoting inclusion in the labour market as a pathway to both self-reliance and host community resilience.

72. The third outcome focused on supporting individuals—particularly those receiving cash assistance—in moving toward employment and economic self-reliance. The approach responded directly to concerns around aid dependency and the limited income-generating options available to many refugees and vulnerable Jordanians. The concept of "graduation" aimed to link social protection with active labour market interventions, combining training, coaching, and job placement to facilitate a transition to work. The graduation component of the project, initially designed to transition vulnerable individuals from social assistance to sustainable employment, was recognised as both ambitious and necessary in light of persistent financial precarity among Syrians and vulnerable Jordanians. While conceptually sound—anchored in efforts to build economic self-reliance through vocational and on-the-job training—its implementation revealed limitations.

73. Concerns from the majority of the stakeholders, including beneficiaries, were raised regarding the risks of prematurely removing cash assistance and the feasibility of achieving durable employment outcomes within the constraints of local labour markets. These challenges led to a substantial redesign of the graduation model in 2023, with a renewed emphasis on safeguarding income security during transitions and tailoring pathways that reflect the complex barriers faced by youth and individuals with limited formal work experience. The adjustments aimed to better align the graduation model with the socio-economic realities of the target populations and enhance the viability of long-term employment trajectories. After the NCE and the revision of the DOA, the project moved from an approach on "graduation from cash assistance" (embedded in the EU MADAD Fund and therefore explained by the fact that the project was funded through that Fund) to a "graduation from poverty" approach, closer to the two UN organisations' mandates.

74. As reflected in project documents and revealed in interviews, across all three outcomes, the project design reflected an ambition to address both systemic drivers and immediate manifestations of socio-economic vulnerability. It sought to align with national policy frameworks, leverage the momentum of the Jordan Compact, and respond to donor intentions to move from humanitarian relief to sustainable development programming. The emphasis on employment access and self-reliance mirrored the core needs of the target populations as documented in project diagnostics, stakeholder consultations, and broader assessments of the Jordanian context at the time of design.

1.1.2. Were the targeted populations' needs (social protection, decent work, economic inclusion) accurately reflected in the outcome strategies?

75. The project design was, in principle, aligned with the core needs of Syrian refugees and vulnerable Jordanians across social protection, decent work, and economic inclusion domains. However, it lacked a strong connection to the specific realities of the target populations, particularly Syrian refugees and Jordanian host communities. The standard "graduation from cash assistance approach" embedded in the project's design did not respond to the needs and specificities of the local populations (neither Syrian refugees nor Jordanians) and therefore needed to be revised during the project's implementation. Outcome 3 directly addressed the economic realities of aid dependency. The original model faced uptake barriers due to unrealistic assumptions about financial resilience. While design-stage consultations with beneficiaries were minimal, the project adapted to their needs through evidence from diagnostics and M&E data. The shift to workplace-based (OJT) training with immediate pay improved both relevance and access. This adjustment enabled the project to better reflect actual needs on the ground.

76. Outcome 1 addressed systemic and institutional gaps by strengthening coordination, planning, and monitoring for social protection and employment, ensuring that national strategies—such as the NSPS—were better positioned to respond to evolving socio-economic challenges. Outcome 2 focused on improving access to the labour market and employment-based social protection schemes, with targeted efforts to address barriers faced by both Jordanians and refugees, including those in the informal sector.

77. The joint ILO–UNICEF project shows relevance to the United Nations Sustainable Development Cooperation Framework (UNSDCF) in Jordan, particularly under Outcome 1 on Strengthened Institutions. By supporting the operationalisation and update of the National Social Protection Strategy (NSPS) and embedding it within Jordan's national reform agenda, the project directly advances the UNSDCF's goal of enhancing institutional capacities, governance, and accountability in the delivery of inclusive social protection and employment systems.

1.1.3. To what extent were stakeholders (government, NGOs, private sector, beneficiaries) aligned with the intended outcomes?

78. Alignment with the intended outcomes varies across the different stakeholders. On Outcome 1, the Government, NGOs, the private sector, and beneficiaries show alignment with the content of the NSPS, which has been the subject of an intense consultation process. There is strong alignment with MoSD, MoPIC, and MoL in strategy design and institutional reform. The NSPS aligns with broader national priorities, such as the Economic Modernisation Vision. As per the document analysis, civil society played an active role during consultations for the NSPS 2025-2030 but had a limited role in the implementation of the previous one (2019-2025). Interview feedback indicates fragmented collaboration across UN agencies and NGOs, weakening joint planning and delivery cohesion.

79. On Outcome 2, the emphasis on work permits for Syrians diminished MoL's alignment at a time when circumstances shifted to reduce its political and strategic prioritisation of Syrian refugee employment. This shift coincided with a broader national pivot towards addressing Jordanian unemployment and labour market stabilisation, which led the Ministry of Labour to largely step back from its role in facilitating Syrian access to the labour market—a reversal from earlier policy openness under the Jordan Compact. Interviewees noted that while access to work permits was once more permissive, recent years have seen a hardening stance and a "Jordanians first" employment narrative, with more difficult current avenues for Syrians to obtain work permits through the MoL (they can obtain work permits but now they are costly and employers are reluctant to tolerate this additional cost), thereby limiting institutional engagement and undermining project alignment at the policy level.

80. The private sector, particularly in manufacturing and construction, has shown partial alignment—motivated by access to trained labour but cautious about compliance costs and regulatory requirements. However, strategic engagement and co-investment remained limited, restricting long-term private sector buy-in. NGOs such as BDC and Luminus have aligned through the provision of complementary training, job placement, and/or community outreach services, helping to bridge gaps in access for vulnerable groups. Beneficiary alignment has grown over time, particularly following adjustments to training modalities and workplace sensitisation efforts, which increased the perceived relevance and accessibility of opportunities.

1.1.4. To what extent did the project design consider 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?

81. The project's design reflected a partial and uneven integration of key cross-cutting themes, including gender equality, non-discrimination, disability inclusion, environmental sustainability, adherence to international labour standards (ILS), and the promotion of social dialogue. Integration of gender as a cross-cutting theme was largely reactive rather than proactive, with gender mainstreaming not embedded into the core design from the outset. The inclusion of persons with disabilities (PwDs) received limited attention. At the outset of the project, the inclusion of persons with disabilities (PwDs) was not systematically embedded as a cross-

cutting priority in the design phase. While the NSPS framework and the joint ILO–UNICEF approach recognised vulnerable groups broadly, specific strategies, targets, and resources for PwD inclusion were limited. Although the project set a target of 3% participation for PwDs under Outcome 3 and introduced mechanisms for disability-disaggregated data collection, implementation, and reporting on disability inclusion remained weak. Environmental sustainability was notably absent from the project design, indicating that environmental considerations were not prioritised within the broader framework. International labour standards (ILS) and social dialogue were incorporated into ILO activities linked to the project, particularly through specific outputs such as reports and workshops.

4.2. Coherence

Evaluation Question 2.1: To what extent was the project coherent with other interventions by the ILO, UNICEF, and other similar projects in the country?

82. The project demonstrated a high degree of coherence with other interventions by ILO, UNICEF, and similar development partners in Jordan, through its alignment with key national, organisational strategies and the Sustainable Development Goals (SDGs). The project aligned with each agency's broader mandate—ILO's focus on systemic social protection and labour market integration, and UNICEF's focus on youth social protection and employability. It directly supported SDG 1 ("End poverty in all its forms everywhere"), particularly Target 1.3, which calls for the implementation of nationally appropriate social protection systems and measures for all, and aims to achieve substantial coverage of the poor and vulnerable by 2030.

83. It also advanced SDG 8 ("Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all"), notably Target 8.5, which promotes full and productive employment and decent work with equal pay for all. This was reflected in the project's emphasis on employment-based social protection mechanisms, support for labour market integration, and job opportunities for disadvantaged groups. Furthermore, the project aligned with SDG 10, specifically Target 10.4, which focuses on adopting fiscal, wage, and social protection policies to achieve greater equality progressively. The initiative's integration of refugees and informal sector workers into social security systems and decent work schemes supports this goal. Finally, the project contributed to SDG 11, notably Target 11.1, which aims to ensure access to adequate, safe, and affordable housing and basic services, intersecting with broader human rights frameworks, including the right to adequate housing and gender equality (linked to SDG 5).

2.1.1. How well does the MADAD project align with the strategies and activities of other ongoing or previous ILO and UNICEF interventions in Jordan?

84. The MADAD project demonstrated strong alignment with the strategic frameworks and operational activities of both ILO and UNICEF in Jordan. It effectively built on the agencies' prior engagements in social protection, employment promotion, and institutional development, reinforcing continuity and coherence across programming cycles. From a strategic perspective, the project capitalised on the foundations laid by earlier ILO and UNICEF efforts, notably the development of Jordan's first National Social Protection Strategy (NSPS) for 2019–2025. UNICEF provided critical support to the original design of the NSPS, and both agencies have contributed substantively to the update of the NSPS for the period 2025–2033. The updated strategy, shaped through a participatory and evidence-informed process facilitated by the project, incorporates key themes consistent with agency mandates—such as gender, disability inclusion, and shock-responsiveness—and is explicitly aligned with Jordan's broader Economic Modernisation Vision and reform agenda.

85. Thematically, the project was anchored in ILO's Decent Work agenda and UNICEF's child- and youth-focused social protection priorities. It addressed long-standing challenges such as informality, unemployment among youth and women, and limited social security coverage. These priorities mirrored those of other agency-led initiatives, such as ILO's Estidama++ programme on formalisation and coverage extension, and UNICEF's work on social protection floors and adolescent empowerment. Moreover, the project was complementary to

ongoing flagship initiatives such as the PROSPECTS partnership[16], which focuses on inclusive employment and education for refugees and host communities.

2.1.2. Were there synergies or overlaps with similar initiatives implemented by other development partners or government programmes, with the ILO or UNICEF?

86. The MADAD project demonstrated a high degree of strategic coherence and complementarity with ongoing and past interventions implemented by ILO, UNICEF, other development partners, and government programmes in Jordan. This alignment is both intentional and structurally embedded within the project design and implementation mechanisms. The project complemented and intersected with a range of other multilateral and bilateral initiatives. Coordination with UNHCR is evident in the project's design, particularly under Outcome 3, which aims to facilitate the graduation of vulnerable populations from cash assistance to sustainable employment. Although UNHCR primarily operates in the humanitarian domain, the project leveraged UNHCR's targeting systems and vulnerability data for more effective integration of refugees into national social protection mechanisms.

87. The project showed synergy with the United Nations Sustainable Development Cooperation Framework (UNSDCF) in Jordan, building on its linkage to the previous UNSDF 2018–2022 Outcome 1 on strengthened institutions. Through its support to the operationalisation and update of the National Social Protection Strategy (NSPS), the institutionalisation of the Implementation Support Unit (ISU) within the Ministry of Social Development, and enhanced inter-ministerial coordination mechanisms, the project directly contributes to UNSDCF priorities on governance, inclusive policymaking, and resilience.

88. Furthermore, the project's emphasis on evidence generation, public expenditure reviews, and shock-responsive social protection frameworks has contributed to a shared knowledge base that benefits multiple stakeholders, including development partners and national agencies. Through the Steering Committee and Technical Coordination Group, the project has actively contributed to shaping sector-wide policy dialogue and reform. Notably, the updated NSPS—supported through MADAD—serves as the reference framework for the World Bank's USD 400 million Programme-for-Results initiative, launched in 2025.

2.1.3. To what extent does the project avoid duplication and contribute to a complementary policy or programmatic ecosystem in Jordan?

89. The MADAD project established a range of coordination mechanisms designed to align its interventions with broader national priorities in social protection and youth employment. These bodies enabled structured dialogue among key stakeholders—including line ministries, UN agencies, and social partners—around the implementation and monitoring of the NSPS. Their operation signalled a clear intention to foster cross-sectoral alignment and whole-of-government coordination, reinforcing earlier efforts led by both UNICEF and ILO in developing the NSPS (2019–2025).

90. Despite these institutional achievements, coordination between ILO and UNICEF was often fragmented. Multiple stakeholders noted a lack of joint planning and integrated delivery, with each agency largely operating in silos. This limited the potential synergies of a joint intervention model and, at times, resulted in duplicated efforts or parallel systems.

2.1.4. Are coordination mechanisms in place to ensure alignment with broader sectoral or national efforts/projects in Jordan (e.g., social protection, youth employment)?

91. The project embedded strong coordination mechanisms to align with national strategies, notably contributing to the National Social Protection Strategy (NSPS) and supporting governance structures such as

[16] The PROSPECTS partnership is a global initiative, funded by the Kingdom of the Netherlands, focused on improving the lives of forcibly displaced people and host communities. It's a collaborative effort between the International Finance Corporation (IFC), the International Labour Organization (ILO), the UN Refugee Agency (UNHCR), UNICEF, and the World Bank

the Higher Steering Committee, technical committees, and pillar-specific task forces to ensure inter-ministerial and cross-sectoral alignment with the NSPS and the Economic Modernisation Vision. A major achievement was the establishment of the Implementation Support Unit (ISU) within the Ministry of Social Development, now institutionalised as the NSPS coordination unit and adopted by the World Bank's $400m social protection programme. Sectoral collaboration further strengthened alignment, with the Social Security Corporation advancing formalisation and insurance for informal workers, and the National Aid Fund supporting graduation, targeting, and employment-linked training, ensuring both horizontal coordination among actors and vertical integration with national policy.

Evaluation Question 2.2: To what extent did the collaboration between ILO, UNICEF, and national partners lead to a coherent approach to the project's implementation, and how were the findings and recommendations from the mid-term evaluation (MTE) integrated into this collaborative process?

92. The collaboration between ILO, UNICEF, and national partners provided a clear division of roles from the outset, with ILO leading on labour market and decent work and UNICEF focusing on social protection and youth, but in practice this led to parallel rather than integrated implementation. Coordination was limited, with age-based targeting defining responsibilities under the graduation model, which stakeholders perceived as a missed opportunity for synergy and a barrier to a fully coherent approach. While recommendations from the Mid-Term Evaluation were partially integrated—such as aligning more closely with national priorities, addressing gender concerns under Outcome 3, and improving beneficiary participation—their uptake remained uneven. Overall, the collaboration ensured complementary contributions but fell short of achieving a fully cohesive and integrated approach.

2.2.1. To what extent did the collaboration between ILO, UNICEF, and national partners lead to a coherent approach to the project's implementation, and how were the findings and recommendations from the MTE integrated into this collaborative process?

93. The roles and responsibilities of the ILO and UNICEF were articulated at the design stage, providing a sound institutional framework for implementation. According to the DoA, the programme was structured under the UN pass-through modality, with the ILO acting as the Lead Agency and Administrative Agent—responsible for fiduciary management and overall reporting—while UNICEF served as a Partner Agency, managing its own programmatic components in accordance with its internal financial regulations. However, in practice, the intended level of collaboration between the two agencies did not materialise, with coordination limited and joint workstreams largely implemented in parallel rather than through integrated planning and execution.

94. From the outset, implementation responsibilities were divided thematically across the three main project outcomes: UNICEF led on Outcome 1 (social protection system strengthening) and ILO led Outcome 2 (Labour market, decent work, social protection). Under Outcome 3—supporting vulnerable Jordanians and Syrians to transition from cash assistance to sustainable employment—the division of labour between ILO and UNICEF was guided primarily by age-based targeting and institutional mandates. While both agencies contributed to the overall graduation model, they implemented their activities in parallel tracks based on the age of the beneficiaries. Stakeholders perceived this as a missed opportunity for synergy, noting that while the division of roles was clear, the lack of integrated planning and joint delivery limited the potential for a truly cohesive graduation pathway and created occasional overlaps or gaps in service provision.

95. The UNICEF led support for youth beneficiaries aged 18–24, integrating social protection with skills development, case management, and psychosocial support in partnership with NAF and UNHCR, ensuring young people received both financial aid and tailored pathways to improve employability and resilience, especially during transitions from education or vulnerability into the labour market. The ILO focused on beneficiaries aged 25 and above, emphasising employment facilitation, decent work, and access to labour market services, while also managing the broader graduation framework in collaboration with the Ministry

of Labour, Employment Service Centres, and private sector partners to promote job placements, on-the-job training, and formalisation. Although both agencies contributed to the graduation approach by linking social assistance with labour market activation, their collaboration was defined by this age-based division, with coordination limited and each agency largely managing its own workstream independently.

96. The recommendations from the Mid-term Evaluation were partially integrated into the project's implementation. Recommendations on stronger alignment with national priorities and preferences were integrated (alignment with EMV, NSPS extension till 2030, strengthening of the Higher Coordination Committee). Gender recommendations were partially taken, in particular under Outcome 3, to increase clarity for female participants in order to reduce their fears around loss of cash assistance, although a stronger involvement of ILO and UNICEF gender expertise was not achieved. Finally, Recommendations to facilitate beneficiaries' participation under Outcome 3 were, in general, integrated by the different stakeholders involved (UN agencies and implementing partners). The Recommendation on Sustainability can be considered only partially taken as the Implementation Support Unit has received funding from the World Bank under a new project awarded but still needs to be clearly anchored inside MoSD with budget from the Jordanian government and civil servants assigned to the Unit.

2.2.2. Were there effective mechanisms for joint planning, decision making, and implementation across agencies and partners?

97. The mechanisms for joint planning, decision-making, and implementation under the EU MADAD project were formally defined but only partially effective. Although a Technical Coordination Group was foreseen, it was never established, leading to informal and ad hoc coordination that became increasingly siloed over time, with limited joint execution and resource sharing. This weakened collaboration between ILO, UNICEF, and national partners, resulting in parallel programming and diluted coherence, as stakeholders often engaged with agencies separately. Institutional and interpersonal tensions further constrained joint decision-making, though the Steering Committee established after the mid-term evaluation—led by MoSD and MoL—provided a forum for periodic alignment, accountability, and strategic adjustments, albeit with limited impact on fostering true joint planning.

2.2.3. How did collaboration contribute to (or hinder) a unified approach to achieving project outcomes?

98. Collaboration between ILO, UNICEF, and national partners under the EU MADAD project supported a shared strategic vision and joint results framework aligned with national priorities, but challenges in operationalisation hindered a unified approach. While the Steering Committee provided oversight, the absence of a Technical Coordination Group meant coordination was ad hoc and insufficient for systematic planning. This was most evident in the graduation approach, where UNICEF focused on youth 18–24 and ILO on adults 25+, reflecting their mandates but resulting in parallel implementation that fragmented services. A more integrated design, shared methodologies, and joint monitoring could have ensured greater coherence and maximised outcomes.

2.2.4. To what extent did the coordination by UN agencies benefit a project's gender focus?

99. Coordination between UN agencies added limited value to advancing a coherent gender focus. Despite both ILO and UNICEF having strong mandates on gender equality, weak coordination structures, the absence of a Technical Coordination Group, and siloed implementation meant gender was not systematically embedded in planning, delivery, or monitoring. Gender-related work was reactive rather than strategic, lacked shared indicators and accountability mechanisms, and therefore missed opportunities for joint learning and consistent progress.

4.3. Efficiency

Evaluation Question 3: To what extent were the resources allocated and managed across the three project outcomes efficient?

100. The efficiency of the MADAD project has been mixed, shaped by both internal design factors and external institutional and political dynamics. While the overall budget of EUR 14.1 million was deemed adequate for the project's ambitions, a series of implementation challenges—ranging from structural fragmentation to administrative delays—constrained the efficient use of resources across the three outcomes. According to program officials, the expected total delivery rate at the end of the intervention is approximately 87%.[17]

3.1.1. Were financial and human resources appropriately allocated across the three outcomes (coordination of social protection, labour market access, and transition from cash assistance to employment)?

Table 5: Budget allocation per Outcome

Outcome	Lead Agency	Estimated share of resources	Indicative Amount, EUR
Outcome 1: Enhanced coordination, integrated planning and monitoring for government-wide efforts in the social protection and employment sector.	Joint ILO & UNICEF	30%	3,052,462.00
Outcome 2: Strengthened national systems/mechanisms to enhance access to labour market, decent work and employment-based social protection schemes.	ILO	9,7%	983,941.53
Outcome 3: Vulnerable Jordanians and Syrians transition from cash assistance to sustainable jobs.	Joint ILO & UNICEF	60%	6,136,726,07

Source: ILO Financial Statement for the period October 2020-January 2024

101. The allocation of financial and human resources across the project's three key outcomes—coordination of social protection, labour market access, and the transition from cash assistance to employment—was marked by both strategic adjustments and considerable operational challenges. Table 5 shows an approximate Budget allocation per Outcome.

102. In 2023, a No-Cost Extension (NCE) prompted a formal reallocation of resources following the deletion of Outcome 2.1 and a restructuring of Outcome 3. This shift was intended to align resources more closely with emerging priorities. However, the reallocation process unfolded amid a period of institutional instability, notably changes in ministerial leadership within the Ministry of Social Development (MoSD). Meanwhile, critical human resource gaps, such as prolonged delays in the recruitment of key staff, further impeded timely implementation.

103. Budget revisions reflected a shift in priorities. Notably, allocations to project management and oversight increased from 21 to 24%, whereas Monitoring and Evaluation (M&E)—essential for evidence-based project adaptation—remained underfunded, receiving less than 1% of the budget. This imbalance limited the project's ability to learn and adapt in real time.

104. When viewed across the three outcomes, the resource distribution appeared uneven:
- Outcome 1 (Coordination of Social Protection) benefited from relatively robust technical and financial support, particularly from UNICEF and the ILO. Initiatives such as policy advocacy, the creation of the ISU, and alignment with national strategies signalled an efficient and well-supported component.
- Outcome 2 (Labour Market Access) faced significant implementation constraints. Coordination difficulties, ambiguous mandates, and frequent staff turnover limited its effectiveness. These institutional weaknesses curtailed both the reach and impact of activities intended to facilitate labour market entry.

[17] This figure is only indicative of the actual delivery rate of the project since the project financials are still being settled at the time of the preparation of this evaluation report. The financial statement expected by September 2025 will provide the final figures.

- Outcome 3 (Transition from Cash Assistance to Employment) encountered substantial obstacles. The "graduation" model met with resistance, and follow-up with beneficiaries after initial engagement was often weak. Although some employment pathways were redesigned as on-the-job training opportunities, they were hindered by implementation delays and limited participant commitment. The General Federation of Jordanian Trade Unions (GFJTU) faced operational challenges, and several planned training and placement initiatives were not fully implemented. Nevertheless, the support for the ERF Labour Market Survey contributed to a higher delivery rate and compensated for the low level of spending under outcome 3.

3.1.2. To what extent did joint efforts lead to more effective and efficient use of resources or enhanced reach of beneficiaries?

105. Although the project was initially designed with integrated implementation in mind, joint resource use between the UNICEF and ILO largely fell short of expectations. Throughout much of the project cycle, the two agencies maintained parallel delivery systems. For example, UNICEF undertook profiling and training for youth aged 18 to 24 independently, while the ILO focused on deploying career counsellors and working through its existing institutional partnerships. These siloed approaches limited opportunities for operational synergy and led to duplication and inefficiencies.

3.1.3. To what extent were joint resources used as planned, and were they sufficient to achieve the intended results?

106. The fragmentation was not fully addressed until the No-Cost Extension (NCE) phase, during which UNHCR assumed a more prominent role in support of the graduation process. UNHCR's increased involvement enhanced data sharing and improved coordination around eligibility and follow-up processes. However, these improvements came too late in the project cycle to fully mitigate the effects of earlier disjointed implementation. Delays were also compounded by other stakeholders.

3.1.4. Did the project achieve value for money (i.e., optimal use of resources relative to outputs/outcomes)?

107. Systemic inefficiencies undermined value for money throughout the project, with bureaucratic approval processes and excessive micromanagement slowing decision-making and limiting adaptability. Weak strategic alignment between implementing partners further reduced delivery coherence, while the absence of qualitative outcome tracking in the M&E framework made it difficult to assess whether spending produced sustainable or systemic change. These shortcomings constrained the programme's ability to demonstrate measurable impact and learn adaptively.

108. Performance varied across outcomes, following the financial distribution shown above in Table 5: Outcome 1 showed strong cost-effectiveness through institutional reforms such as the NSPS revision and establishment of the ISU, reflecting long-term value. In contrast, Outcomes 2 and 3 suffered from coordination challenges, delays, and weak implementation of employment pathways, leading to inefficiencies and higher unit costs when beneficiary numbers were reduced. According to interviewees, although overall unit costs remained within acceptable ranges for similar interventions, recurring inefficiencies and limited adaptive learning eroded perceived value for money, leaving successes in institutional strengthening overshadowed by operational weaknesses.

3.1.5. Were there delays or inefficiencies in resource mobilisation, fund disbursement, or activity implementation?

109. Throughout its lifecycle, the project was beset by frequent and often compounding delays, affecting delivery across all three outcomes. These delays stemmed from a combination of contextual instability and operational inefficiencies. COVID-19 impacted in project's implementation, as it required significant adjustments. The political agenda -beyond the project's sphere of control- marked some of the project's developments. For example, the decisions concerning the NSPS were linked to the national political dynamics

and determined an acceleration in the implementation of Outcome 1 in late 2023. At the macro level, political turbulence and structural uncertainty—particularly surrounding the Ministry of Labour—created an unpredictable environment for implementation. Internally, the project struggled with protracted procurement procedures and delays in the approval of the No-Cost Extension (NCE), which stalled the rollout of critical activities.

110. One of the most significant consequences of these disruptions was underspending. By late 2023, the project had executed only around 25% of its allocated budget—despite being well into its intended timeline. The lack of timely approvals and disbursements not only slowed activity but also introduced staffing insecurity, with delays in hiring hampering functions such as communications and outreach. Logistical complications, such as tax-related issues with tenders and pandemic-related disruptions, added further complexity.

111. By the end of 2023, the project's budget absorption was below planned levels, with underspending concentrated in several critical areas. Within **Outcome 3**, the graduation approach experienced substantial delays in implementation, resulting in lower expenditure; beneficiary targeting and enrolment took longer than anticipated, and coordination with national counterparts proved more complex than planned. In **Outcome 2**, labour market and employment interventions, including vocational training rollouts, employer engagement measures, and pilots for employment-based social protection, progressed slowly due to extended procurement processes, the need for Ministry of Labour approvals, and necessary adjustments to training curricula.

112. Under **Outcome 1**, some technical assistance and institutional capacity-building activities for the Implementation Support Unit (ISU) at the Ministry of Social Development were postponed, primarily because of recruitment gaps and delays in formalising the ISU's staffing structure. Planned communications and awareness campaigns on social protection and employment reforms also recorded low expenditure, as content development and stakeholder approval processes took longer than foreseen, and sequencing with policy rollouts shifted timelines. Similarly, investments in monitoring, evaluation, and data systems—such as the NSPS dashboard and data collection exercises—were deferred into 2024 due to procurement delays for IT and analytical services. These cumulative delays not only constrained spending but also compressed the implementation window for several activities, increasing delivery pressure in the final project phase.

113. Though improvements in 2023—including more structured contracting and procurement processes—helped to stabilise implementation, the cumulative impact of earlier delays could not be fully reversed. Coordination bottlenecks persisted, particularly in engagements with government ministries. Bureaucratic hurdles and slow data transfers from the National Aid Fund (NAF) further contributed to inefficiencies, limiting the programme's responsiveness and adaptability.

3.1.6. How effective were management and oversight mechanisms in ensuring efficient resource use?

114. Management and oversight mechanisms played a mixed role in ensuring the efficient use of resources. On one hand, the project saw meaningful institutional developments over time—particularly with the establishment and subsequent expansion of the steering committee, which came to include key stakeholders such as the Ministry of Labour (MoL), Ministry of Planning and International Cooperation (MoPIC), Social Security Corporation (SSC), and UNHCR. This broadened structure fostered stronger oversight and improved inter-agency collaboration.

115. Despite these positive steps, key weaknesses persisted. The project efficiency was significantly affected by high staff turnover within both the ILO and the EU. Frequent changes in key ILO personnel, including project managers and country coordinators, disrupted continuity, delayed decision-making, and impeded consistent communication with partners. These transitions often lacked structured handovers, resulting in time lost reorienting staff and resetting internal workflows. Similarly, staff rotation on the donor side—particularly within the EU Delegation—led to inconsistent messaging and shifting expectations, which further complicated timely coordination and planning. This instability across institutions reduced opportunities for

strategic alignment and efficient follow-up on implementation issues.

116. Implementing partners faced inconsistent guidance, making it more difficult to align their contributions with evolving project requirements. For beneficiaries—particularly vulnerable Jordanians and Syrian refugees—these disruptions translated into slower delivery of services, training, and employment opportunities, as well as reduced predictability in programme schedules. In some cases, shifting expectations from the donor and implementing agencies led to adjustments in planned interventions, requiring beneficiaries to wait longer for support or to adapt to revised eligibility criteria or programme designs. Overall, the lack of stability reduced trust, weakened coordination efficiency, and risked diminishing the perceived reliability of the programme among those it was designed to support.

117. The internal ILO oversight mechanisms were also weak. Despite early signs of operational difficulties, corrective measures were delayed or absent, in part due to unclear accountability lines and insufficient support from technical backstopping teams. The appointment of a single individual as both MADAD Programme Manager and interim ILO Country Coordinator stretched leadership capacity and further limited efficient project execution. Combined, these factors led to inefficient use of human and financial resources, with project teams repeatedly resetting direction rather than delivering at pace.

118. Additionally, the use of the MADAD Fund—a humanitarian financing instrument—introduced systemic inefficiencies in managing what was ultimately a development-focused intervention. The reliance on Quarterly Implementation Notes (QINs), designed for short-term humanitarian accountability, proved inadequate for tracking long-term systems-building efforts. These reports were managed by EU headquarters, not shared consistently with the field delegation, and lacked the depth and contextual relevance needed for operational oversight. As a result, the EU Delegation, despite being responsible for in-country monitoring, had limited visibility into project progress and corrective actions. Together, these structural and operational shortcomings led to fragmented coordination, delayed adjustments, and duplication of effort—ultimately undermining the efficient use of time and resources.

4.4. Effectiveness

119. The effectiveness of the joint ILO-UNICEF project “Towards an Inclusive National Social Protection System and Accelerating Decent Job Opportunities for Syrians and Vulnerable Jordanians” can be assessed through the coherence and operationalisation of its Theory of Change. The project’s overarching objective—to contribute to the social protection and economic self-reliance of Syrian refugees and vulnerable Jordanians—is clearly articulated and logically cascaded through three core outcomes and their associated outputs. These outcomes are broadly coherent in design, each addressing institutional, systemic, and individual-level barriers to inclusion. However, their operationalisation—particularly the third outcome on the graduation model—reveals key tensions between donor expectations, agency mandates, and implementation realities.

120. Outcome 1, which focused on enhancing coordination, integrated planning, and monitoring across the social protection and employment sectors, established the strategic and institutional foundation necessary for the reform process. Key outputs such as the establishment of the Implementation Support Unit (ISU), formation of intergovernmental committees, and development of policy tools (e.g., M&E frameworks, Social Protection Public Expenditure Review) have enabled a more systematic approach to planning and oversight. These achievements reflect a significant step toward embedding social protection reforms within national frameworks, while also strengthening institutional capacity and cross-ministerial collaboration. However, some stakeholders noted that the initial project design lacked specificity and that coordination between agencies—particularly between ILO and UNICEF—remained limited in practice, often characterised by parallel rather than joint implementation.

121. Outcome 2 aimed to advance systemic reforms to enhance access to labour markets and decent work.

Through interventions addressing work permit systems, labour inspection capacities, and social security inclusion for informal workers, the programme sought to mitigate structural constraints within the employment ecosystem. However, these efforts were significantly hindered by evolving political conditions that curtailed the issuance of work permits to Syrians. The limitations encountered in this outcome highlight the fragility of policy gains in politically sensitive contexts and the importance of adaptive programming that can respond to shifting state priorities.

122. Outcome 3 sought to translate the project's systemic ambitions to the individual level by enabling vulnerable Jordanians and Syrians to transition from cash assistance to sustainable livelihoods. Initially framed around a "graduation from cash assistance" model, this approach aimed to deliver tailored support such as skills development, entrepreneurship promotion, and on-the-job training. However, both the conceptual framing and the implementation of this component faced significant limitations. The original model, which envisioned a linear path from assistance to employment, underestimated the complexity of poverty and the entrenched barriers faced by beneficiaries. The original graduation model proved to hold oversimplified assumptions and its failure to address the interdependencies between social protection, labour market realities, and individual constraints. In response, substantial revisions were made during the project's implementation, and the graduation model was redesigned from a "graduation from cash-assistance" to "graduation from poverty approach".

Evaluation Question 4.1: To what extent did the project achieve the expected outcomes in terms of enhanced nation-wide coordination, integrated planning, and monitoring for government-wide efforts in the social protection and employment sector (Outcome 1), strengthened labour market access, decent work and employment based social protection schemes (Outcome 2), and transition from cash assistance to employment for vulnerable Jordanians and Syrians (Outcome 3)?

123. The project made moderate to substantial progress towards achieving its expected outcomes, with differences in performance across the three outcome areas.

124. The project achieved substantial progress in strengthening inter-institutional coordination and alignment in the social protection and employment sector (Outcome 1). The Higher Steering Committee and pillar-specific task forces were established and functioned effectively, providing both strategic oversight and technical-level coordination. These mechanisms facilitated policy dialogue, harmonised reform priorities (e.g., extension of social insurance to informal workers), and linked social protection and employment policies more systematically. Monitoring frameworks under the NSPS were advanced, although integration of data systems across ministries is still in the early stages.

125. Progress under Outcome 2 was moderate. The project contributed to national policy reforms and piloted measures to extend employment-based social protection, but the scale and pace of implementation were constrained by procurement delays, coordination requirements with the Ministry of Labour, and slow budget absorption. Some vocational training and employer engagement activities proceeded, but others were postponed, limiting the reach of interventions within the reporting period.

126. Progress on Outcome 3 was partial. The graduation approach was designed and piloted, with initial cohorts enrolled, but implementation was slower and smaller in scale than planned due to targeting delays, operational complexity, and the need for stronger linkages with livelihood opportunities. While communications and awareness campaigns achieved nationwide reach—helping to promote pathways out of assistance—direct transitions to sustainable employment for vulnerable Jordanians and Syrians remained below target.

Outcome 1 – Enhanced coordination, integrated planning, and monitoring for government-wide efforts in the social protection and employment sector

4.1.1. To what extent were coordination mechanisms (e.g., inter-agency working groups, joint planning platforms) established or strengthened, and how effective were they?

127. Under Outcome 1, the project made significant strides in establishing and strengthening coordination mechanisms to support integrated planning and monitoring across the social protection and employment sectors in Jordan. At the core of these efforts was the operationalisation of a governance architecture that did not exist before the project's inception. In 2024, the project achieved the establishment of the Higher Steering Committee, chaired by the Ministry of Social Development, which includes ministers and General Secretaries from Ministry of Planning, Ministry of Education Ministry of Health, Ministry of Industry, Higher council for the Rights and persons with Disabilities, National commission for Women, Social Security Corporation, Economic and Social Council, National Council for Family Affairs, experts in the social protection sector, civil society representatives, and the private sector.

128. Throughout the programme period, these coordination mechanisms proved operational and effective, particularly during the update process for the NSPS 2025–2033. Broad-based consultations across sectors and regions, supported by analytical work (e.g., public expenditure reviews, statistical bulletins), were facilitated through these structures, underpinning evidence-informed policymaking and reform alignment with national development priorities such as the Economic Modernisation Vision.

4.1.2. How effective were these mechanisms in facilitating alignment between actors and avoiding duplication?

129. The coordination mechanisms—particularly the Higher Steering Committee, pillar-specific task forces, and the Implementation Support Unit (ISU)—were effective in fostering alignment and reducing duplication across the social protection and employment sectors. The Steering Committee provided a high-level forum for harmonising policy priorities, while task forces enabled technical coordination, joint problem-solving, and integration of perspectives across ministries. The ISU further promoted evidence-based policymaking, elevated social protection on the national agenda, and helped avoid overlap by clarifying mandates among agencies and partners. However, stakeholders noted the need for clearer governance frameworks and formalised role definitions to strengthen efficiency and sustainability.

4.1.3. Did coordination result in improved service delivery or policy coherence?

130. Coordination under the project contributed to improved policy coherence and, to some extent, service delivery by supporting evidence generation, monitoring tools, and stakeholder engagement. Key achievements included the Social Protection Public Expenditure Review, annual NSPS progress reports, and the Statistical Bulletin, all of which enhanced data integration and cross-institutional dialogue, though sustainability of some tools remains uncertain. Policy coherence was further advanced through the inclusion of a shock-responsive social protection chapter in the updated NSPS, bridging humanitarian and development planning, and studies linking social assistance and insurance systems to reduce fragmentation. Broad consultations and a large-scale awareness campaign, reaching millions of people, helped align the NSPS with community needs and improve public understanding of entitlements, while the new Social Development Law laid the groundwork for more professionalised and integrated service delivery.

4.1.4. To what extent did the project increase institutional capacities?

131. Throughout the implementation of the project, several key areas of institutional capacity strengthening were observed, with varying levels of success and sustainability. At the forefront of these achievements stands the creation and institutionalisation of the Implementation Support Unit (ISU) within the Ministry of Social Development (MoSD). Initially funded as a temporary structure through the project, the ISU has since evolved into a formally mandated entity under the direction of the Prime Ministry. The ISU has filled a longstanding gap within MoSD by centralising essential functions such as coordination, monitoring and evaluation, evidence generation, and communication—areas previously lacking dedicated institutional infrastructure.

132. The project also contributed to the enhancement of strategic and operational capacities within key governmental institutions. The MoSD, Social Security Corporation (SSC), and National Aid Fund (NAF) assumed leadership roles in the development and implementation of NSPS components, receiving training from UNICEF and the ILO through interventions like the TRANSFORM training, followed by at least 25 civil servants in different departments inside the MoSD. Notably, SSC spearheaded the Opportunity Pillar, focusing on strategies for extending coverage to informal workers. NAF, in turn, made significant strides in improving its operational approach by adopting new profiling tools, refining targeting mechanisms, and beginning to link beneficiaries with employment pathways—marking a shift from passive assistance to proactive case management.

133. In terms of evidence and data systems, the collaboration with the Department of Statistics (DOS) and the Economic Research Forum (ERF) yielded meaningful progress. National data systems were strengthened through initiatives such as labour market panel surveys and expenditure reviews, which are now directly informing policy processes. Although the systematic inclusion of gender and refugee-related data remains a work in progress, initial efforts indicate movement toward a more inclusive and responsive social protection framework.

134. However, these gains were tempered by persistent challenges. Despite its institutional success and the intense capacity building provided by the project, the ISU remained heavily reliant on consultants funded externally. Multiple interviewees underscored this reliance as a potential threat to sustainability. The absence of formal pathways for integrating these roles into the national civil service structure leaves long-term institutionalisation uncertain.

135. Moreover, while capacities have improved within individual institutions, such as MoSD and SSC, the broader goal of fostering cohesive, cross-ministerial ownership of the social protection agenda has not yet been fully realised. The NSPS remains primarily under the jurisdiction of MoSD, limiting the extent to which other key actors—especially the Ministry of Labour—have taken leadership or ownership, and to what extent the other key actors have allocated budget for social protection components.

Outcome 2 – Strengthened labour market access, decent work and employment-based social protection schemes

4.1.5. To what extent did the project improve access to decent work opportunities for target groups?

136. Under Output 2.*1, Work permit system for all non-Jordanians improved,* the project contributed to improving access to decent work opportunities for target groups. The partnership with the Technical and Vocational Skills Development Commission (TVSDC) and Vocational Training Corporation (VTC) facilitated recognition of prior learning (RPL) and issuance of professional licenses for Jordanian and Syrian workers. The development of occupational standards, curriculum frameworks, and training materials directly supports formal skills recognition and enhances employability. Notably, the coordination for RPL exams targeting 1,000 individuals (700 Jordanians, 300 Syrians) showed a concrete mechanism to certify previously informal skills, expanding access to regulated labour markets and increasing the likelihood of decent employment.

137. Second, the output was removed during the 2023 project revision, indicating strategic difficulties in achieving progress. The decision reflected both implementation challenges and shifting project priorities toward areas with higher feasibility, such as skills certification and legal reform. Engagement with the Ministry of Labour (MoL) on work permit reforms appeared limited, further reducing institutional traction and the likelihood of coordinated action.

138. Additionally, the work permit system was affected by fragmented responsibilities across multiple actors, including the MoL, the Ministry of Interior, UNHCR, and private sector stakeholders. This institutional complexity hindered the development of a coherent national approach to permit reform. As a result, the

project focused on more operationally viable components, leaving Outcome 2 underachieved due to political, institutional, and strategic constraints.

139. The project contributed to improving access to decent work opportunities for target groups in Jordan by addressing some policy-level reforms and practical incentives for formal labour market participation under *Output 2.2. Employment-based social protection approaches/modalities are designed and promoted for vulnerable workers in the informal economy.*

140. First, the study on the platform economy laid the groundwork for understanding and potentially regulating informal and digital labour platforms, which were increasingly relevant for youth, women, and refugees. This contributed to identifying policy options for extending labour protections and social security coverage to non-traditional forms of work.

141. Second, the development of a White Paper on social security reform, in collaboration with the SSC and international partners (World Bank, IMF), aimed to modernise Jordan's social security system. The assessment found that a more inclusive and financially sustainable social protection system is likely to increase incentives for both employers and workers—particularly those from vulnerable groups—to participate in formal employment and contribute to social security.

142. Third, the diagnostic and experimental work on pension system reform provided evidence that direct firm engagement (e.g., in-person visits) leads to increased registrations with the SSC, especially among employers of foreign workers. This suggests that targeted outreach and compliance measures can expand coverage, particularly for workers often excluded from formal protection systems.

143. The project has strengthened the availability and use of labour market data in Jordan through the implementation of the Jordan Labour Market Panel Survey (JLMPS). This nationally representative survey was specifically designed to capture detailed labour market dynamics, particularly among vulnerable groups, including Syrian refugees, women, and informal sector workers. By generating disaggregated data, the JLMPS has become a critical instrument for evidence-informed policy development and planning in Jordan. Its public availability further enhances transparency and facilitates its use by government entities, international organisations, and researchers to guide social protection and labour market interventions.

144. The latest 2025 round, although still in early stages of analysis, was developed in close collaboration with the ILO to ensure alignment with national policy objectives. It is explicitly geared toward understanding the barriers to formal employment faced by women, youth, and Syrian refugees, thereby informing strategies to promote inclusive labour market participation.

145. Institutional strengthening has also been a key aspect of the project's support. The Department of Statistics (DOS) benefited from targeted capacity building in the areas of data collection, statistical analysis, and reporting. This effort is expected to enhance the DOS's ability to produce timely and relevant labour statistics that can inform national planning. As part of this institutionalisation process, the DOS is preparing to release a labour statistics bulletin to make labour market information more accessible and actionable for policymakers.

146. Gender equity and inclusion have been central considerations in the 2025 JLMPS design. The latest survey includes expanded modules that explore women's participation in the labour force, access to childcare, maternity leave policies, and the extent of unpaid care work. These additions reflect a deliberate effort to align data collection with national priorities promoting decent work for women, as articulated in Jordan's National Social Protection Strategy.

147. Despite the tangible progress achieved through partnerships with technical institutions and regulatory reforms, the project encountered further systemic and operational challenges that curtailed its overall

effectiveness in advancing decent work opportunities under Outcome 2. A key challenge was the high turnover of project staff and technical personnel within partner institutions. This disrupted implementation continuity, delayed technical processes such as the legislative reviews, and weakened institutional memory essential for sustaining momentum on policy reforms. Staff instability compounded the difficulty of navigating politically sensitive issues, such as refugee work permits, where trust-building and long-term engagement are prerequisites for reform.

4.1.6. To what extent has the MADAD project engaged ILO constituents through social dialogue in developing and implementing strategies to support labour market inclusion and resilience for Syrian refugees and other vulnerable groups?

148. Throughout the implementation of the EU MADAD project in Jordan, the ILO made efforts to engage its constituents—government, employers, and workers—through social dialogue, in particular in the facilitation of formal dialogue sessions and consultations that accompanied key stages of the project's policy-oriented outputs. One of the core examples of this engagement was the organisation of four structured social dialogue sessions involving the tripartite partners. These sessions were used to deliberate on emerging policy topics with direct relevance to the update of Jordan's National Social Protection Strategy. Through these dialogues, constituents contributed to identifying new areas of focus such as platform work and shock-responsive protection systems.

149. The project also demonstrated a strong consultative approach in developing policy recommendations under Output 1.3. In this context, the ILO collaborated closely with the Ministry of Planning and International Cooperation (MOPIC) and the Ministry of Labour to examine the formalisation agenda and to advance linkages between social protection and employment policies. This included technical support for MOPIC, which was mandated by the Prime Minister's Office to lead on formalisation efforts. The ILO contributed by producing a comprehensive framework outlining the roles of key stakeholders in promoting formal employment and linking it to social protection schemes.

150. Furthermore, the ILO supported national reflection on Jordan's readiness to adapt social protection systems in response to evolving labour market dynamics, including those influenced by climate change and just transition agendas. These discussions were grounded in the findings of the ILO's 2024 World Social Protection Report and were extended to include non-traditional partners such as the Ministry of Environment and the Ministry of Irrigation, thus expanding the dialogue beyond the traditional tripartite structure.

151. Despite these achievements, the continuity and depth of engagement through social dialogue faced notable limitations. The project experienced prolonged leadership gaps—particularly the absence of a Chief Technical Advisor (CTA) for nearly a year—which impeded strategic coordination. High turnover among technical staff further disrupted institutional memory and stakeholder relationships. Additionally, while the social dialogue sessions provided a valuable forum for exchange, there is limited evidence that their outcomes were systematically institutionalised or embedded into enduring governance mechanisms.

4.1.7. Were specific barriers to labour market access (e.g. legal, administrative, social) addressed?

152. The project sought to address legal, administrative, and social barriers to labour market access with mixed results. Efforts to simplify the restrictive work permit system for Syrian refugees faced setbacks, particularly after the 2023 Social Security Law amendment, which discouraged formalisation through retroactive contribution requirements. Nonetheless, progress was made in tackling broader regulatory challenges: the ILO, with MOPIC, developed a policy framework linking labour market regulation to social protection and conducted a study on platform work to inform future reforms. Social barriers were also targeted through research and pilot initiatives, including an incentive compatibility model to support transitions from social assistance to contributory insurance, aiming to improve mobility and resilience among vulnerable groups.

Outcome 3 – Transition from Cash Assistance to Employment for vulnerable Jordanians and Syrians

4.1.8. To what extent did the project support sustainable pathways from dependency on assistance to economic self-reliance?

153. The EU MADAD project made notable contributions toward supporting sustainable pathways from dependency on assistance to economic self-reliance, particularly through the implementation of the Graduation component under Outcome 3. A central element of this effort was the development and application of a graduation mechanism aimed at transitioning vulnerable Jordanians and Syrians—especially those receiving cash assistance from sources such as NAF and UNHCR—toward sustainable employment. This mechanism offered a comprehensive and tailored package of services, including job readiness training, entrepreneurship support, psychosocial assistance, and linkages to existing national programs.

154. The initial graduation model primarily focused on vocational training and job placement to facilitate this transition. However, this approach encountered limitations, particularly as many participants faced immediate economic needs that the model did not sufficiently address. What the original graduation model missed was that it was largely built around *vocational training and job placement*, but it did not include adequate measures to address participants' immediate and pressing economic needs. In practice, many vulnerable Syrians and Jordanians in the programme could not fully benefit from training and placement because they were struggling with urgent financial pressures—such as food insecurity, rent, and other daily expenses—which often forced them to prioritise short-term survival over longer-term skills development and career pathways. Without mechanisms like interim income support, cash-for-work, or other safety net measures integrated into the model, participants faced barriers to engaging in and completing the programme, limiting its effectiveness.

155. These realities prompted a redesign of the mechanism. The revised approach prioritised on-the-job training (OJT) coupled with immediate income support through stipends and mentorship, better aligning with the beneficiaries' pressing financial circumstances.

156. However, as detailed below in Table 6, the project did not meet the originally set targets. Revisions to the targets of indicators were introduced with the NCE in 2023, where most were reduced by around 40 %. The target for indicator 3.1 'Number of beneficiaries graduated from cash assistance to sustainable employment' was reduced from 4,200 to 2,500. Targets for indicators 3.1.1 'Number of beneficiaries profiled' and 3.1.2 'Number of beneficiaries selected for intervention' were reduced from 15,000 to 8,930 and from 12,000 to 7,140. Targets for indicators 3.2.1 'Number of beneficiaries trained in employability, vocational and entrepreneurial skills training programme' and 3.2.2 'Number of beneficiaries placed' were reduced from 6,000 to 3,570 and from 5,000 to 2,975. The target for indicator 3.3.1 'Number of TRCs for supported transition cases to employment after initial job placement' was reduced from 12 to 6. These revisions revealed that the initial intentions, in particular, from the donor side, to reach a certain objective in support of the Syrian refugees, were very ambitious.

Table 6: Revised Project Targets on Outcome 3 (NCE 2023)

Indicator	Description	Original Target	Revised Target	Reduction (%)
3.1	Number of beneficiaries graduated from cash assistance to sustainable employment	4200	2500	40.48
3.1.1	Number of beneficiaries profiled	15000	8930	40.47
3.1.2	Number of beneficiaries selected for intervention	12000	7140	40.5
3.2.1	Number of beneficiaries trained in the employability, vocational and entrepreneurial skills training programme	6000	3570	40.5
3.2.2	Number of beneficiaries placed	5000	2975	40.5

3.3.1	Number of TRCs for supported transition cases to employment after initial job placement	12	6	50.0

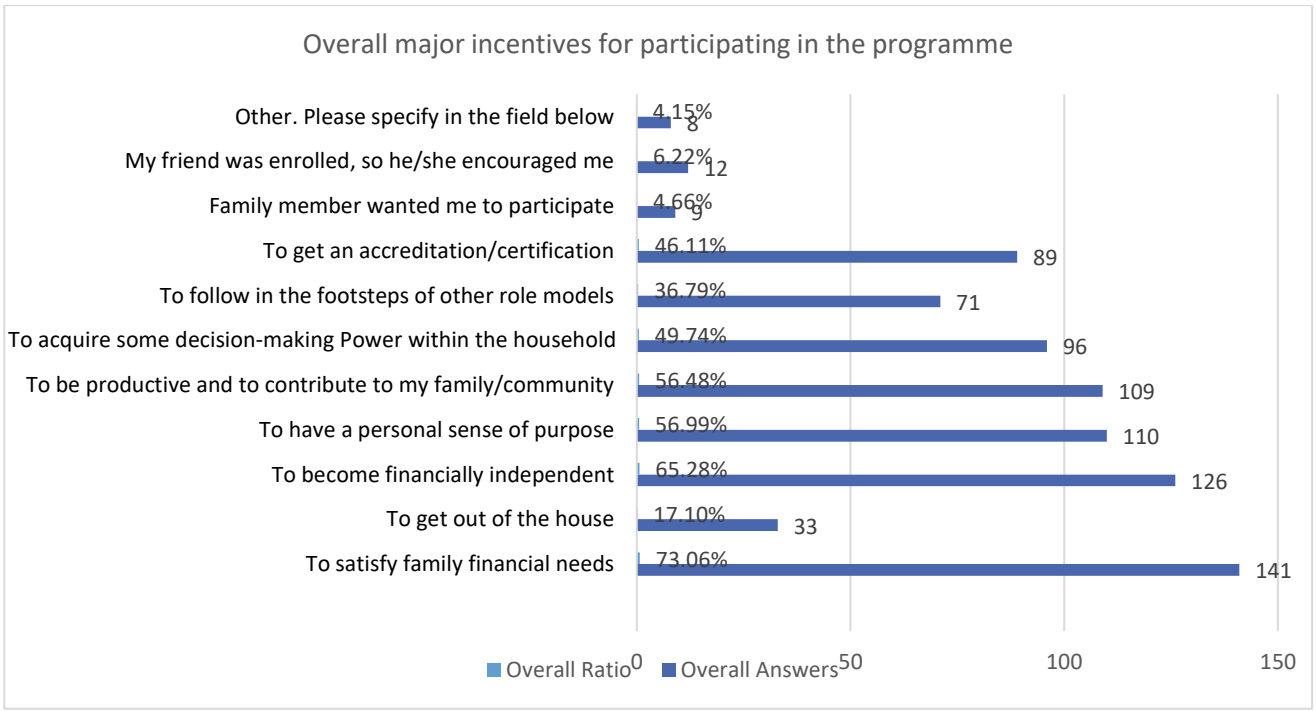
4.1.9. To what extent did beneficiaries of cash assistance successfully transition to employment or income-generating activities?

157. Under Outcome 3 of the EU MADAD project, a substantial number of cash assistance beneficiaries successfully transitioned into employment or income-generating activities, demonstrating strong outcomes in employment placement, job retention, and gender inclusion. The project supported 773 young participants—59% female, 52% Syrian refugees, and 1% persons with disabilities—through foundational training focused on employability skills, teamwork, emotional intelligence, and workplace communication.

158. Following this training, out of the 773 young participants, 499 beneficiaries (49% female, 48% Syrian refugees) secured one-year employment contracts with full social security coverage. Among these were 253 Jordanian beneficiaries registered for cash support with NAF (36% female) and 246 Syrian beneficiaries registered for cash support with UNHCR (61% female). Employment placements spanned diverse sectors, including agriculture, garments, manufacturing, chemicals, industrial, commercial, and renewable energy. Notably, 253 NAF beneficiaries enrolled in On-the-Job Training (OJT) and subsequently signed one-year contracts. Sector-specific breakdowns show 119 participants entered the textile sector, 85 in services, 40 in food, 12 in renewable energy, and 7 in industrial roles. In parallel, 950 UNHCR beneficiaries also began one-year contracts, primarily in agriculture, garments, chemicals, industrial, manufacturing, and commercial fields.

159. A 12-month tracer study tracking developed by the ADAP UNICEF team under the project, among the youth participants, revealed that 87% remained employed post-placement, with 83% retained in the industrial sector and 16% in commercial roles—an indication of strong job sustainability. These positive outcomes were driven in part by a redesigned transition model that prioritised On-the-Job Training (OJT) in contrast with a previous approach that prioritised classroom-based vocational training and direct job placement without addressing participants' immediate economic needs.

Figure 4: Survey participants' major incentives for participating in the programme

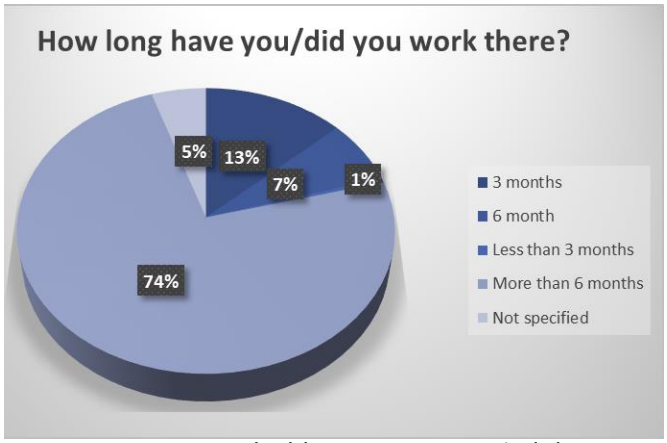


160. This model provided immediate employment opportunities along with stipends, mentorship, and critical logistical support such as transportation and basic goods vouchers. This approach addressed urgent income needs more effectively than prior in-campus training formats. Figure 4 above on the major incentives for participating in the programme indicates that financial considerations were the most prominent driver, followed by a diverse range of personal, social, and developmental motivations. The leading incentive cited by participants was the need to satisfy family financial needs, reported by 73.06% of respondents (141 individuals). Closely linked to this, the desire to become financially independent emerged as the second most common motivation, selected by 65.28% (126 respondents).

161. Beyond economic drivers, participants also demonstrated strong interest in personal fulfilment and community engagement. Having a personal sense of purpose (56.99%, 110 respondents) and being productive and contributing to family or community (56.48%, 109 respondents) were almost equally significant, highlighting the project's perceived role in enhancing social participation and self-worth. Additionally, gaining decision-making power within the household was an important factor for nearly half of the respondents (49.74%, 96 individuals), indicating that empowerment and greater influence over personal and family matters were valued outcomes of participation.

162. Skills development and recognition were also relevant motivators, with the opportunity to gain accreditation or certification cited by 46.11% (89 participants), while 36.79% (71 respondents) were inspired to join by following in the footsteps of other role models. More practical or social incentives included the chance to get out of the house (17.10%, 33 respondents), encouragement from friends already enrolled (6.22%, 12 respondents), and family members urging participation (4.66%, 9 respondents). A small share (4.15%, 8 respondents) indicated other, unspecified motivations.

Figure 5: Survey participants' employment duration



163. The survey (see Figure 5) and focus group results for the current evaluation reveal that the majority of the beneficiaries have been working in the same job where they were placed by the programme for more than 6 months. The data on the duration of participants' employment reveals that the majority—74%—worked in their placement for more than six months. A smaller share, 13%, reported working for three months, while 7% worked for less than three months, indicating early termination or short-term arrangements. A negligible proportion, 1%, did not specify the duration of their employment.

4.1.10. What enabling factors or constraints influenced this transition?

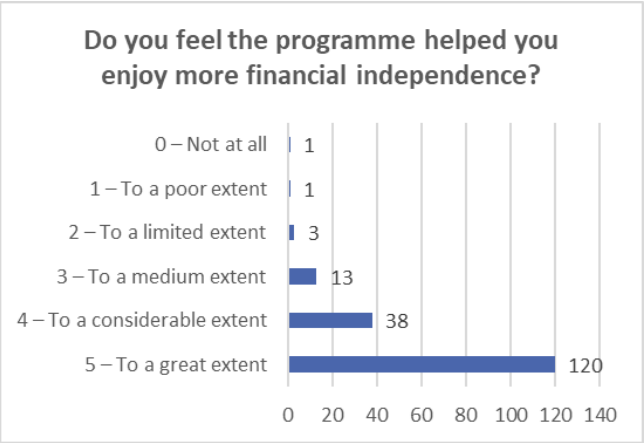
164. The transition of beneficiaries from cash assistance to employment or income-generating activities under the project was shaped by a combination of enabling factors and constraints. These factors influenced the extent to which vulnerable Jordanians and Syrians could move toward economic self-reliance.

165. A key enabler factor was the tailored graduation approach, which offered beneficiaries a structured and personalised support package through the project. This included life skills training, job counselling, and on-the-job training. The shift from traditional vocational training to on-the-job training (OJT) with immediate employment contracts further strengthened the project's appeal. This redesign directly responded to participants' need for immediate income, providing salaries from day one and making participation more feasible and attractive. And according to Figure 6 below, the project was successful in fulfilling these requirements.

166. The survey results demonstrate that the project made a substantial contribution to fulfilling participants' need for greater financial independence. An overwhelming majority—120 respondents (approximately 70%)—reported that the programme helped them achieve this "to a great extent", while a further 38 participants (around 22%) indicated it did so "to a considerable extent". Combined, these figures show that over nine in ten participants experienced a significant improvement in their financial autonomy as a result of the project.

167. Only a small fraction reported lower levels of impact: 13 respondents said the programme helped "to a medium extent", 3 respondents "to a limited extent", and just 1 respondent each indicated "to a poor extent" or "not at all." These results underscore the programme's success in directly addressing one of the primary incentives for participation—achieving financial independence—highlighting its relevance to participants' immediate priorities and longer-term aspirations for economic self-reliance.

Figure 6: Degree of survey participants' satisfaction regarding financial independence



168. Field-level flexibility was also vital. Implementing staff-adapted strategies in response to beneficiary feedback, promoting factory-based training and ensuring context-sensitive implementation. Assurance that social assistance would continue during the employment year helped alleviate fears of income loss, encouraging more beneficiaries to pursue employment opportunities. However, implementing partners still reported cases where beneficiaries quit their jobs before the end of the one-year contract as they were concerned about losing their social assistance.

169. Several constraints limited the transition's overall effectiveness. Persistently high unemployment rates, especially among youth (46.1%) and women (30.9%), created a challenging economic environment with limited job opportunities. Legal and regulatory barriers also persisted; for refugees, work permit costs and sector restrictions often remained prohibitive, deterring formal labour market entry. The choice of sectors for the graduation component posed some challenges as well, as some employers refused to increase the Minimum Wage of workers recently changed by the Government (increased from JD260 to JD290 per month), and no mitigation measures from the project's side on this challenge were found during the evaluation.

170. Moreover, the local labour market's limited absorption capacity, coupled with low wage offers, made many beneficiaries hesitant to shift from stable assistance to precarious employment. While the programme achieved short-term employability outcomes, long-term job retention and career progression remained limited. Monitoring mechanisms also lacked sufficient disaggregation to fully assess employment durability by gender or refugee status.

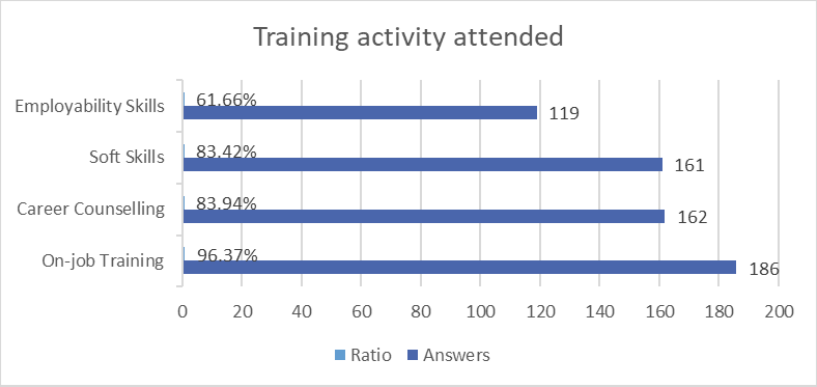
4.1.11. How effective was the revised Outcome 3 in supporting a sustainable transition from cash assistance to employment for women and Syrian refugees?

171. The revised Outcome 3 of the EU MADAD-funded joint ILO–UNICEF project was moderately effective in supporting a sustainable transition from cash assistance to employment, particularly for women and Syrian refugees. The redesign of this component aimed to address previous shortcomings by shifting from a traditional graduation model of case assistance to a more practical, on-the-job training (OJT) approach. This model provided participants with immediate employment, salaries, and official one-year contracts, making the programme more responsive to the economic realities of vulnerable groups.

172. The intervention included a mix of employment services, skills training, entrepreneurship support, and job matching, delivered through ILO–UNICEF Employment Service Centres and NAF offices. Notably, women demonstrated high levels of engagement, particularly in culturally acceptable or home-based sectors such as tailoring and beauty, which provided a pathway toward economic independence.

173. The project delivered a comprehensive package of support aimed at facilitating the transition of vulnerable Jordanians and Syrians from cash assistance to sustainable employment. This included the implementation of On-the-Job Training (OJT) schemes, enabling participants to gain practical, sector-specific work experience while building relationships with employers. Career counselling services were provided to help beneficiaries identify suitable career paths, understand labour market demands, and develop realistic employment plans. The project also offered soft skills training, covering communication, teamwork, problem-solving, and workplace etiquette, which are essential for maintaining employment. In parallel, employability skills development equipped participants with practical tools such as CV writing, job search strategies, and interview preparation, thereby enhancing their readiness to compete in the labour market. Together, these elements formed an integrated support model that addressed both the technical and personal development needs of beneficiaries, increasing their prospects for long-term economic self-reliance.

Figure 7: Survey participants attending training activities



174. As shown in Figure 7, participants often took several components from the programme. The training activities delivered under Outcome 3 demonstrated strong uptake among participants, with the highest participation recorded in On-the-Job Training (OJT), attended by 186 beneficiaries (96.37%). This reflects the programme's emphasis on providing practical, workplace-based learning opportunities that directly link participants to employment prospects. Career counselling also achieved high participation, with 162 attendees (83.94%), underscoring the value placed on personalised guidance in helping individuals navigate the labour market and make informed career decisions. Similarly, soft skills training attracted 161 participants (83.42%), highlighting recognition of the importance of communication, teamwork, and problem-solving skills for workplace success. Employability skills training, while recording the lowest participation rate at 61.66% (119 participants), nonetheless engaged a substantial portion of beneficiaries, equipping them with practical tools for job searching, CV writing, and interview preparation. Collectively, these results illustrate that the project's integrated approach—combining technical training, personal development, and career guidance—was well-received and broadly accessed, thereby enhancing the employability and work readiness of its target groups.

175. The project under the revised Outcome 3 provided responses to specific needs of beneficiaries, like support for their transportation, or providing a certificate. These elements were highly perceived by project participants in the focus group discussions and survey respondents.

176. Indeed, as shown in Figure 8 below, the data on motivations for attending the training highlights a strong emphasis on practical and enabling factors that facilitated participation. The most frequently cited motivation was the provision of transportation incentives, reported by 90.67% of respondents (175 participants). This was closely followed by the opportunity to obtain an accredited certification (87.56%, 169 respondents), indicating the high value placed on recognised qualifications that could enhance employability

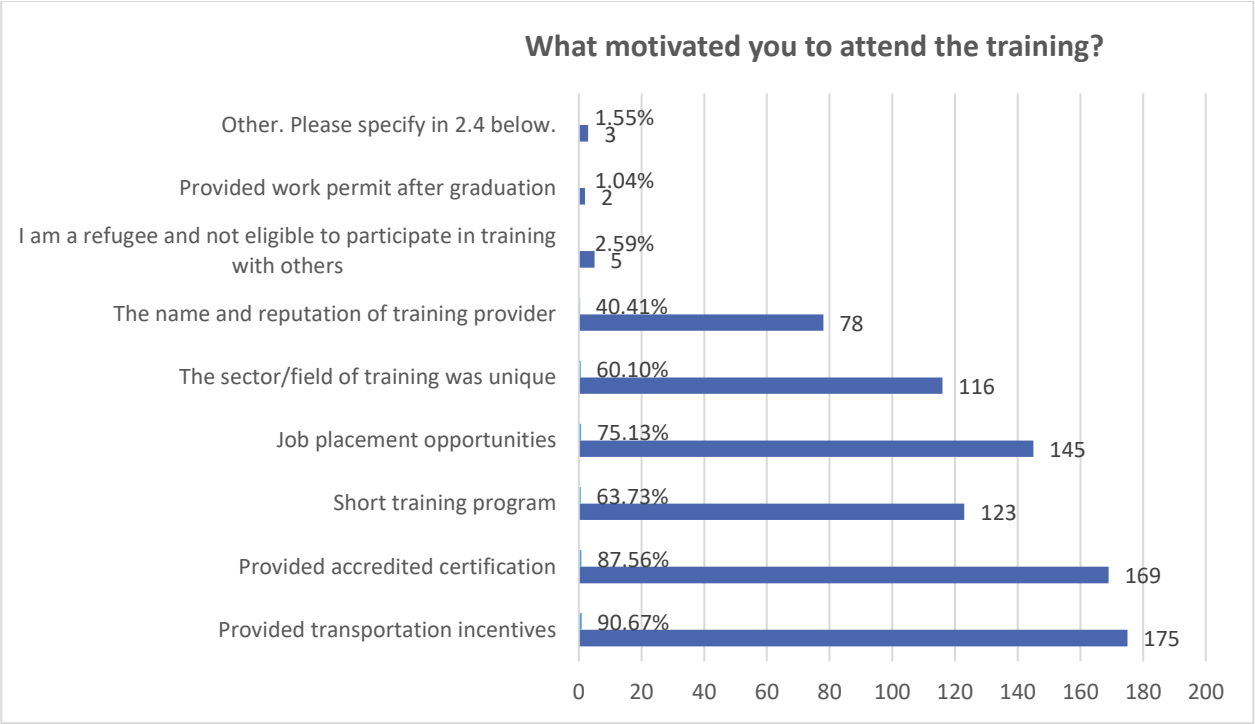
177. Job placement opportunities also played a significant role, motivating 75.13% of participants (145

respondents), reflecting the importance of clear pathways to employment. Similarly, the uniqueness of the training sector or field attracted 60.10% (116 participants), while the reputation of the training provider was a motivator for 40.41% (78 participants). Other logistical and structural aspects also influenced participation, with 63.73% (123 respondents) citing the short duration of the training as a deciding factor, suggesting that time efficiency was a consideration for many.

178. Only a small proportion of respondents were motivated by less common factors, such as being a refugee and not eligible to participate in training with others (2.59%, 5 participants), receiving a work permit after graduation (1.04%, 2 participants), or other unspecified reasons (1.55%, 3 participants).

179. Overall, the results suggest that the programme's ability to reduce participation barriers (e.g., transport incentives), offer tangible credentials, and link training to concrete employment opportunities was central to attracting participants. This reflects a strong alignment between programme design and participant needs for both accessibility and career advancement.

Figure 8: Survey participants' motivation for training attendance



Evaluation Question 4.2:
To what extent did the project effectively mainstream gender equality, human rights, norms, social dialogue, environmental sustainability and inclusion across all outcomes implementation?

180. The EU MADAD project made explicit commitments to gender equality and inclusion through beneficiary targets (50% women, 50% Syrian refugees, 12% youth, 3% persons with disabilities), but systematic mainstreaming across outcomes was inconsistent and often reactive. While UNICEF and ILO applied some gender tools and promoted women's and youth participation, persistent socio-cultural and institutional barriers limited progress, and recommendations from the MTE on gender expertise and capacity building were only partially implemented. Youth inclusion exceeded targets (40% beneficiaries), but disability inclusion fell short, and monitoring largely focused on aggregated outputs rather than deeper analysis of barriers or outcomes. Human rights and international labour standards were acknowledged but weakly embedded, with stronger integration at policy level than in service delivery. Social dialogue contributed meaningfully to policy formulation—especially in social protection, just transition, and formalisation—but

less so in implementation, with limited employer engagement. Environmental sustainability was addressed conceptually through ILO diagnostics linking social protection to climate resilience and green jobs, though translation into concrete programming was minimal. Overall, cross-cutting themes were partially integrated, with stronger policy-level advances than systemic operational mainstreaming.

4.2.1. Cross-cutting issues: To what extent were gender equality and inclusion of vulnerable groups (e.g., women, youth, persons with disabilities, refugees) integrated into the design and implementation of each outcome?

181. The EU MADAD project in Jordan demonstrated a commitment to inclusion by setting explicit beneficiary targets—50% women, 50% Syrian refugees, 12% youth, and 3% persons with disabilities (PWDs). However, the extent to which these inclusion objectives were systematically integrated into the design and implementation varied significantly.

182. The project's Theory of Change and results framework did not fully integrate gender equality or inclusion, addressing gender more reactively than through deliberate planning. While ILO and UNICEF applied gender mainstreaming tools and introduced targeted measures to promote women's participation, results were mixed, with persistent socio-cultural barriers limiting progress, especially in technical fields. Both MTE and ROM reports highlighted gaps in gender mainstreaming and called for stronger use of gender expertise and systematic integration into design, implementation, and monitoring, but these recommendations were not consistently followed through.

183. The project reveals the need for institutionalised and context-specific capacity building on gender and inclusion, particularly for government partners. The Ministry of Social Development (MOSD), despite having a dedicated gender directorate and ministerial support, lacked the systemic capacity and resources to lead on gender-responsive social protection reforms. Interviewees highlighted missed opportunities to apply lessons from other successful programmes—such as UNICEF's youth programming and the World Bank's Mashreq Gender Facility, which had more robust mechanisms for addressing barriers like childcare, transport, and workplace safety.

184. Furthermore, behavioural barriers—such as women's fear of losing cash assistance if they joined training or employment—were documented but insufficiently addressed. Recommendations to improve gender-sensitive communication, provide reassurances about benefits, and remove restrictive profiling options (e.g. defaulting women to home-based work) were noted but not systematically implemented.

185. Some positive developments occurred during implementation in favour of the youth. The UNICEF introduced targeted support for youth through interventions such as the Maharati programme, resulting in youth comprising up to 40% of total beneficiaries, well beyond the original target of 12%. In terms of disability inclusion, a figure of 1% achieved has been formally acknowledged by project staff.

4.2.2. To what extent were gender mainstreaming planning tools and frameworks used in project implementation?

186. The project demonstrated a moderate level of integration of gender mainstreaming in its implementation, although the use of formal gender planning tools or frameworks was not systematically documented or consistently applied across implementing partners. Nonetheless, the project showed a deliberate and structured effort to target women beneficiaries across both the ILO and UNICEF components. Quantitative data from the evaluation confirms that women represented 47% of all project beneficiaries, reflecting a strong commitment to gender inclusion at the outcome level. To enhance women's participation, training schedules and delivery methods were adapted to suit their needs, including the selection of accessible venues and convenient timings. Focus group discussions and e-survey findings further indicated that women participants viewed the interventions as highly relevant to their economic aspirations, noting improvements in their confidence and employability. The project also incorporated gender-sensitive monitoring practices by collecting sex-disaggregated data, enabling the measurement of gender balance among beneficiaries.

187. However, several limitations were identified. The evaluation did not find evidence of formal gender mainstreaming frameworks, such as gender action plans, gender analysis checklists, or gender budgeting tools, being systematically applied. Lastly, although the project effectively tracked women's participation rates, it did not monitor gender-transformative outcomes such as changes in social norms, household decision-making, or women's leadership roles, limiting the understanding of the broader impact on gender equality.

4.2.3. To what extent was gender mainstreaming capacity built among implementing partners?

188. Gender mainstreaming capacity was not systematically developed among implementing partners, despite early identification of gaps and explicit recommendations in the Mid-Term Evaluation (MTE). While both UNICEF and ILO had access to internal gender expertise, there was no structured follow-up or targeted capacity-building plan to address these gaps. Within UNICEF, the gender team held advisory roles but was not embedded in programme implementation, and the Social Protection section lacked dedicated gender personnel, limiting the ability to provide technical inputs or drive corrective action.

189. At the national level, institutional mechanisms such as gender focal points and the Gender Directorate at the Ministry of Social Development (MoSD) had limited operational influence or resourcing. As one stakeholder described the approach to gender was often "lip service," with high-level political support not translating into concrete technical capacity or reforms.

190. By contrast, capacity building around Prevention of Sexual Exploitation and Abuse (PSEA) was more systematically addressed, particularly by UNICEF. A dedicated PSEA focal point conducted structured assessments of all implementing partners—such as the Business Development Centre (BDC)—against eight institutional standards, covering areas like policy development, reporting mechanisms, recruitment, and survivor-centred case management. These assessments led to tailored capacity-building work plans and mandatory training for designated focal points from each partner organisation. Annual refresher trainings were also provided to maintain compliance and knowledge.

191. Importantly, PSEA measures were integrated into routine programme activities and funded from existing programme budgets, ensuring sustainability beyond the lifespan of the MADAD project. Safeguarding was also included in staff onboarding and community-facing communications, and multiple feedback channels—such as hotlines, dedicated PSEA emails, and partner-specific mechanisms—were used to monitor implementation and flag incidents.

4.2.4. Were gender- and inclusion-related targets and indicators defined, tracked, and reported?

192. Gender- and inclusion-related targets were defined in the EU MADAD programme's initial planning documents, particularly in the Description of Action (DoA), which specified targets such as 50% women, 50% Syrian refugees, 12% youth, and 3% persons with disabilities (PWDs) among beneficiaries. However, while these quantitative benchmarks were articulated at the programme level, their integration into the results framework, tracking mechanisms, and reporting systems was inconsistent and, at times, superficial.

193. This limitation can be partly attributed to the fact that the project was funded through the EU MADAD Trust Fund, originally designed as a humanitarian instrument. As such, the monitoring and reporting mechanisms—specifically the Quarterly Information Notes (QINs)—were not aligned with development-oriented evaluation practices. These QINs were primarily used to aggregate beneficiary numbers for communication purposes and were sent to EU headquarters rather than shared systematically with the field delegation responsible for monitoring implementation. Consequently, they lacked the granularity and analytical depth required to adequately track progress toward more complex developmental goals, such as gender and social inclusion outcomes.

194. Implementation-wise, some of the inclusion targets were exceeded. For example, youth beneficiaries reached approximately 40% of total participants, surpassing the original 12% target. However, this success

was not systematically documented through a robust monitoring and evaluation (M&E) system tailored to inclusion outcomes. The reporting remained focused on output-level figures, often aggregated without critical analysis of barriers, enablers, or qualitative dimensions of inclusion.

4.2.5. How were human rights and international labour standards (ILS) considered in the planning and delivery of project activities?

Human rights and international labour standards (ILS) were acknowledged in the EU MADAD project but applied inconsistently and often implicitly rather than through systematic frameworks. At the planning stage, rights-based goals such as inclusive social protection and decent work were referenced but not translated into concrete indicators or accountability tools. In delivery, UNICEF advanced rights principles through participatory processes and social worker professionalisation, while the ILO directly promoted ILS via labour governance, formalisation, and social security reforms, though refugee inclusion remained politically constrained. Weak monitoring and the absence of dedicated rights or ILS indicators further limited coherence, leaving rights largely under-embedded in programme design and implementation.

4.2.6. To what extent did the project promote Rights-Based Approaches in Services and Policy Work?

195. The project made partial but meaningful contributions to promoting rights-based approaches, with stronger integration at the policy level than in service delivery. UNICEF's support to the NSPS and related legal reforms embedded principles of universality, accountability, and inclusion, while the ILO advanced rights at work and social security coverage, though refugee inclusion and inter-agency coordination remained limited. In contrast, service delivery components such as graduation and youth employability applied RBAs only implicitly, with limited focus on empowerment, grievance mechanisms, or participatory planning. High dropout rates and early reliance on welfare framing highlighted gaps in embedding socio-economic rights like accessibility and adaptability into service models.

4.2.7. Were tripartite constituents and representative bodies actively engaged through social dialogue in shaping or implementing interventions?

196. The project engaged tripartite constituents and representative bodies to a moderate extent, particularly in policy design and diagnostics. The ILO incorporated social dialogue into labour market governance and formalisation efforts, involving the Ministry of Labour, trade unions, employer organisations, and sectoral associations through consultations, interviews, and participatory workshops. These processes informed research, shaped strategies such as the formalisation agenda and the Social Protection and Just Transition Diagnostic and highlighted the role of worker representation in climate-responsive policies. However, while engagement was meaningful at the policy level, it was less evident in implementation, underscoring the need to strengthen institutional mechanisms for sustained, inclusive dialogue in advancing social protection reforms.

4.2.8. How did social dialogue contribute to the ownership, accountability, and sustainability of outcomes?

197. Social dialogue under the EU MADAD project contributed selectively to strengthening ownership, accountability, and sustainability of outcomes, particularly at the policy formulation stage and within the ILO-led components. However, its contribution was less pronounced during the implementation and follow-up phases.

198. In terms of ownership, the inclusive consultation processes facilitated through social dialogue—especially in the development of policy instruments such as the *National Social Protection Strategy (NSPS)* and the *Just Transition Diagnostic*—helped to build cross-sectoral consensus and align interventions with national priorities. Through structured engagement with government ministries, workers' and employers' organisations, and other stakeholders, these dialogues created a sense of shared responsibility and legitimacy around reform objectives. For example, the involvement of the General Federation of Trade Unions (GFTU) and some sectoral actors in formalisation efforts and just transition planning fostered broader buy-in, enhancing the relevance and national alignment of proposed measures.

199. However, participation from the private sector and employers' organisations was notably limited and often ad hoc. While some contributions were made through individual consultations, there was no consistent or institutionalised mechanism for engaging business representatives in shaping social protection policies. This lack of sustained engagement constrained the ability to align social protection reforms with labour market realities and enterprise needs. The active participation of employers' organisations—especially those involved in sectoral skills development and employment generation—is essential to ensuring that strategies are both practically implementable and economically sustainable. Their limited involvement thus represents a missed opportunity to foster co-ownership and enhance the feasibility of key programme outcomes.

4.2.9. Were environmental sustainability principles integrated in project activities (e.g., green jobs, environmental impact mitigation)

200. Environmental sustainability principles, although not foreseen in the DOA, were moderately integrated into the EU MADAD project, primarily through strategic, diagnostic, and conceptual work led by the ILO within the framework of social protection, climate change, and just transition. The most explicit attention to environmental sustainability emerged in the ILO's diagnostic work on social protection and climate change. The Social Protection and Just Transition Diagnostic (2025) developed a strategic vision for aligning social protection with climate resilience and green economy transitions. It identified key climate risks (e.g., extreme weather, water scarcity) and highlighted employment opportunities in sectors such as renewable energy, transport, and agriculture. It also proposed innovative reforms such as extending social security to green sector workers and adapting benefits for climate-affected and non-standard employment forms.

4.2.10. Did any project components promote environmentally sustainable livelihoods or reduce environmental harm?

201. Project components under the EU MADAD programme did not explicitly promote environmentally sustainable livelihoods, nor did they include dedicated activities to reduce environmental harm. There were no environmental indicators or targets in the monitoring and evaluation frameworks. Although the ILO's diagnostic work on social protection and climate change identified opportunities for green job creation and recommended aligning social protection systems with environmental objectives, these insights remained largely at the policy level and were not translated into actionable programming during implementation. While most core project components—such as vocational training, job placement, and graduation pathways—were not primarily focused on green sectors, there were some encouraging developments. Notably, certain trainings provided by implementing partners included content related to renewable energy, and 12 beneficiaries from NAF secured one-year contracts in the renewable energy sector.

4.5. Sustainability

Evaluation Question 5.1: To what extent have national partners taken ownership of the project's interventions? Are there any systems or commitments in place to ensure the sustainability of project achievements?

202. National ownership of the EU MADAD project evolved over time, with limited engagement during design but stronger involvement during implementation, particularly by the Ministry of Social Development. Leadership in sustaining interventions was mixed: the Implementation Support Unit was institutionalised but weakened by resource gaps and reliance on external consultants, while the government led updates to the NSPS but still leaned heavily on UNICEF. The Higher Steering Committee and inter-ministerial task forces demonstrated a strong willingness to coordinate nationally. Although activated later in the project cycle, they created useful platforms for collaboration and alignment, offering a basis to support long-term sustainability, which will depend also on ensuring adequate domestic resource allocation, permanent staffing, and capacity transfer from international partners to national institutions.

5.1.1. To what extent were national partners (e.g., ministries, public institutions, social partners) actively engaged in the design, implementation, and monitoring of the project?

203. National partners were engaged to varying degrees throughout the EU MADAD-funded project, with their role evolving over time and shaped by both structural constraints and the nature of the funding mechanism. The project's design promoted at the EU headquarters (as opposed to at the country level), reflected the humanitarian orientation of the MADAD Trust Fund. This top-down approach left limited space for early national input, resulting in a framework that was not fully aligned with Jordan's institutional landscape or long-term development goals. The EU Delegation's limited role during the design phase, coupled with high staff turnover and fragmented communication between Brussels and Amman, further constrained early ownership by national stakeholders.

204. Engagement increased during the implementation phase, particularly through the active involvement of ministries such as the Ministry of Social Development and the Ministry of Labour. These stakeholders contributed to key processes like the development of the National Social Protection Strategy, helping to shift the project toward a more developmental and nationally grounded approach. A significant example of this shift was the revision of the graduation model. Initially framed around a transition from cash assistance to employment, the model faced structural challenges related to labour market conditions and institutional fit. In response, national actors, in collaboration with ILO and UNICEF, helped reshape it into a more holistic and contextually appropriate "graduation from poverty" approach—integrating social services, skills development, and livelihoods support. This adaptation marked a meaningful step toward aligning humanitarian programming with national development objectives. The involvement of social partners in the design, implementation and monitoring of the project responded to the standard consultation practices by the ILO.

205. Despite this progress, national engagement in monitoring remained limited. The EU's accompanying budget support programme did not include indicators aimed at strengthening institutional sustainability, such as the formal integration of the ISU. Nonetheless, national stakeholders continued to push for stronger alignment and system integration.

5.1.2. Are national partners taking leadership in continuing or scaling up interventions initiated by the project?

206. National partners demonstrated mixed leadership in sustaining or scaling up project interventions. A key success was the institutionalisation of the Implementation Support Unit within MoSD, though its functionality has since weakened due to reliance on departing consultants and limited resourcing. The government led the NSPS 2025–2033 update but still depended heavily on UNICEF for drafting, reflecting continued reliance on international partners. Refugee-inclusive approaches were not consistently mainstreamed, and efforts to scale the graduation model stalled, highlighting limited national ownership and uneven sustainability of project achievements.

5.1.3. What mechanisms (e.g., co-financing, policy integration) demonstrate commitment to long-term ownership?

207. The EU MADAD project demonstrated some initial steps toward fostering long-term ownership through mechanisms like institutional integration and policy alignment; however, the evidence indicates that these mechanisms were either partial, externally driven, or lacked the structural depth necessary for sustainability.

208. There is little evidence of direct co-financing by national authorities during the project's lifetime. Key project activities, including capacity building, employment support, and the ISU's operation, were fully funded by the EU through UNICEF and ILO. While the EU did operate a parallel budget support programme, this lacked conditionalities or indicators tied to the sustainability of project-specific innovations, such as the ISU. This represents a missed opportunity to link donor funding more explicitly with government financial commitment and reform milestones.

209. The establishment of a Higher Steering Committee and inter-ministerial task forces helped to formalise government participation. These bodies contributed to strategic guidance and cross-sectoral coordination, indicating a structural willingness to support national ownership. However, these platforms were activated relatively late in the project cycle (post mid-term evaluation), limiting their impact and the degree of sustained policy leadership from within government.

210. The selection of partners, such as the National Aid Fund (NAF), demonstrated willingness to co-develop and operationalise employment-focused initiatives (e.g., linking cash assistance beneficiaries to job opportunities). However, scaling and sustaining such models proved challenging without integrated policy frameworks or earmarked national funding.

Evaluation question 5.2: How likely are the project's outcomes to be sustainable, in terms of coordination mechanisms, labour market improvements, and transitioning from cash assistance to employment, particularly for women and other vulnerable groups?

211. The policy and governance foundations laid by the project are strong, especially for coordination mechanisms, and are supported by political commitment and partially by international financing (e.g., World Bank PforR). However, institutional and financial sustainability was uneven, particularly for labour market activation measures and employment transitions for vulnerable groups. Without stronger domestic financing, permanent staffing, and full institutional integration of project-supported models, the sustainability of results—especially for women, youth, and refugees—remains at risk once external support tapers off.

5.2.1. What systems, policies, or institutional arrangements have been established or strengthened to support the continuation of project outcomes?

212. The project established and strengthened key systems, policies, and institutions to sustain outcomes, centred on the updated NSPS 2025–2033, which now provides Jordan with a costed action plan, M&E framework, and communication strategy for social protection reform. To operationalise it, the Implementation Support Unit was institutionalised within MoSD, supported by the Higher Steering Committee and pillar-specific task forces that ensured coherence and accountability. Legislative reforms, including the Social Development Law (2024) and social worker professionalisation bylaws, further reinforced the enabling environment. In addition, new monitoring tools such as a digital dashboard and statistical bulletin improved evidence-based policymaking, while cross-sectoral planning mechanisms embedded social protection as a national development priority for both Jordanians and Syrian refugees.

5.2.2. Are there commitments—financial, legal, or political—to sustain results beyond the project's duration?

213. From a legal standpoint, the institutionalisation of the Implementation Support Unit (ISU) within the Ministry of Social Development (MoSD) represents a key achievement, although still needs the assignment of national funding from the General State Budget. Initially established with project support, the ISU was formally embedded into the ministry's structure through a ministerial ordinance issued in 2021. This legal framework confirms the government's commitment to maintaining the ISU as a permanent entity responsible for coordinating, monitoring, and supporting the implementation of the National Social Protection Strategy (NSPS). Additionally, several legislative reforms were undertaken to reinforce institutional capacity, including the enactment of the Social Development Law No. 4 (2024) and new bylaws aimed at the professionalisation of social workers. These laws not only address long-standing gaps in the legal framework but also provide the structural underpinnings needed for the long-term delivery of social protection services.

214. On the political front, the launch of the updated NSPS 2025–2033 under the patronage of His Majesty King Abdullah II underscores the high level of political endorsement that the strategy enjoys. The inclusion of the

NSPS update in the Royal letter of designation to the Prime Minister reflects a deep political commitment to institutionalise and advance the social protection agenda. Moreover, the establishment and continued function of inter-ministerial governance mechanisms—such as the Higher Steering Committee and pillar-specific task forces—demonstrate a broad political consensus on the need for coordinated oversight and long-term planning within the social protection and employment sectors.

215. Financial sustainability has also been addressed through several measures, although it needs further efforts. Most notably, the NSPS 2025–2033 includes a costed action plan, which provides a structured approach to aligning national budget allocations with the strategy's implementation needs. This signals a strong intention to embed social protection funding within the regular national budgeting process. The ISU's future is further secured through its designation as the implementing unit for a new USD 400 million programme for results funded by the World Bank. This major investment underscores the confidence of international partners in the institutional capacity built under the project and ensures that key operational functions of the ISU will be maintained and scaled up but still demonstrate the need for national commitment in terms of budget and staff.

5.2.3. To what extent have the capacities of implementing partners been strengthened to ensure sustainability?

216. The extent to which the capacities of implementing partners were strengthened under the EU MADAD project to ensure sustainability is mixed, with some institutional advancements but significant gaps in long-term capacity development and ownership.

217. On the government side, the most prominent capacity-strengthening effort was the establishment and operationalisation of the Implementation Support Unit (ISU) within the Ministry of Social Development (MoSD). The ISU played a central role in coordinating and monitoring the National Social Protection Strategy (NSPS). However, its operational model relied heavily on external consultants funded by UNICEF. Once the project ended and these consultants' contracts were not renewed, the unit effectively collapsed. Although one civil servant had been embedded within the ISU, their departure left no institutional memory or capacity within the ministry to carry on the unit's functions. This highlights a critical sustainability gap: while structural capacity was introduced, human and financial capacity were not sufficiently institutionalised to endure post-project.

218. For other national entities, such as the National Aid Fund (NAF) or the SSC, the project provided opportunities for collaboration, training, and new operational models, such as profiling beneficiaries and linking them to employment through structured pathways. These experiences offered practical exposure to integrated employment models and strengthened some coordination with international partners. However, their ability to independently continue or expand these models post-project is constrained by systemic limitations, including limited budgets, human resources, and a lack of formal institutional frameworks that embed these approaches. The continuation of the statistical bulletin remains by DOS remains uncertain once the project has ended, as there are no assigned resources for it within the Department.

4.6. Impact

Evaluation Question 6.1: What potential impacts has the project had on national social protection, institutional capacities, labour market systems, and the reduction of reliance on cash assistance, particularly for women and other vulnerable groups?

219. The EU MADAD-funded project has strengthened Jordan's social protection and labour market systems, particularly for women and vulnerable groups, by institutionalising the updated NSPS 2025–2033 with expanded coverage to all residents, including refugees. It introduced the "Sumood" shock-responsive pillar, enhanced governance through the Higher Steering Committee, task forces, and the Implementation Support

Unit at MoSD, and advanced legal reforms such as the Social Development Law (2024) and professionalisation of social workers. Improved coordination between the National Aid Fund and the Zakat Fund, along with steps toward a Unified Social Registry, has reduced fragmentation and reliance on ad hoc cash assistance.

6.1.1. How has the project influenced the development or strengthening of national social protection policies, systems, or delivery mechanisms, particularly for women and other vulnerable groups?

220. The EU Madad-funded project had significant systemic and structural impacts on Jordan's national social protection framework. Through coordinated efforts led primarily by UNICEF and ILO under Outcome 1, the project fostered institutional resilience, cross-sector coordination, and inclusiveness of social protection policies and delivery systems.

221. The project played a pivotal role in institutionalising social protection as a national priority in Jordan. It significantly contributed to the development and recent update of the National Social Protection Strategy (NSPS) 2025–2033, which now encompasses all population groups, including Jordanians, Syrian refugees, and other vulnerable communities. This inclusive policy shift is a marked progression toward a more equitable national framework.

222. A key innovation in the revised NSPS is the formal adoption of a Shock-Responsive Social Protection (SRSP) pillar, known as "Sumood." Informed by lessons from the COVID-19 pandemic, this pillar aims to strengthen Jordan's resilience to future shocks by integrating tools such as a social early warning system. These mechanisms are designed to serve both nationals and non-nationals, enhancing preparedness and inclusive crisis response planning.

223. In the legal and regulatory domain, the project supported the enactment of critical reforms, including the Social Development Law No. 4 (2024) and the Bylaws on the Professionalisation of Social Workers. These instruments have enhanced the legal architecture for service delivery and accountability within the social protection sector.

224. Furthermore, the project advanced strategic coherence by reducing institutional fragmentation. Through the NSPS, it supported improved coordination among key actors—most notably between the National Aid Fund and the Zakat Fund—thus fostering a unified social protection ecosystem. This has reduced reliance on fragmented or ad hoc cash assistance and strengthened the system's alignment with national reform priorities.

6.1.2. To what extent has the project contributed to building the institutional capacities of national stakeholders to deliver inclusive social protection and employment services?

225. The project has made a transformative contribution to strengthening Jordan's institutional capacity to deliver inclusive social protection and employment services. A key achievement was supporting the development, operationalisation, and update of the National Social Protection Strategy (NSPS), which replaced previously fragmented initiatives with a unified framework. The updated NSPS 2025–2033, aligned with national reform agendas, now extends coverage to all residents of Jordan. Alongside this, the project established effective governance structures, enhanced technical expertise, introduced evidence-based tools, and advanced critical policy and legal reforms, laying the foundation for a more inclusive, coordinated, and sustainable system. Its impact extends beyond individual institutions, driving systemic transformation that strengthens resilience, equity, and responsiveness to the needs of vulnerable populations.

226. Despite the concerns on sustainability raised above, capacity building was a cornerstone of the project's efforts. MoSD staff and NSPS focal points across government institutions received extensive training in areas such as policy analysis, strategic planning, and M&E. The TRANSFORM training, in particular, enhanced stakeholders' understanding of social protection concepts and policy frameworks. This capacity development led to concrete improvements in institutional performance. For instance, the MoSD significantly improved its standing in the King Abdullah II Award for Government Excellence, moving from last place in 2023 to

second place in 2024—a clear indicator of the strengthened technical and operational capabilities fostered by the project.

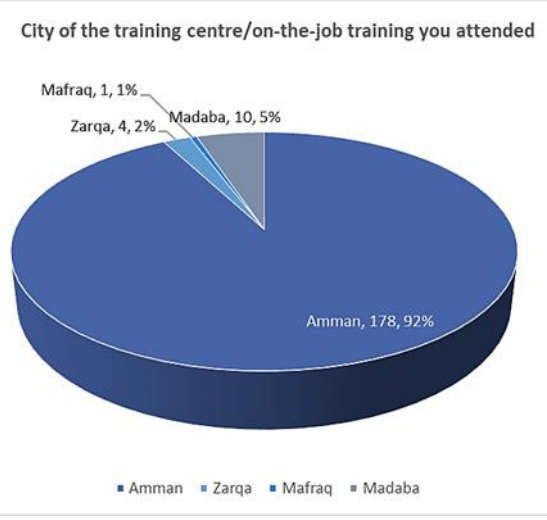
227. The project complemented institutional and human resource strengthening with the development of evidence-based tools and systems that enhanced planning, monitoring, and decision-making. Notable achievements included Jordan's first Social Protection Public Expenditure Review, the Social Protection Statistical Bulletin, and a comprehensive M&E framework with dashboards and communication plans to track NSPS implementation and ensure accountability. It also advanced key legislative reforms, such as the Social Development Law (2024) and Bylaws for the Professionalisation of Social Workers (2024), which introduced licensing requirements and professional standards to improve service quality. The updated NSPS broadened coverage to include all residents, including refugees, and introduced the "Sumood" resilience pillar, institutionalising shock-responsive mechanisms, emergency coordination, and early warning systems—drawing on lessons from COVID-19 to enhance inclusivity and responsiveness for both Jordanians and non-Jordanians.

6.1.3. Were there improvements in institutional coordination or service delivery at national and sub-national levels?

228. Although it is still too early to assess impact, some progress in institutional coordination and service delivery is reflected in the updated NSPS, with potential for further improvement at both national and sub-national levels. At the national level, the project contributed to developing integrated data systems, including steps toward interoperability between the National Aid Fund (NAF) and the Zakat Fund's Management Information Systems, as well as initiating a Unified Social Registry. These developments are intended to improve the ability to identify and reach vulnerable populations more systematically.

229. At the sub-national level, certain departments within the Ministry of Social Development—such as the Family and Childhood Directorate and the Directorate for Persons with Disabilities—were involved in project activities. This allowed for some level of knowledge transfer and engagement at the local level, although the extent to which this has translated into sustained improvements in service delivery remains to be seen.

Figure 9: Cities of training attended by the survey's participants



230. Service delivery in Outcome 3 provides very little evidence on activities organised beyond the capital. While the project was implemented across multiple locations in Jordan, the majority of survey responses were received from participants based in Amman. As shown in Figure 9, this reflects the city where most respondents reported completing their on-the-job training, rather than the full geographic spread of project activities.

231. The vast majority of respondents (92%, n=178) reported attending their training or on-the-job training in Amman, highlighting the capital city as the primary hub for programme delivery. A smaller proportion participated in training in Madaba (5%, n=10), followed by Zarqa (2%, n=4) and Mafraq (1%, n=1). This distribution suggests that training opportunities were heavily concentrated in Amman, with limited geographic spread to other governorates.

Evaluation Question 6.2: To what extent did the project contribute to enhancing the social protection and economic self-reliance of refugees and vulnerable local populations in Jordan, particularly of women and the most vulnerable groups?

232. The project contributed to enhancing social protection and economic self-reliance for refugees and vulnerable groups in Jordan by informing a more inclusive and gender-responsive NSPS 2025–2033 and supporting reforms such as the professionalization of social workers. Survey data show some progress in employability, with 90% of respondents under Outcome 3 reporting extended social security coverage after employment. However, the extent to which these policies and institutional changes lead to sustained improvements will depend on consistent commitment, resources, and effective implementation.

6.2.1. To what extent have project interventions supported increased access to social protection for targeted populations?

233. Project interventions have contributed to expanding the scope and design of social protection in ways that may increase access for targeted populations. The updated NSPS 2025-2033 includes more inclusive and gender-responsive provisions than its predecessor, marking a shift toward addressing previously overlooked needs.

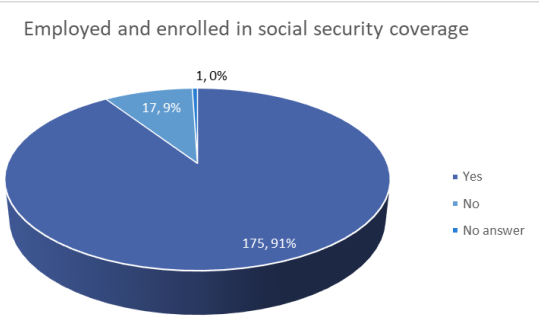
6.2.2. What evidence exists of improved employability or access to job opportunities among beneficiaries?

234. The revised strategy also uses more inclusive language and explicitly extends coverage to the entire population, including refugees, persons with disabilities, and children—an expansion from the prior focus on Jordanian citizens alone. Legal reforms, such as the professionalisation of social workers, are designed to enhance support for vulnerable groups, particularly women and children in institutional care.

235. While these developments suggest a broader and more inclusive policy framework, their effectiveness in increasing real access to services—especially for marginalised groups—will depend on continued institutional commitment, adequate resource allocation, and long-term sustainability of implementation structures.

6.2.3. Were there any indications that participants have moved towards more sustainable livelihoods or reduced reliance on cash assistance?

Figure 10: Survey participant's Social Security coverage



236. The results of the survey for participants under Outcome 3 reveal a positive trend in terms of social protection coverage, as 90% of respondents manifest an extension of their social security coverage after gaining employment. This fact was also confirmed during the focus group discussions.

Evaluation Question 6.3: What unintended outcomes (positive or negative) emerged as a result of the project, and what are their implications for future programming?

237. Positive unintended outcomes included Jordan gaining enhanced regional visibility as a leader in social protection reform, attracting interest from neighbouring countries for learning exchanges. The project's work on the "Sumood" pillar and shock-responsive mechanisms—though not originally foreseen at this scale—positioned Jordan to respond more effectively to future crises. The legal reforms, particularly the professionalisation of social workers, also had spillover benefits, improving service quality beyond the project's direct scope.

238. Negative unintended outcomes emerged primarily from capacity and accessibility gaps. The Implementation Support Unit (ISU), despite being institutionalised, became overly dependent on donor-funded consultants, and in some cases struggled to maintain operations when these contracts ended. Although the project was implemented in multiple governorates, survey data indicate that a significant share of training and employment support under Outcome 3 was reported in Amman (see Figure 11). Additionally, the heavy reliance on UNICEF and other international actors for core technical inputs may have slowed the pace of full national ownership.

239. Implications for future programming include the need to:
    - Ensure early and sustained investment in domestic financing and staffing for institutional structures like the ISU.
    - Expand geographic outreach of labour market services to promote equitable access.
    - Embed technical and policy capacities more firmly within national institutions to avoid over-reliance on international partners.
    - Build on the project's unexpected regional influence by formalising Jordan's role in South–South cooperation on social protection.

6.3.1. Did the project lead to unexpected shifts in stakeholder dynamics, public opinion, community dynamics, national systems, or institutional behaviour?

240. The project led to several unexpected shifts across stakeholder dynamics, national systems, institutional behaviour, and community responses. These changes—some positive and others more challenging—hold important implications for the design and implementation of future interventions. One of the unexpected outcomes was the deterioration of trust between certain implementing agencies and national counterparts, for example, between the ILO and the National Aid Fund (NAF). Early in the project, NAF staff were enthusiastic about the prospect of linking their beneficiaries to employment opportunities, and the responsibility for placements rested with them. However, actual employment outcomes fell well short of what had been anticipated. This gap between expectations and results not only created tension with the ILO but also risked undermining NAF's credibility in the eyes of its beneficiaries.

241. Within the UN system itself, the project exposed and, in some cases, deepened institutional silos. Although it was conceived as a joint intervention between ILO and UNICEF, both agencies often operated independently. There was minimal joint planning, limited coordination during implementation, and weak alignment in strategy. This not only reduced the overall coherence of the intervention but also represented a missed opportunity to model the kind of integrated approach that donors—particularly the European Union—had expected. Indeed, the evaluation recognises flexibility of the EU as a donor in needed adjustments of the intervention, allowing adjustments to project outputs in response to evolving situations. Interviewees noted that the lack of unified direction diluted the impact of the intervention and hindered the ability to build strong, cross-agency stakeholder relationships.

6.3.2. Were there any political, economic, or social ripple effects not originally anticipated?

242. The project generated unexpected political, economic, and social ripple effects in Jordan. Most notably, it contributed to the advancement of the National Social Protection Strategy (NSPS), but its success was primarily driven by the leadership and commitment of the Government of Jordan, especially the Ministry of Social Development (MoSD). While the project offered technical and advocacy support, it was MoSD that led the strategy's development, revision, and eventual institutionalisation, earning endorsement at the highest political levels. This marked a shift in national policy behaviour and affirmed the centrality of social protection in Jordan's modernisation agenda. However, evolving political stances—especially on Syrian refugee inclusion—complicated cross-ministerial coordination, with the Ministry of Labour withdrawing from key commitments.

243. Economically and socially, the project revealed several unexpected dynamics that impacted both

beneficiaries and institutions. The initial assumption—that vulnerable populations would willingly transition from cash assistance to longer-term training and employment—proved to be overly optimistic. Many beneficiaries, particularly young men, dropped out or declined to participate due to the length of training, low wage expectations, or the immediate need for income, leading to the abandonment of the original classroom-based training model in favour of on-the-job training. Additionally, while not fully anticipated in the project design, the engagement of women—especially in home-based or informal sectors—suggested a modest shift in social norms around female economic participation.

6.3.3. How have these unintended outcomes influenced the sustainability or scalability of project results?

244. The unintended outcomes of the project have had mixed effects on the sustainability and scalability of its results. On the positive side, the institutionalisation of the Implementation Support Unit (ISU) within the Ministry of Social Development and the government's strong ownership of the updated National Social Protection Strategy (NSPS) significantly enhances long-term sustainability and creates a solid foundation for scaling future efforts. These outcomes reflect genuine policy integration and national commitment. However, negative unintended effects—such as weak coordination between implementing agencies, disengagement from key partners like the Ministry of Labour, and low participation rates among beneficiaries due to economic hardship—pose challenges for replicating or expanding the model. These issues highlight the importance of realistic design, stronger inter-agency collaboration, and responsiveness to the needs of vulnerable communities in any future scaling efforts.

6.3.4. Did any other unintended outcomes create new dependencies or risks that could affect the sustainability of results?

245. Several unintended outcomes introduced new dependencies and risks that could undermine the long-term sustainability of the project's results. A key risk emerged from the continued reliance on external funding and international technical assistance. While the project succeeded in institutionalising structures like the ISU and supporting the development of the NSPS, much of this progress was facilitated by donor financing and externally hired experts. This created a dependency on international support that could prove fragile once funding cycles end. For instance, some positions within the ISU were staffed by externally contracted professionals rather than civil servants, raising questions about continuity once donor support is withdrawn.

246. Additionally, the expectation among some national counterparts for ongoing incentives or material support—including from ministries and project beneficiaries—also points to a potential risk. As noted in several interviews, aid-dependent structures have developed over time, and when support is reduced or withdrawn, it can create shocks that disrupt both relationships and services. This dependency dynamic, unless addressed through clear transition planning and capacity building, could reduce local ownership and compromise the resilience of outcomes over time. Overall, while the project has contributed to key institutional and policy gains, these risks must be carefully managed to ensure that the results remain sustainable and nationally owned in the long term.

5. LESSONS LEARNED AND EMERGING GOOD PRACTICES

5.1. Lessons Learned

Lessons learned on managing an intervention funded by an emergency aid instrument

247. The EU MADAD project highlighted that implementing long-term development goals through an emergency funding mechanism demands a fundamentally different management approach. Weak inter-agency coordination-between ILO and UNICEF limited contextual adaptation in project design, and high staff turnover severely disrupted continuity and effectiveness. The key lesson learned is that in a fragile and rapidly evolving context, management cannot rely on standard internal procedures alone; instead, it must be adaptive, collaborative, and responsive to shifting political, institutional, and operational realities to maintain

relevance and impact on the ground.

248. **Context and Related Preconditions.** In response to the Syrian crisis, the European Union established the EU MADAD Trust Fund to mobilise resources for supporting Syrian refugees and host communities in neighbouring countries. This funding instrument provided substantial support to UN implementing partners such as UNICEF and the ILO, enabling them to launch targeted interventions. However, rather than developing a tailored management approach suited to the unique scope and complexity of this MADAD-funded initiative, both UN agencies largely integrated it into their existing programming and internal procedures. As a result, the project was treated as an extension of their routine operations rather than as a distinct, context-sensitive intervention requiring dedicated oversight and adaptive coordination.

249. **Mismatch Between Emergency Funding and Development Goals.** The project demonstrated that emergency instruments, while flexible in responding to crises, may not be ideally structured for long-term developmental outcomes. The MADAD project's ambition to bridge immediate humanitarian relief with systemic social protection reform created inherent tensions in timeline expectations and resource allocations.

250. **High Staff Turnover and Management Instability.** Frequent staff changes within the EU delegation, ILO, and project partners disrupted continuity and institutional memory. This negatively impacted both coordination and strategic alignment, especially as new personnel often had limited knowledge of the project's history or objectives.

251. **Insufficient Oversight.** Neither the ILO Projects Office nor the ILO Regional Office for Arab States provide consistent or structured oversight. The regional office admitted support was "demand-led" rather than systematically engaged, which contributed to gaps in leadership and responsiveness during critical phases of the project.

252. **Project Design and Relevance.** MADAD's design was considered overly complex and, at times, misaligned with the actual needs and context. The initial vocational training model failed to account for the economic realities of vulnerable populations, prompting a redesign toward on-the-job training with immediate employment, which proved more effective.

Lessons learned on Fragmentation and separate approaches between two UN Agencies

253. The EU MADAD project highlighted the critical pitfalls of implementing long-term development objectives through an emergency funding mechanism, particularly when inter-agency coordination is uneven. While under Outcome 1, UNICEF assumed the lead with minor involvement from the ILO—resulting in a fragmented strategic approach and limited cross-agency integration—Outcome 3 showed comparatively stronger alignment, with both agencies ultimately adapting their models to respond more coherently to the shortcomings of the initial graduation approach. Nevertheless, the overall strategy still suffered from insufficient coordination at the design stage, leading to parallel workstreams and missed opportunities for synergy. This inconsistency in coordination undermined the coherence and responsiveness necessary for such a complex and politically sensitive intervention.

254. **Context and Related Preconditions.** In response to the Syrian crisis, the European Union established the EU MADAD Trust Fund to mobilise resources for supporting Syrian refugees and host communities in neighbouring countries. This funding instrument provided substantial support to UN implementing partners such as UNICEF and the ILO, enabling them to launch targeted interventions. Rather than developing a joint, context-sensitive management framework suited to the unique scope and complexity of this MADAD-funded initiative, the two UN agencies primarily pursued their own institutional priorities and integrated the project into their existing programming and procedures. This approach reflected a preference for operating in alignment with their customary national stakeholders, rather than fostering robust collaboration between

themselves. As a result, the project was implemented more as a continuation of their routine workstreams than as a unified, strategically coordinated intervention—undermining its potential for synergy, coherence, and adaptive management.

255. Challenges in Coordination and Collaboration. A recurring theme was the weak coordination between implementing agencies, particularly the ILO and UNICEF. Collaboration often lacked integration, leading to parallel workstreams rather than unified efforts, undermining potential synergies.

Lessons learned on the need for realistic targets and coherent M&E systems

256. **Insufficient Qualitative Monitoring and Lack of Gender-Disaggregated Data.** Weak M&E systems, focused narrowly on quantitative outputs, limited the project's ability to adapt to context and ensure equity. UN agencies must strengthen qualitative monitoring tools and require implementing partners to provide disaggregated data—especially by gender—to inform responsive, inclusive programming.

257. **Context and Related Preconditions.** In response to the Syrian crisis, the European Union established the EU MADAD Trust Fund to mobilise resources for supporting Syrian refugees and host communities in neighbouring countries. This funding instrument provided substantial support to UN implementing partners such as UNICEF and the ILO, enabling them to launch targeted interventions.

258. **Challenges in M&E.** A key weakness in the monitoring and evaluation (M&E) approach of the project was the limited qualitative depth of the tools used, particularly the Quarterly Implementation Notes (QINs), which focused predominantly on quantitative indicators and beneficiary counts. This reporting framework failed to capture the complexity of the implementation environment or provide meaningful insights into the evolving challenges on the ground. As a result, important contextual shifts and implementation difficulties were insufficiently addressed in project oversight. Furthermore, there was a lack of systematic demand from the UN agencies for their implementing partners to provide disaggregated data, particularly by gender. This hindered the project's ability to assess differential impacts and to adapt interventions to better support vulnerable or underrepresented groups. To ensure more responsive and equitable programming, M&E systems must incorporate richer qualitative analysis and enforce stronger accountability for inclusive data reporting.

5.2. Emerging Good Practices

Emerging Good Practice:
Revision of the Graduation Model to Align with Contextual Realities in Jordan

259. One of the most notable adaptive achievements under the EU MADAD-funded project was the mid-course revision of the graduation model, originally designed to transition beneficiaries away from cash assistance. The initial approach, while aligned with donor priorities, proved to have weak contextual relevance in Jordan. It is assumed that a shift from cash support to formal employment would be both feasible and effective, overlooking critical structural limitations in the local labour market, policy environment, and social protection system.

260. Early implementation revealed the model's shortcomings: it failed to adequately engage national institutions, it was not fully understood or accepted by stakeholders, and it did not resonate with the realities of vulnerable households. Beneficiaries, particularly from among the refugee and low-income Jordanian communities, faced significant barriers to employment—including legal restrictions, socio-economic exclusion, and limited job availability—that the original model did not sufficiently address.

261. The revised version moved beyond the narrow focus on graduating from cash assistance and instead

emphasised broader poverty graduation. The new model embedded elements of a rights-based and inclusive approach, aligning more closely with national social protection frameworks and labour market realities. It also accounted for the diversity of target groups—including gender and nationality differences—though with further room for improvement in data disaggregation.

262. The shift in strategy was not only a response to technical challenges but also reflected a growing maturity in inter-agency cooperation. While earlier project phases were marked by siloed operations and limited coordination, the revision of the graduation model marked a turning point. Both agencies aligned their programming to better address the complexity of the transition from social assistance to economic self-reliance, incorporating lessons from field-level experience and stakeholder feedback.

263. Although the full impact of this revised model is still under assessment, early indications point to stronger alignment with Jordanian policy priorities, increased buy-in from national stakeholders, and improved feasibility for scaling. The revision helped restore the credibility of the intervention, offering a more practical and politically viable pathway to support vulnerable groups.

264. This case illustrates the importance of context-sensitive design, adaptive management, and institutional collaboration. It provides a replicable model for other middle-income countries where transitioning from humanitarian aid to development requires both systemic reform and locally tailored approaches.

Emerging Good Practice:
Addressing Gender-Specific Barriers to Women's Labour Market Participation

265. One of the most effective and inclusive components of the EU MADAD-funded project was its focused effort to reduce structural barriers that limit women's participation in the labour market. Recognising the multiple, overlapping constraints that particularly affect Syrian refugee women and vulnerable Jordanian women, the project implemented a set of gender-responsive measures that directly tackled issues of access, safety, and workplace flexibility.

266. These measures included the provision of safe and affordable transportation, promotion of flexible working environments, and the integration of childcare services within workplaces. A particularly innovative example was the rehabilitation of a nursery inside a factory, which enabled mothers to engage in employment while their children were cared for nearby—thereby reducing one of the primary deterrents to female labour market entry.

267. Importantly, this good practice demonstrated that facilitating women's economic participation goes beyond skills provision. It requires addressing the broader ecosystem of constraints—including social norms, infrastructure, and employer practices. Survey results and Focus group participants confirmed that their self-esteem and sense of agency improved as a result of being able to work in a safe, supportive environment. These qualitative findings were echoed by implementing partners, who noted improved job retention and higher motivation among women when these measures were in place.

268. While the success of this approach was shaped by the local context and employer willingness to adapt their practices, it offers a scalable and replicable model for gender-inclusive employment interventions. Such efforts are particularly relevant in sectors where women's participation remains limited and where caregiving responsibilities continue to pose a major barrier to sustained employment.

269. This good practice aligns directly with ILO strategic priorities on promoting gender equality, supporting inclusive employment, and improving the enabling environment for decent work. It provides a concrete example of how multi-dimensional, context-sensitive design can enhance both equity and impact in labour market programming.

6. CONCLUSIONS

270. **Conclusion 1.** The project has remained relevant to the needs of Syrian refugees and vulnerable Jordanians throughout its implementation. While the humanitarian relevance originally envisioned by the donor has diminished over time, the project has effectively adapted to focus on structural reforms and systemic strengthening. Its alignment with national priorities, particularly the updated National Social Protection Strategy and the Economic Modernisation Vision, ensures its continued relevance. The project's transition from short-term assistance to long-term institutional development reflects the evolving context in Jordan and confirms its sustained value for both target populations and national systems. *[Based on Findings related to Relevance.]*

271. **Conclusion 2.** The project has contributed to external coherence at the national level by fostering coordination among key stakeholders and supporting institutional mechanisms such as the Implementation Support Unit (ISU) and pillar-specific task forces under the NSPS. However, internal coherence within the UN system—specifically between ILO and UNICEF—was more limited. Despite clear delineation of roles, the agencies often operated in parallel rather than through integrated planning and implementation. Staff reported limited awareness of activities outside their designated outcome areas, and there was minimal cross-agency collaboration beyond formal coordination structures. This segmented approach reduced opportunities for synergies and undermined the potential added value of a fully joint intervention. *[Based on Findings related to Coherence.]*

272. **Conclusion 3.** The efficiency of the MADAD-funded project was significantly constrained by a series of complex and interrelated challenges. Both contextual and institutional factors undermined the effective use of resources and the timely implementation of activities. At the operational level, the project struggled with design weaknesses, shifting priorities, and a misalignment between initial assumptions and ground realities. *[Based on Findings related to Efficiency.]*

273. **Conclusion 4.** Weaknesses in oversight were evident from both the donor (EU) and the ILO. From the donor side, there was high turnover among programme managers and inconsistent follow-up, leading to a lack of continuity and institutional memory. On the ILO's side, internal team management was suboptimal, with challenges to navigate the project's complexity. Internal management between ILO and UNICEF was weak as well. Despite these known issues, there is limited evidence that substantial corrective measures were introduced. Even when issues were identified—such as during the midterm review or ROM mission—there was often a delay or lack of follow-through in implementing recommendations.*[Based on Findings related to Efficiency.]*

274. **Conclusion 5.** The project achieved meaningful progress under Outcome 1 by enhancing coordination mechanisms and fostering integrated planning across the social protection and employment sectors in Jordan. A key success was the institutionalisation of the Implementation Support Unit (ISU) within the Ministry of Social Development, which emerged as a central coordination body. The ISU facilitated cross-ministerial engagement, hosted technical and steering committee meetings, and supported strategic planning, marking a major step toward more coherent policy implementation. *[Based on Findings related to Effectiveness.]*

275. **Conclusion 6.** Outcome 2 of the EU MADAD project was underpinned by a technically sound and conceptually robust design, aiming to link employment with social protection through reforms targeting individuals, institutions, and policy frameworks. The project made important contributions to formalisation and access to social protection through recognition of prior learning (RPL), occupational standards, social security inclusion, and labour market data systems. However, this outcome ultimately reflected a disconnect between

ambitious assumptions and the complex political and economic realities on the ground. The expectation that employment opportunities would be readily available—particularly for Syrian refugees—proved unrealistic in a labour market characterised by high informality, weak job creation, and sensitive political dynamics around refugee work permits. The removal of Output 2.1 following the 2023 project revision is symptomatic of these structural constraints and a recognition that the original vision was not fully implementable under prevailing conditions. *[Based on Findings related to Effectiveness.]*

276. **Conclusion 7.** Outcome 3 was a strategically significant component of the EU MADAD joint ILO-UNICEF programme, designed to support Syrian refugees and vulnerable Jordanians in transitioning from cash assistance to sustainable employment. Aligned with the EU MADAD Fund's core to protect Syrian refugees, it piloted a graduation approach within Jordan's national social protection system. While the component contributed to institutional learning and offered valuable insights for future programming, it encountered notable implementation delays and constraints in scale. Despite clear efforts to reach Syrian refugees—through targeted outreach and collaboration with implementing partners—the actual coverage among this group remained below expectations. *[Based on Findings related to Effectiveness.]*

277. **Conclusion 8.** The project made limited contributions in addressing gender within the broader framework of social protection and employment promotion. Although women were included as key target beneficiaries—particularly within employment and graduation components—the project lacked a comprehensive gender-specific theory of change. Gender-related outcomes were often incidental rather than the result of intentional design or dedicated strategies. Challenges persisted in ensuring accessibility and relevance of interventions for women, particularly in the graduation component, and the programme did not sufficiently adapt to structural barriers that hinder women's economic participation. Moreover, while targets for women's participation were included in output indicators, there was little evidence that gender-disaggregated data meaningfully informed adaptive management or that participatory gender analysis shaped implementation. Social dialogue and environmental sustainability were included in some project's components, although without a strategic approach. *[Based on Findings related to Effectiveness.]*

278. **Conclusion 9.** The joint ILO-UNICEF programme reflects a solid foundation of national ownership, with key government institutions such as the Ministry of Social Development (MoSD), Ministry of Planning and International Cooperation (MoPIC), and Ministry of Labour (MoL) demonstrating strong engagement and alignment with national frameworks like the NSPS. The integration of the Implementation Support Unit (ISU) within MoSD and the active role of inter-ministerial coordination bodies underscore a positive trajectory toward institutional leadership. However, while UNICEF's technical contributions have significantly advanced the programme's quality and pace, their operational prominence has at times, limited the full transfer of ownership to national actors. Ensuring a more balanced and phased handover of responsibilities to government counterparts will be critical to reinforce sustainability and enhance the national system's capacity to independently drive reform in the long term. *[Based on Findings related to Ownership and Sustainability.]*

279. **Conclusion 10.** The sustainability of social protection reforms supported by the EU MADAD programme rests on the continued engagement and ownership of national stakeholders, particularly the Ministry of Social Development (MoSD), which has played a central role in coordinating and institutionalising key components such as the NSPS and the ISU. While government commitment has been evident, sustaining progress will require consolidating national capacities and ensuring leadership beyond external support. Moreover, the long-term success of these reforms will depend on the meaningful involvement of the private sector and social partners, whose contributions are essential to aligning social protection with labour market needs and fostering inclusive, broad-based support for reform implementation. *[Based on Findings related to Sustainability.]*

280. **Conclusion 11.** While the programme did not fully achieve the intended impact on strengthening the self-reliance of Syrian refugees as envisioned by the EU MADAD objective, it made meaningful contributions that enhance the foundation for future inclusion. Most notably, it supported the development of the updated NSPS 2025–2033, which marks a significant policy achievement. The revised strategy adopts a rights-based and inclusive approach, expanding coverage to informal workers, persons with disabilities, youth, and other vulnerable groups, including refugees. *[Based on Findings related to Impact.]*

7. RECOMMENDATIONS

Table 7: Evaluation Recommendations

Number and Area	Recommendation	Addressee	Timing	Priority	Related Conclusions
R1 Management	**Strengthening Management and Oversight Frameworks for Emergency Aid Interventions** For future interventions funded through emergency aid instruments, the ILO Projects Office in Jordan and the ILO Regional Office for Arab States should ensure the adoption of a project-specific management and oversight framework that reflects the complexity and fluidity of such contexts. This includes jointly engaging in strategic planning with partner agencies from the outset, tailoring project design to the local context, and establishing mechanisms for adaptive coordination and decision-making. The ILO Regional Office for Arab States should provide structured and proactive support throughout the project lifecycle, rather than relying solely on demand-driven engagement. Both offices should prioritise staff continuity and institutional memory to mitigate disruption from turnover and ensure that management and technical oversight are consistently aligned with the evolving needs on the ground. This approach is essential to bridge the gap between emergency response and long-term developmental outcomes.	ILO Projects Office in Jordan ILO Regional Office for Arab States	Not Applicable	Medium (When programming a new intervention)	C2, C3, C4
R2 Joint Planning and Implementation	**Establishing Joint Coordination and Accountability Mechanisms between the UNICEF and the ILO** The UNICEF and the ILO should establish a joint coordination and accountability framework when co-implementing multi-agency initiatives. This includes setting a clear division of labour, joint planning mechanisms, and shared outcome-level monitoring tools from the outset. While respecting agency mandates and comparative advantages, both agencies should avoid siloed implementation by investing in common workplans, shared progress reviews, and routine communication channels. Coordination should be structured not only with external stakeholders but also between UN partners to ensure strategic coherence, maximise complementarities, and improve overall project effectiveness. These efforts are especially important when responding to donor	UNICEF ILO	Not Applicable	Medium (When programming a new Joint intervention)	C2, C3, C4

	expectations for collaborative delivery and added value.				
R3 Gender	**Adopting a Robust Gender-Transformative Approach** Future interventions under similar frameworks should adopt a robust gender-transformative approach that goes beyond inclusion targets. This requires integrating a gender-specific theory of change at the design stage, conducting intersectional gender analyses to inform implementation, and establishing clear gender-sensitive performance indicators. Programmes should invest in removing structural barriers that limit women's participation, such as access to childcare, safe transport, and gender-responsive work environments. Furthermore, systematic collection and use of sex-disaggregated data must inform ongoing adaptation, with regular consultations with female beneficiaries to ensure relevance and impact. Embedding gender expertise within implementation teams and dedicating resources to gender-focused activities will be essential to ensuring that future initiatives contribute meaningfully to closing gender gaps in social protection and labour market access.	ILO UNICEF EU	Not Applicable	Medium (When programming a new Joint intervention)	C8
R4 Gender	**Institutionalising Gender-Responsive Workplace Practices** To strengthen women's access to decent work and support the sustainability of inclusive labour market outcomes, it is recommended that the Ministry of Labour, in collaboration with relevant partners, consider promoting and institutionalising gender-responsive workplace practices—such as safe transportation, flexible working hours, on-site childcare facilities, and targeted on-the-job training—particularly in sectors where women's participation has traditionally been limited. To support uptake and scalability, the government might opt for the development of incentive schemes and regulatory frameworks that encourage private sector employers to invest in such measures. Context-specific dialogue with employers and communities will ensure culturally sensitive implementation, while integration into national employment and gender strategies—with indicators aligned to SDG 5 and labour market targets—will promote long-term sustainability.	MOL Social Partners VET Implementing partners Private sector	Short Term	High	C8
R5 M&E	**Designing Balanced and Inclusive Monitoring and Evaluation (M&E) Systems** UN agencies and their implementing partners should design M&E systems that balance quantitative tracking with robust qualitative monitoring to capture the full complexity of development interventions. Targets must be realistic, context-specific, and aligned with both implementation capacity and the operating environment. In addition, agencies should systematically require the collection and analysis of disaggregated data—especially by gender—to ensure inclusive and equitable outcomes. Regular reflection cycles, grounded in both	ILO UNICEF NGOS and other Implementing Partners	Short Term	Medium (When programming a new Joint intervention)	C3, C4, C8

	numerical results and field-level insights, should be institutionalised to enable timely adaptation. Finally, monitoring frameworks must be co-owned by all implementing actors and embedded in project design from the outset to ensure consistent data flow, accountability, and learning throughout the programme cycle.				
R6 Ownership	**Strengthening National Ownership and Institutional Sustainability of Social Protection Reforms** To reinforce national ownership and institutional sustainability, it is recommended that the programme prioritise a gradual transition of operational responsibilities from UNICEF to MoSD. This should include targeted capacity-building initiatives, formal mechanisms for knowledge transfer, and the progressive reduction of parallel implementation structures managed by the agency. Such measures will help empower government institutions to independently lead and sustain social protection reforms beyond the project's duration.	UNICEF	Short Term	High	C2, C5, C9, C10, C11
R7 Sustainability	**Ensuring Sustainable and Inclusive Implementation of the NSPS 2025–2030** To enhance the sustainability and national ownership of the NSPS 2025–2030, it is recommended that the Government of Jordan, particularly the Ministry of Social Development, strengthen institutional capacities within public sector entities to reduce reliance on externally funded technical assistance. The updated strategy should also embed structured mechanisms for continuous engagement with the private sector and social partners—including trade unions, employers' associations, and civil society—to ensure that social protection reforms are economically responsive, socially inclusive, and grounded in national consensus. Their active participation in planning, implementation, and monitoring will be vital to anchoring the NSPS within a sustainable, multi-stakeholder governance framework	MoSD	Short Term	High	C2, C5, C9, C10, C11
R8 Sustainability	**Strengthen the operational capacity of the Institutionalising the Implementation Support Unit (ISU)** In line with the NSPS 2025–2030, it is recommended that the Ministry of Social Development strengthen the Implementation Support Unit (ISU) by transitioning key technical roles from project-funded consultants to permanent civil service positions, ensuring dedicated budgetary allocation and integration within MoSD's organisational structure. A sustainability plan should be implemented to guide this transition, including capacity-building for MoSD staff, formalised knowledge transfer processes, and the embedding of the NSPS coordination and M&E tools into national systems. To reinforce participatory governance, the ISU should also establish regularised engagement with social partners, civil society, and private sector actors through a reactivated Advisory Council,	MoSD	Medium Term	High	C2, C5, C9, C10, C11

	thereby anchoring the NSPS in a nationally driven and inclusive framework.				
R9 Sustainability	**Formalising a National Coordination Charter for the NSPS** To improve coordination among institutions under the NSPS, the national stakeholders involved (governmental and non-governmental) should formalise a written coordination charter clearly defining roles and responsibilities across ministries and partners, ensuring accountability and reducing duplication. The Implementation Support Unit (ISU), now institutionalised within MoSD, should be further empowered to serve as the central coordination hub with the authority to convene stakeholders and oversee progress. A centralised digital platform should be expanded to facilitate real-time data sharing and joint monitoring of implementation milestones.	NSPS High Steering Committee and national stakeholders (governmental and non-governmental) are involved	Short Term	High	C2, C5, C9, C10, C11

8. ANNEXES

Annex I: Evaluation Matrix

Criteria	Evaluation Questions	Judgment Criteria / Sub-questions	Indicators	Data Sources	Data collection methods
EQ 1 Relevance	1.1. To what extent did the project's three outcomes (coordination of social protection, labour market access, and transition from cash assistance to employment) respond to the socio-economic context and needs of the targeted populations, and were relevant to achieve the overall project objectives?	**Sub-questions:** 1.1.1. How did the three outcomes address the current socio-economic challenges faced by targeted populations (e.g., Syrian refugees, vulnerable Jordanians)? 1.1.2. Were the targeted populations' needs (social protection, decent work, economic inclusion) accurately reflected in the program design, ToC and results framework? Was the program design informed by needs assessments, situational analysis, or community consultation? 1.1.3. To what extent were stakeholders (government, NGOs, private sector, beneficiaries) priorities/needs aligned with the intended outcomes? 1.1.4 To what extent did the project design consider specific gender equality and non-discrimination concerns relevant to the project context, as well as	The degree of alignment between project outcomes and Jordanian policy priorities at the start of the intervention, and the identified needs/ priorities of the population. Existence and use of contextual needs assessments, participatory consultations with target populations, especially women and people with disability, incorporated into program design and outcomes statements. • Degree of coherence and synergy across social protection, decent work, and economic inclusion efforts • Alignment of ToC and outcomes with socio-economic context and needs of the population • *Degree of project's adaptation to political and legal changes*, e.g., refugee work permit policy reversal.	• MADAD Project documents and ToC • Needs assessment ILO and UNICEF • Project extension request and proposed revisions • Mid Term Review • ROM reports	• KII with Stakeholders: MOL, MoSD, MoPIC, GFTJU, SSC, NAF • KII with ILO and UNICEF Project staff

		concerns relating to inclusion of people with disabilities, environmental sustainability, ILS, and social dialogue?"			
EQ 2 Coherence	2.1. To what extent was the project coherent with other interventions by the ILO, UNICEF, and other similar projects in the country?	2.1.1 How well did the MADAD project align with the strategies and activities of other ongoing or previous ILO and UNICEF interventions in Jordan? 2.1.2. Were there synergies or overlaps with similar initiatives implemented by other development partners or government programmes, with the ILO or UNICEF? 2.1.3. To what extent did the project avoid duplication and contribute to a complementary policy or programmatic ecosystem in Jordan? 2.1.4. Were coordination mechanisms in place to ensure alignment with broader sectoral or national efforts/projects in Jordan (e.g., social protection, youth employment)?	• Number and type of complementarities identified between MADAD and other ILO/UNICEF projects • Mapping of interventions showing overlap, gaps, and synergies • Evidence of project participation and contribution to establishing and enhancing the coordination efforts in national or sectoral coordination platforms. • Stakeholder perception of project coherence with broader national efforts • Number of instances where the project adjusted or designed activities to complement existing efforts, based on monitoring data, and joint coordination efforts outcomes. • Degree of alignment with national strategies or sector frameworks (e.g., SDG plans, national employment strategy)	• MADAD Project documents • ILO and UNICEF Country frameworks • Country frameworks: Economic Modernisation Vision, the SDGs, Jordan UNSDCF • Project extension request and proposed revisions • Mid Term Review • ROM reports	Interviews: ILO constituents and Stakeholder perceptions (MOL, MoSD, MoPIC, GFTJU, SSC, NAF) Interviews: Project staff perceptions Interviews: ILO and UNICEF staff (beyond project staff) perceptions
	2.2. To what extent did the collaboration between ILO, UNICEF, and national partners lead to a coherent	2.2.1. To what extent were clear roles and responsibilities of ILO, UNICEF, and national partners clearly defined in	• Existence and quality of joint workplans, steering committees, or coordination mechanisms • Frequency of coordination meetings between ILO, UNICEF, and national partners	• Country frameworks: Economic Modernisation Vision, the SDGs, Jordan UNSDCF • Project extension request and proposed revisions	• Interviews: ILO constituents and Stakeholder perceptions (MOL, MoSD, MoPIC,

	approach to the project's implementation, and how were the findings and recommendations from the MTE integrated into this collaborative process?	the implementation of the project? How the roles evolved during implementation and whether role clarity improved or worsened over time. 2.2.2. Were there effective mechanisms for joint planning, decision-making, and implementation across agencies and partners? 2.2.3. How did collaboration contribute to (or hinder) a unified approach to achieving project outcomes? 2.2.4. To what extent did the coordination by UN agencies benefit a project's gender focus?	• Stakeholder feedback on collaboration effectiveness and added value • Number of activities implemented jointly or co-financed • % of project components with shared ownership or oversight across agencies • Clear disaggregation of objectives and outcomes, with clear identification of responsible bodies and delivery leads, reflected in reporting and referenced throughout. • Examples of joint advocacy or policy engagement (gender responsive)	• Mid Term Review • ROM reports	GFTJU, SSC, NAF). Interviews: Project staff perceptions • Interviews: ILO and UNICEF staff (beyond project staff) perceptions
EQ 3 Efficiency	3. 1. To what extent were the resources allocated and managed across the three project outcomes efficient?	3.1.1. Were financial and human resources appropriately allocated across the three outcomes (coordination of social protection, labour market access, and transition from cash assistance to employment)? 3.1.2. To what extent did joint efforts lead to more effective and efficient use of resources or enhanced reach of beneficiaries? 3.1.3. To what extent were joint resources used as planned and were they sufficient to achieve the intended results?	• Stakeholder perceptions of adequacy and timeliness of resources • Existence and use of financial monitoring tools (e.g., expenditure tracking systems) • % of budget spent per outcome vs. planned allocation • Timeliness of fund disbursement and procurement processes • Number of activities delayed or modified due to resource and systems constraints • Frequency and quality of M&E data collection and reporting against key outcomes. • Documentation of reallocation decisions or budget revisions and justifications • Documented evidence of internal knowledge and lessons learned being applied by UN agencies to inform decision-making, strategy adjustments, or implementation practices.	• M&E and financial MADAD project documents • Project extension request and proposed revisions • Mid Term Review • ROM reports	• Interviews: Stakeholder perceptions • Interviews: Project staff perceptions • ILO and UNICEF staff (beyond project staff) perceptions

		3.1.4. Did the project achieve value for money (i.e., optimal use of resources relative to outputs/outcomes)? 3.1.5. Were there delays or inefficiencies in resource mobilisation, fund disbursement, or activity implementation? 3.1.6. How effective were management and oversight mechanisms in ensuring efficient resource use?	• Degree of support from the two UN agencies involved beyond project staff (HQ and regional offices' involvement)		
EQ 4 Effectiveness	4.1.To what extent did the project achieve the expected outcomes in terms of enhanced nation-wide coordination, integrated planning, and monitoring for government-wide efforts in the social protection and employment sector (Outcome 1), strengthened labour market access, decent work and employment based social protection schemes (Outcome 2), and transition from cash assistance to employment for vulnerable Jordanians and Syrians (Outcome 3)?	4.1.1 What is the extent of logical correlations between the objective, outcomes, and outputs? And how are program outcomes contributing to the realisation of the overall objective? **Outcome 1 – Enhanced coordination**, integrated planning, and monitoring for government-wide efforts in the social protection and employment sector 4.1.1 To what extent were coordination mechanisms (e.g. inter-agency working groups, joint planning platforms) established or strengthened, effective? 4.1.2. How effective were these mechanisms in facilitating alignment	• Degree of increased coordination of national employment and SP programmes in the context of the NSPS.% of output and outcome indicators achieved • Degree of strengthened institutional capacities • Evidence of increased planning and monitoring of governmental efforts in the SP and employment sector. • Degree of increase of society-wide awareness of social protection and employment reforms • Extent to which the program contributed to advancing government-led initiatives, prioritisation, or policy action on social protection.	MADAD Project documents Mid Term Review ROM reports	• Interviews with UNICEF, ILO and Stakeholders (MOL, MoSD, MoPIC, GFTJU, SSC, NAF) • Interviews: Project staff perceptions • Focus groups with different groups of ends- beneficiaries • E-Survey

		between actors and avoiding duplication? 4.1.3. Did coordination result in improved service delivery or policy coherence? 4.1.4. To what extent did the project increase institutional capacities	• % of stakeholders reporting improved collaboration or information sharing. • Existence of joint workplans or inter-agency protocols.	MADAD Project documents Mid Term Review ROM reports	
		Outcome 2 – Strengthened labour market access, decent work and employment-based social protection schemes 4.1.5. To what extent did the project improve access to decent work opportunities for target groups? 4.1.6. To what extent has the MADAD project engaged ILO constituents through social dialogue in developing and implementing strategies to support labour market inclusion and resilience for Syrian refugees and other vulnerable groups? 4.1.7. Were specific barriers to labour market access (e.g. legal, administrative, social) addressed?	• Number of work permits issued disaggregated by sex and nationality • Status of regulations for extension of social insurance coverage to selected categories of vulnerable workers at SSC • Number of officials from key stakeholder institutions trained on extension of social insurance disaggregated by sex and nationality (EUTF RF 39) • % of output and outcome indicators achieved		
		Outcome 3 – Transition from Cash Assistance to			

		Employment for vulnerable Jordanians and Syrians 4.1.8. To what extent did the project support sustainable pathways from dependency on assistance to economic self-reliance? 4.1.9. To what extent did beneficiaries of cash assistance successfully transition to employment or income-generating activities? 4.1.10. What enabling factors or constraints influenced this transition? 4.1.11. How effective was the revised Outcome 3 in supporting a sustainable transition from cash assistance to employment for women and Syrian refugees?	• % of young job seekers with enhanced soft skills, employability and on-the-job vocational skills • # of young job seekers enrolled in the on-the-job / vocational training • % of young job seekers employed with official 12 months employment contracts (this is the most important indicator to assess • Number of beneficiaries graduated from cash assistance to sustainable employment (Beneficiaries disaggregated per gender/age/nationality) • % of output and outcome indicators achieved		• Interviews with UNICEF, ILO and Stakeholders (MOL, MoSD, MoPIC, GFTJU, SSC, NAF) • Interviews: Project staff perceptions • Focus groups with different groups of ends-beneficiaries
	4.2 To what extent did the project effectively mainstream gender equality, human rights, norms, social dialogue, environmental sustainability and inclusion across all outcomes implementation?	**Gender Equality & Inclusion** 4.2.1. To what extent were gender equality and inclusion of vulnerable groups (e.g., women, youth, persons with disabilities, refugees) integrated into the design and implementation of each outcome? 4.2.2. To what extent were gender mainstreaming planning tools and frameworks used in programme implementation?	**Gender Equality** • % of female beneficiaries across key project components • Number of project outcomes, outputs, indicators and activities aligned with specific human rights instruments or ILO conventions • Evidence of rights-based approaches in outreach, targeting, and service delivery • Evidence of gender mainstreaming training, technical workshops conducted for implementing partners	• MADAD Project documents • Mid Term Review • ROM reports	

		4.2.3. To what extent was gender mainstreaming capacity built among implementing partners? 4.2.4. Were gender- and inclusion-related targets and indicators defined, tracked, and reported? 4.2.5. How were human rights and international labour standards (ILS) considered in the planning and delivery of project activities? 4.2.6. To what extent did the project promote rights-based approaches in services and policy work? **Social Dialogue** 4.2.7. Were tripartite constituents and representative bodies actively engaged through social dialogue in shaping or implementing interventions? 4.2.8. How did social dialogue contribute to the ownership, accountability, and sustainability of outcomes? **Environmental Sustainability** 4.2.9. Were environmental sustainability principles integrated in programme activities (e.g., green jobs, environmental impact mitigation)?	• Evidence of application of gender mainstreaming tools, e.g. gender-responsive budgeting • % of output and outcome indicators measuring gender equality and inclusion achieved **Social Dialogue** • Number of outcomes, outputs, indicators measuring social dialogue, and number achieved the expected targets • Representation of employers' and workers' organisations in key decision-making forums • Perceived influence of social dialogue on project design and adaptations **Environmental Sustainability** • % of outcomes, outputs, indicators measuring environmental sustainability criteria (e.g., green skills training) achieved • Evidence of environmental risk screening or mitigation measures in implementation		

		4.2.10. Did any project components promote environmentally sustainable livelihoods or reduce environmental harm?	• Number of beneficiaries engaged in environmentally sustainable employment initiatives		
EQ 5 Sustainability	5.1.To what extent have national partners taken ownership of the project's interventions? Are there any systems or commitments in place to ensure the sustainability of project achievements?	**Ownership** 5.1.1 To what extent were national partners (e.g., ministries, public institutions, social partners) actively engaged in the design, implementation, and monitoring of the project? 5.1.2. Are national partners taking leadership in continuing or scaling up interventions initiated by the project? 5.1.3. What mechanisms (e.g., co-financing, policy integration) demonstrate commitment to long-term ownership?	**Ownership** • Number of project activities co-led or implemented by national institutions • % of budget or in-kind resources contributed by national partners • Number of national policies or strategies influenced by or incorporating project components • Existence of national steering committees or working groups with decision-making authority. • Stakeholder perception of national ownership and engagement.	MADAD Project documents Mid Term Review ROM reports	• Interviews with UNICEF, ILO constituents and Stakeholders (MOL, MoSD, MoPIC, GFTJU, SSC, NAF) • Interviews: Project staff perceptions
	5.2 How likely will the project's outcomes be sustainable, in terms of coordination mechanisms, labour market improvements, and transitioning from cash assistance to employment, particularly for women and other vulnerable groups?	**Sustainability** 5.2.1. What systems, policies, or institutional arrangements have been established or strengthened to support the continuation of project outcomes? 5.2.2. Are there commitments—financial, legal, or political—to sustain results beyond the project's duration?	**Sustainability** • Number of institutional mechanisms or frameworks (e.g., systems, tools, databases) developed or embedded in national structures • Evidence of national budget allocations or donor alignment for project continuation • Training sessions or capacity-building efforts delivered to national staff • Number of project outputs formally handed over to national institutions	• MADAD Project documents • Mid Term Review • ROM reports	• E-Survey

		5.2.3. To what extent have the capacities of implementing partners been strengthened to ensure sustainability?	• Existence of sustainability plans or exit strategies agreed upon by stakeholders		
EQ 6 Impact	6.1.What potential impacts has the project had on national social protection, institutional capacities, labour market systems, and the reduction of reliance on cash assistance, particularly for women and other vulnerable groups?	**Social Protection & Institutional Capacity** 6.1.1 How has the project influenced the development or strengthening of national social protection policies, systems, or delivery mechanisms, particularly for women and other vulnerable groups? 6.1.2. To what extent has the project contributed to building the institutional capacities of national stakeholders to deliver inclusive social protection and employment services? 6.1.3. Are improvements in institutional coordination or service delivery evident at national and sub-national levels?	**Social Protection & Institutional Capacity** • Number of national or local social protection policies or strategies planned to be revised or adopted with project support which particularly benefit women and other vulnerable groups • Stakeholder perceptions of improved institutional capacity and coordination • Evidence of strengthened data systems for targeting and delivery of benefits	• MADAD Project documents • Mid Term Review • ROM reports • Minutes of Meetings from Steering Committees MADAD Project documents Mid Term Review ROM reports	• Interviews with UNICEF, ILO constituents and Stakeholders (MOL, MoSD, MoPIC, GFTJU, SSC, NAF) • E-Survey • Focus groups with different groups of end-beneficiaries. • E-Survey
	6.2. To what extent did the project contribute to enhancing the social protection and economic self-reliance of refugees and vulnerable local populations in Jordan, particularly of women	**6.2.1. Social protection coverage:** To what extent have project interventions supported increased access to social protection for targeted populations? **6.2.2. Labour market outcomes:** What evidence exists of improved	• Number of Syrians and Jordanians with access to social protection (contributing to SDG 1.3.1) • Number of job opportunities promoted • Illustrative examples or early signs of transition to employment or income-generating activities • Stakeholder perceptions of change in access to decent work or reduced dependency	• MADAD Project documents • Mid Term Review • ROM reports	

	and the most vulnerable groups?	employability or access to job opportunities among beneficiaries? **6.2.3.Self-reliance pathways:** Were there any indications that participants have moved towards more sustainable livelihoods or reduced reliance on cash assistance?			• Interviews • Focus groups with different groups of end-beneficiaries
	6.3. What unintended outcomes (positive or negative) emerged as a result of the project, and what are their implications for future programming?	6.3.1. Did the project lead to unexpected shifts in stakeholder dynamics, public opinion, community dynamic, national systems, or institutional behaviour? 6.3.2. Were there any political, economic, or social ripple effects not originally anticipated? 6.3.3. How have these unintended outcomes influenced the sustainability or scalability of project results? 6.3.4 Did any other unintended outcomes create new dependencies or risks that could affect the sustainability of results?	• Documented changes in public or institutional perceptions of refugees, social protection, or project partners. • Stakeholder feedback on shifts in inter-agency dynamics or ownership (e.g., MoSD taking a stronger or weaker role). • Storytelling of stakeholders' perceptions on unintended outcomes • Evidence of new policy tensions or alliances emerging as a by-product of project interventions.	• Annual progress reports	

Annex II: List of desk review documents

Project Documents
1. Description of the Action (DOA): "Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians"
2. Inception Report "Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians", ILO-UNICEF, April 2021
3. Progress Report 1 January 2021 – 31 December 2021, ILO-UNICEF, "Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians"
4. Progress Report 1 January 2022 – 31 December 2022, ILO-UNICEF, "Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians"
5. Progress Report 1 February 2024 – 28 February 2025, ILO-UNICEF, "Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians"
6. Updated Description of the Action (DOA): "Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians", March 2023
7. Revised Work Plan March 2023
8. Communications and Visibility Plan "Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians"
9. Financial Statement
10. ILO and UNICEF Joint Midterm Independent Project Evaluation of "Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians" in Jordan
11. Non-cost extension till Dec. 2024 "Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians" in Jordan
12. Addendum 3 to the Contribution Agreement
13. Quarterly Information Note June 2021
14. Quarterly Information Note Sept 2021
15. Quarterly Information Note Dec 2021
16. Quarterly Information Note March 2022
17. Quarterly Information Note June 2022
18. Quarterly Information Note March 2023
19. Quarterly Information Note June 2023
20. Quarterly Information Note Sept 2023
21. Quarterly Information Note Dec 2023
22. Quarterly Information Note Sept 2024
23. Quarterly Information Note Dec 2024

24. Diagnostic study of challenges and lessons learned from UNICEF Graduation Programmes
25. Excel with data on graduation from UNICEF 2023-2024
26. EU On the Job Training Draft narrative report by UNICEF
27. List of Stakeholders Updated 30 May 2025
28. Steering Committee Meeting Agenda and Minutes November 2024
29. Steering Committee 4th Meeting, status report (PowerPoint presentation), November 2024
30. Overview of Outcome 1 by UNICEF
31. NSPS 2025-2033, Summary in English
32. Economic Research Forum (ERF) Fostering Data, Proposal for Strengthening Research, Capacity Building, and Evidence-based Policymaking: Building on the JLMPS 2025, January 2025
33. ILO 2025 Workshop description: Building Trade Union Power in the Platform Economy: Arab Workshop Prepares for Global Labour Standards Shift
34. ILO 2025 Description Note: New Labour Market Survey to Inform Policies for Jordan's Future
35. PRESS RELEASE Empowering Youth, Building Futures: Over 400 Graduate from EU-Funded Vocational Training Programme for Jordanians and Syrian Refugees
36. ILO 2025 Workshop note: **Strengthening labour standards through dialogue. ILO workshop engages government and social partners in Jordan in an EU-funded initiative.**
37. ILO Press Release ILO and JGATE Celebrate Successful Inauguration of Renovated Nursery in Al-Dhulayl, Empowering Women Workers
38. UNICEF Management response to the MTE
39. ILO, 2025, Assessing the readiness of the social protection system to support a just transition in Jordan
40. National Consultation Report on the Social Protection Strategy Update Process 2025-2033, Governorate and Sector Consultation Sessions
41. Updating the National Social Protection Strategy 2025-2033, Phase Three: National Consultations Second Draft (Including Consultation Results) March 4, 2025
42. ILO, Towards a Coordinated Approach to Formalisation in Jordan: Mapping Systems, Challenges, and Opportunities
43. ILO 2025, National Assessment of Incentive Compatibility for the transtiion between social assistance and social insurance in Jordan
44. ILO Implementation agreement by FOL, 2024
45. ILO Implementation agreement by NAF, 2024

Other Documents
46. UNICEF guidance paper Gender Transformative Lens
47. World Bank, JORDAN ECONOMIC MONITOR Building Success, Breaking Barriers Unlocking the Economic Power of Women in Jordan Fall 2023
48. ILO EVAL 4.8 Checklist on Writing the Inception Report
49. ILO Guidance Note 3.1: Guide on Integrating Gender Equality in Monitoring and Evaluation
50. Jordan, Growth and Opportunities. The London Initiative, 2019
51. Hashemite Kingdom of Jordan, National Social Protection Strategy 2019-2025
52. UNICEF, National Aid Fund Takaful Programme, Baseline Report, July 2020
53. AZEM Project Document, UNICEF
54. Legislative and Policy Coherence on the Extension of Social Security Coverage in Jordan, Development Pathways, ILO, Prospects, Estidama++, 2023
55. Jordan Labour Market Panel Survey https://www.erfdataportal.com/index.php/catalog/1
56. ILO Flagship Report 2024, World Social Protection Report 2024–26 Universal social protection for climate action and a just transition

Annex III: List of stakeholders interviewed

No.	Name	Organisation	Position
1.	Ms. Mary Horvers	EU Delegation	Team Leader Governance and Human Development
2.	Mr. Peter Rademaker	ILO	Deputy Regional Director
3.	Ms. Amal Mowafy	ILO	Jordan Country Coordinator and Senior Regional Employment Policies Specialist
4.	Mr. Vitalli El-Dani	ILO	Program Officer at the Regional in Beirut - Lebanon
5.	Mr. Fernando Martinez	ILO	Social Protection Specialist
6.	Ms. Rana Al-Ansari	ILO	Social Protection Specialist
7.	Mr. José Manuel Medina	ILO	ACTEMP
8.	Mr. Hashim Zaidi	UNICEF	Social Policy Specialist
9.	Ms. Maya Hammad	UNICEF	Social Policy Officer
10.	Ms. Helen Belachew	UNICEF	JCO Gender Specialist
11.	Ms. Hanadi Alqaryouti	UNICEF	PSEA Specialist
12.	Mr. Sydney Nhamo	UNICEF	Chief of Planning & Monitoring
13.	Mr. Leonardo Menchini	UNICEF	Social Protection
14.	Mr. Nayef Alkhawaldeh	UNICEF	Social Protection
15.	Mr. John Barret Trew	UNICEF	ADAP
16.	Mr. Abdulrehman Al Baroudi	UNICEF	ADAP
17.	Ms. Sally Alloush	UNICEF	ADAP
18.	Ms. Lara Tameme	Ministry of Labour	Director of Policies and Studies Department Agreements Department
19.	Ms. Khitam	Ministry of Labour	Director of Policies and Studies Department
20.	Mr. Omar	Ministry of Labour	Agreements Department
21.	Mr. Aymen Wreiakate	MOL/TVSDC	Manager of Programmes
22.	Ms. Rania Bakeer	UNHCR	Livelihoods and Economic Department
23.	Mr. Waleed A. Al-Shatarat	MOSD	Head of the Policy Directorate
24.	Ms. Samia Smadi	MOSD	Minister's advisor on gender
25.	Dr. Jamileh Abbadi	NAF	Gender Empowerment
26.	Mr. Ibraheem Zrigat	NAF	Manager of Training and Employment
27.	Mr. Aymen Raba+his team	NAF	Deputy General Manager
28.	Dr. Haidar Fraihat	DOS	Director General
29.	Ms. Saida Al-Momani	DOS	Advisor
30.	Mr. Mohammad Nour Khrais	SSC	Advisor
31.	Mr. Sajid Ashour	BDC	Project Manager
32.	Ms. Majd AL-Sbaihat	Luminus Technical College	Project Manager implementing skills component
33.	Mr. Hussein Al Qudah	JGATE	Project Manager
34.	Ms. Rose Alissi	JGATE	CEO
35.	Mr. Omar Qadi	GFJTU	Profiling coordinator
36.	Mr. Murad Athamneh	GFJTU	Profiling coordinator
37.	Ms. Paissante Atef	Economic Research Forum	Programme Officer
38.	Dr. Caroline Krafft	Economic Research Forum	Co-Principal Investigator

Annex IV: Focus Group Discussions

The sampling strategy for the FGDs aimed to ensure meaningful and diverse participation from programme beneficiaries, reflecting different experiences across outcomes, demographics, and service modalities. Building on the ROM findings and programme structure, the focus group sample was purposively selected to inform the evaluation's inquiry into effectiveness, equity, sustainability, and impact.

The selection of eight focus group discussions (FGDs) was guided by the need to ensure diversity of perspectives among key beneficiary groups and to generate qualitative insights aligned with the project's core outcomes, particularly Outcome 3 (Transition from Cash Assistance to Sustainable Employment). The sample reflected a purposive approach that considers gender, age, nationality, and programme delivery channels.

Key Sampling Criteria used for FGDs

1. *Participants Actively Engaged in Core Programme Components*
   FGDs will primarily include individuals who actively participated in Outcome 3 activities—such as vocational training, counselling, job placement, or on-the-job training. Their reflections will offer direct insight into how well the programme facilitated the transition from cash assistance to employment.
2. *Disaggregation by Nationality, Gender, and Age*
   In line with programme targets and evaluation needs, group composition will aim to reflect:
   - **Nationality balance:** Separate FGDs for Jordanians and Syrians.
   - **Gender inclusiveness:** An equal distribution of FGDs will be conducted between men and women, ensuring that at least 50% of the total participants are women. Hence, two FGDs will be held exclusively with women to ensure a safe and open space for discussion.
   - **Youth focus:** Inclusion of youth aged 18–24 (target 12%) and persons with disabilities (target 3%) where feasible, with sessions tailored to their specific experiences.
3. *Geographic and Access Diversity*
   FGDs will be conducted in multiple governorates where the programme was implemented, ensuring inclusion of:
   - Beneficiaries from different governorates;
   - Those who accessed services through the Project's implementing partners.
4. *Coverage of Different Implementation Modalities*
   FGDs will include participants who engaged through:
   - ILO delivery channels (Employment Service Centres, employment counselling);
   - UNICEF-supported pathways (youth-targeted activities, skills training);
   - Mixed groups may be convened where coordination between the two agencies occurred, to assess integration and complementarity.
5. *Consideration of Social Norms and Safe Participation*
   - Timing, location, and group size (10 participants) will be adapted to ensure privacy, comfort, and safety for all participants, particularly women and vulnerable groups.

Group Composition, Number and Language planned:

- 8 FGDs conducted in Arabic.
- Each group includes up to 10 participants, selected to ensure homogeneity within the group and diversity across the overall sample.

The plan to conduct eight FGDs designed to capture a balanced mix of nationality, gender, and geographic coverage was only partially realized. Four FGDs were successfully carried out in East Amman with UNICEF beneficiaries, ensuring representation across both nationality and gender. However, logistical constraints, limited participant availability in Zarqa, and challenges in assembling sufficient groups in Mafraq prevented

the implementation of FGDs in these locations. This limitation reduced not only the coverage of the ILO-related component but also the overall geographic representativeness of beneficiary perspectives in the qualitative data collection. To address this gap, the evaluation team, in consultation with the Evaluation Managers, replaced the planned FGDs with structured phone interviews. These interviews engaged a geographically diverse sample of ILO beneficiaries, including individuals from Zarqa, Mafraq, Irbid, and Aqaba. While this methodological adjustment enabled continued inclusion of perspectives from outside Amman, it is recognized that the substitution limited the depth and richness of group-based dynamics and insights that are typically generated through FGDs.

During the Data collection, the evaluation team conducted 4FGDs with UNICEF Beneficiaries**:**

Date	16 July 2025
Location	East Amman – Association
Target	Jordanian Women
Implementing Partner	BDC
Number of participants: 7	

Date	16 July 2025
Location	East Amman – Association
Target	Syrian Men
Implementing Partner	BDC
Number of participants: 8	

Date	16 July 2025
Location	East Amman – Association
Target	Syrian Women
Implementing Partner	BDC
Number of participants: 8	

Date	16 July 2025
Location	East Amman – Association
Target	Jordanian Men
Implementing Partner	BDC
Number of participants: 7	

List of ILO beneficiaries interviewed - Phone Survey:

Syrian Females	**Number of participants: 6**	**Location of each participant:** Amman Mafraq Mafraq Mafraq Amman Amman
Syrian Males	**Number of participants: 7**	**Location of each participant:** Zarqa Zarqa Zarqa Zarqa

		Zarqa Amman Amman
Jordanian Females	**Number of participants: 4**	**Location of each participant:** Irbid Irbid Aqaba Aqaba
Jordanian Males	**Number of participants: 5**	**Location of each participant:** Irbid Amman Irbid Irbid Irbid

Annex V: E-survey results

The E-survey aimed to gather quantitative data that complement qualitative insights from FGDs and interviews. It targeted project beneficiaries who have participated in the project's activities and/or who received training support.

By combining quantitative and qualitative analyses, the survey supported assessing the relevance, effectiveness, and sustainability of the project activities. Specifically, it supported evaluating how the training contributed to project Outcome 2 and 3 and ensured the long-term impact of the project.

All data was securely stored in a centralised database with restricted access. Quantitative data was analysed using methods like descriptive statistics and comparative analysis, while qualitative data underwent thematic analysis to uncover key insights. This mixed-method approach ensures a thorough evaluation of the survey findings.

To uphold ethical standards, participants' informed consent was obtained, and anonymity was guaranteed. The data collected was used solely for project evaluation, with strict confidentiality measures in place, including secure storage and limited access to authorised personnel. The survey fully adhered to ethical guidelines and data protection regulations.

The E-survey was designed to be brief and accessible, taking approximately 10 minutes to complete, minimising any disruption to participants while collecting valuable feedback.

The survey consisted of a mix of closed and open-ended questions and, in the interest of promoting response, was designed to be completed in 10 minutes.

Within one week, 193 contributions were collected that resulted in the following statistics. The following tables and figures present responses and disaggregated data collected during the survey and used for the evaluation report findings.

Figure 11: Age groups and gender of the survey participants

Please specify your age group

		Answers	Ratio
Below 24 years		177	91.71 %
24 years old or above		16	8.29 %
No Answer		0	0 %

Gender

		Answers	Ratio
Female		105	54.4 %
Male		88	45.6 %
No Answer		0	0 %

Figure 12: Nationality of the survey participants

Nationality

		Answers	Ratio
Jordanian		128	66.32 %
Syrian		65	33.68 %
No Answer		0	0 %

Figure 13: Survey participants disaggregated by nationality and gender

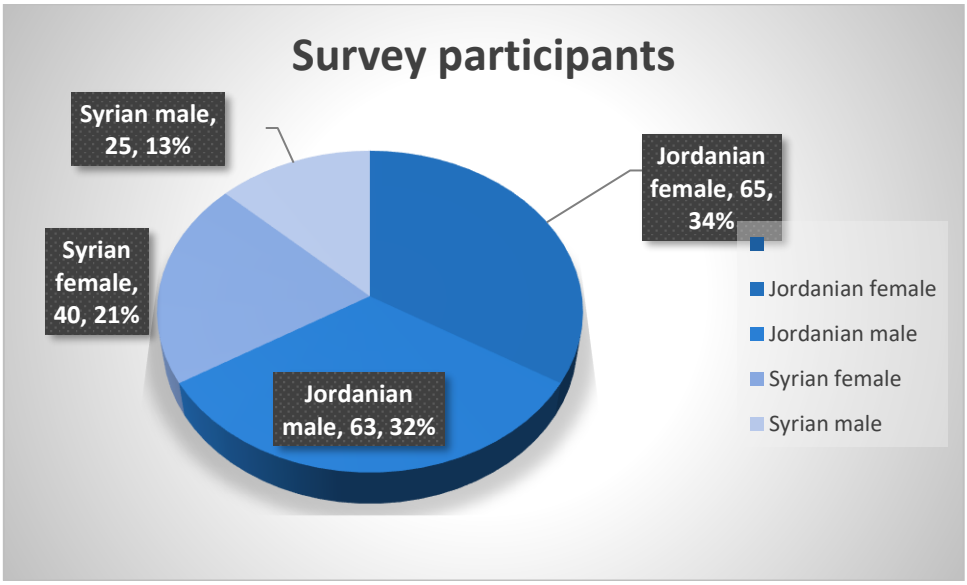


Figure 14: Location of training centre attended by the survey respondents, disaggregated by gender and nationality

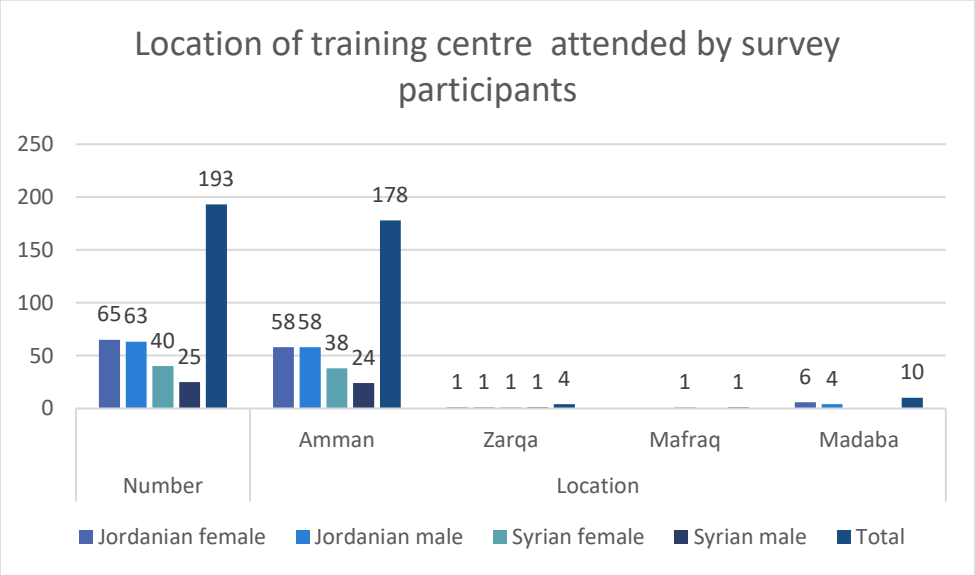


Figure 15: Motivation of survey participants in training programme

What motivated you to participate in the training programme? (More than one answer can be selected

		Answers	Ratio
To satisfy family financial needs		141	73.06 %
To get out of the house		33	17.1 %
To become financially independent		126	65.28 %
To have a personal sense of purpose		110	56.99 %
To be productive and to contribute to my family /community		109	56.48 %
To acquire some decision-making Power within the household		96	49.74 %
To follow in the footsteps of other role models		71	36.79 %
To get an accreditation/certification		89	46.11 %
Family member wanted me to participate		9	4.66 %
My friend was enrolled, so he/she encouraged me		12	6.22 %
Other. Please specify in the field below		8	4.15 %
No Answer		0	0 %

Table 8: Motivation to participate in the programme

	Overall		Jordanian				Syrian			
	Number of responses	Ratio	Female	Ratio to the total of JF participants	Male	Ratio to the total of JM participants	Female	Ratio total SF participants	Male	Ratio to total SM participants
To satisfy family financial needs	141	73.06%	57	87.69%	33	52.38%	31	77.50%	20	80.00%
To get out of the house	33	17.10%	19	29.23%	5	7.94%	8	20.00%	1	4.00%
To become financially independent	126	65.28%	42	64.62%	38	60.32%	27	67.50%	19	76.00%
To have a personal sense of purpose	110	56.99%	33	50.77%	45	71.43%	19	47.50%	13	52.00%
To be productive and to contribute to my family/community	109	56.48%	24	36.92%	47	74.60%	23	57.50%	15	60.00%
To acquire some decision-making Power within the household	96	49.74%	21	32.31%	42	66.67%	20	50.00%	13	52.00%
To follow in the footsteps of other role models	71	36.79%	13	20.00%	36	57.14%	12	30.00%	10	40.00%
To get an accreditation/certification	89	46.11%	20	30.77%	39	61.90%	15	37.50%	15	60.00%
Family member wanted me to participate	9	4.66%	2	3.08%	6	9.52%	1	2.50%	0	0.00%
My friend was enrolled, so he/she encouraged me	12	6.22%	4	6.15%	4	6.35%	2	5.00%	2	8.00%
Other. Please specify in the field below	8	4.15%	3	4.62%	3	4.76%	1	2.50%	1	4.00%

Figure 16: Type of training attended

What type of training activity did you attend? Please tick all relevant

		Answers	Ratio
On-job Training		186	96.37 %
Career Counselling		162	83.94 %
Soft Skills		161	83.42 %
Employability Skills		119	61.66 %
No Answer		0	0 %

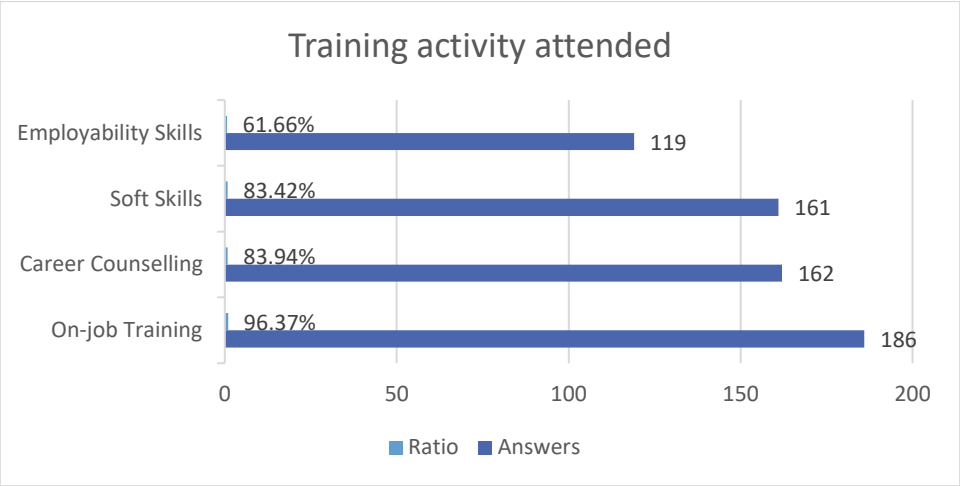


Figure 17: Type of training attended by survey participants, disaggregated by gender and nationality

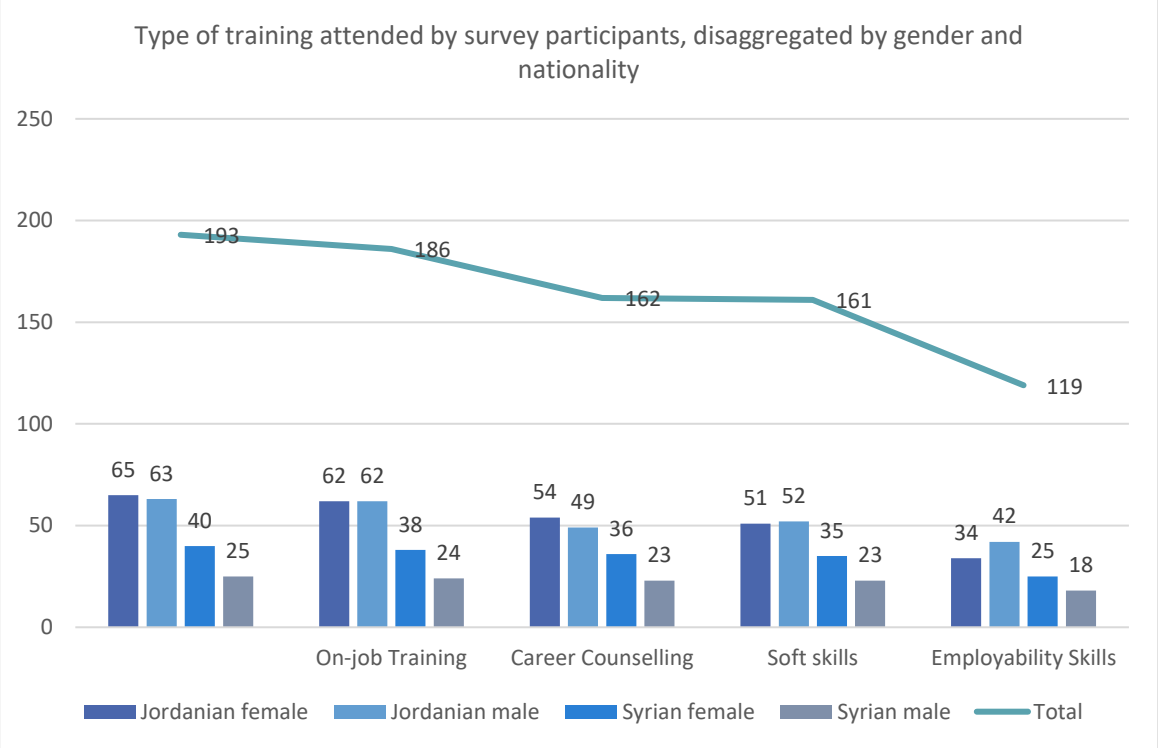


Table 9: Type of training attended by survey participants, disaggregated by gender and nationality

	Total number of responses	Activity attended			
		On-job Training	Career Counselling	Soft skills	Employability Skills
Jordanian female	65	62	54	51	34
Jordanian male	63	62	49	52	42
Syrian female	40	38	36	35	25
Syrian male	25	24	23	23	18
Total	**193**	**186**	**162**	**161**	**119**

Figure 18: Overall motivation to attend training

What motivated you to attend the training? Please check the relevant options and/or describe in the specified field

		Answers	Ratio
Provided transportation incentives		175	90.67 %
Provided accredited certification		169	87.56 %
Short training program		123	63.73 %
Job placement opportunities		145	75.13 %
The sector/field of training was unique		116	60.1 %
The name and reputation of training provider		78	40.41 %
I am a refugee and not eligible to participate in training with others		5	2.59 %
Provided work permit after graduation		2	1.04 %
Other. Please specify in 2.4 below.		3	1.55 %
No Answer		0	0 %

Table 10: Motivation to attend training across groups disaggregated by gender and nationality

			Jordanian				Syrian			
	Total responses	Ratio	Female	Ratio to the total of JF participants	Male	Ratio to the total of JM participants	Female	Ratio total SF participants	Male	Ratio to total SM participants
Provided transportation incentives	175	90.67%	59	91%	58	92%	35	88%	23	92%
Provided accredited certification	169	87.56%	53	82%	58	92%	34	85%	24	96%
Short training program	123	63.73%	35	54%	48	76%	26	65%	14	56%
Job placement opportunities	145	75.13%	37	57%	54	86%	33	83%	21	84%
The sector/field of training was unique	116	60.10%	23	35%	50	79%	26	65%	17	68%
The name and reputation of training provider	78	40.41%	21	32%	26	41%	20	50%	11	44%
I am a refugee and not eligible to participate in training with others	5	2.59%	1	2%	1	2%	3	8%		
Provided work permit after graduation	2	1.04%	1	2%			1	3%		
Other. Please specify in 2.4 below.	3	1.55%	1	2%			2	5%		

Figure 19: Overall barriers faced by the survey participants

If you faced any barriers in attending training for employment, please check all relevant from the list and specify additional (if any)

		Answers	Ratio
Culturally, for females to get an education in this field		1	0.52 %
Didn't pass Tawjihi		4	2.07 %
Mixed environment (females and males)		5	2.59 %
Got married		5	2.59 %
Motherhood or pregnancy		1	0.52 %
Parents/Spouse/ Other family member disapproval		0	0 %
Morning training sessions		0	0 %
Evening training sessions		1	0.52 %
I live far away from where the training providers are located		4	2.07 %
Transportation issues		6	3.11 %
Other family responsibilities		0	0 %
Other. Please specify in 2.6 below		3	1.55 %
None		75	38.86 %
No Answer		101	52.33 %

Figure 20: Duration of On-the-job training

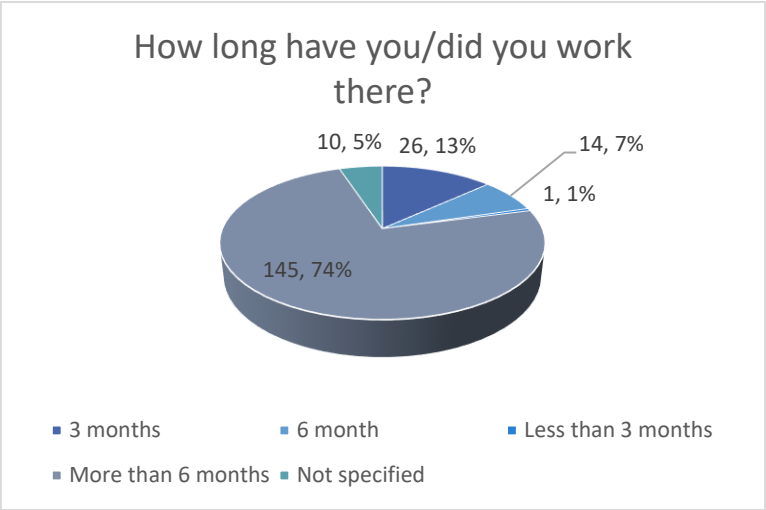


Figure 21: Duration of On-the-job training disaggregated by nationality and gender

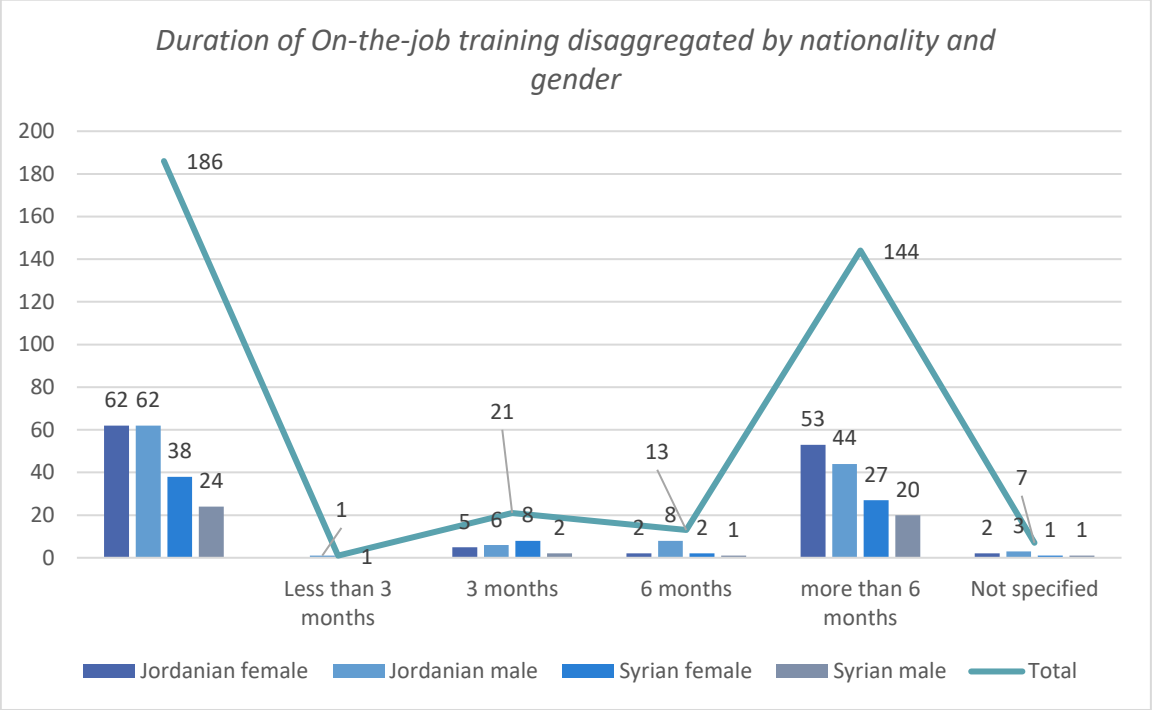


Figure 22: Current employment status

What is your current work employment status?

		Answers	Ratio
Employed with the same employer where I was placed by the training provider		184	95.34 %
Employed with a different employer (other than the one where I was placed, or I was not placed at all)		4	2.07 %
Unemployed and looking for a job		2	1.04 %
Unemployed and not looking for a job		0	0 %
I am self-employed.		3	1.55 %
No Answer		0	0 %

Figure 23; Duration of employment of the survey participants

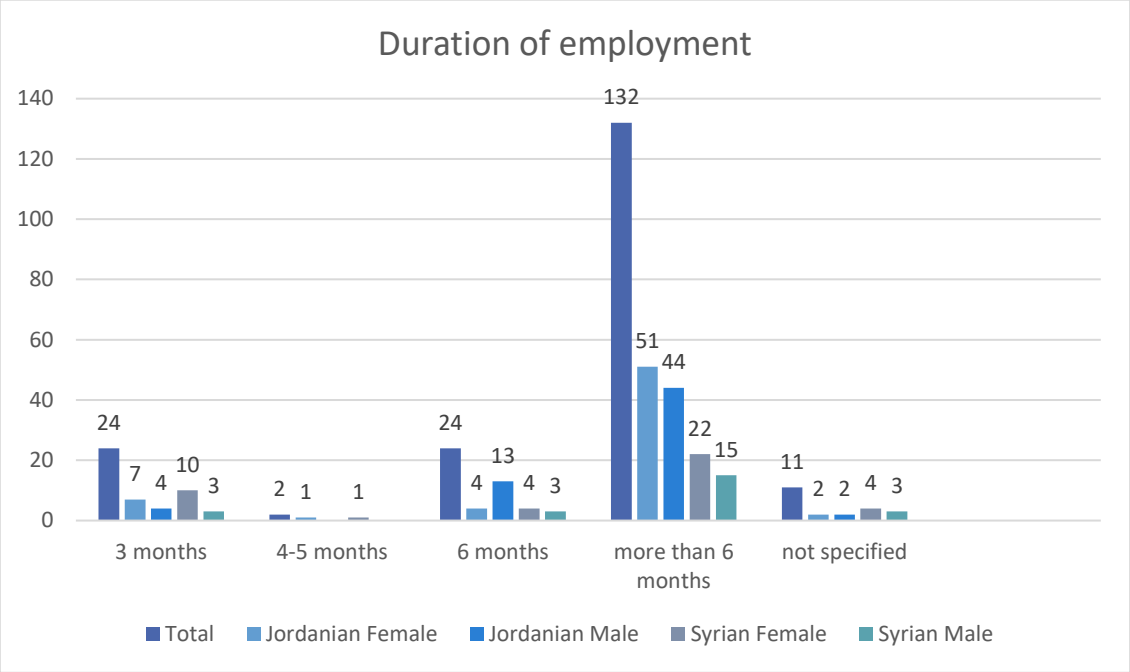


Figure 24: Barriers to obtaining a job

Did you face any barriers in trying to obtain a job after completing the training?

		Answers	Ratio
Yes		16	8.29 %
No		177	91.71 %
No Answer		0	0 %

Figure 25: Specific barriers in obtaining job

If yes, what were those barrier(s)? Please select all relevant from the list or specify additional in the relevant field

		Answers	Ratio
Culturally for females to get an education in this field		3	1.55 %
Didn't pass Tawjihi		4	2.07 %
Mixed environment (females and males)		1	0.52 %
Got married		1	0.52 %
Motherhood or pregnancy		1	0.52 %
Parents/Spouse/ Other family member disapproval		0	0 %
Morning shifts		0	0 %
Evening shifts		2	1.04 %
I live far away from where the employers are located		2	1.04 %
Transportation issues		2	1.04 %
Other family responsibilities		7	3.63 %
Other. Please specify below.		39	20.21 %
No Answer		136	70.47 %

Figure 26: Perceived Preparedness for Work After Skills Training

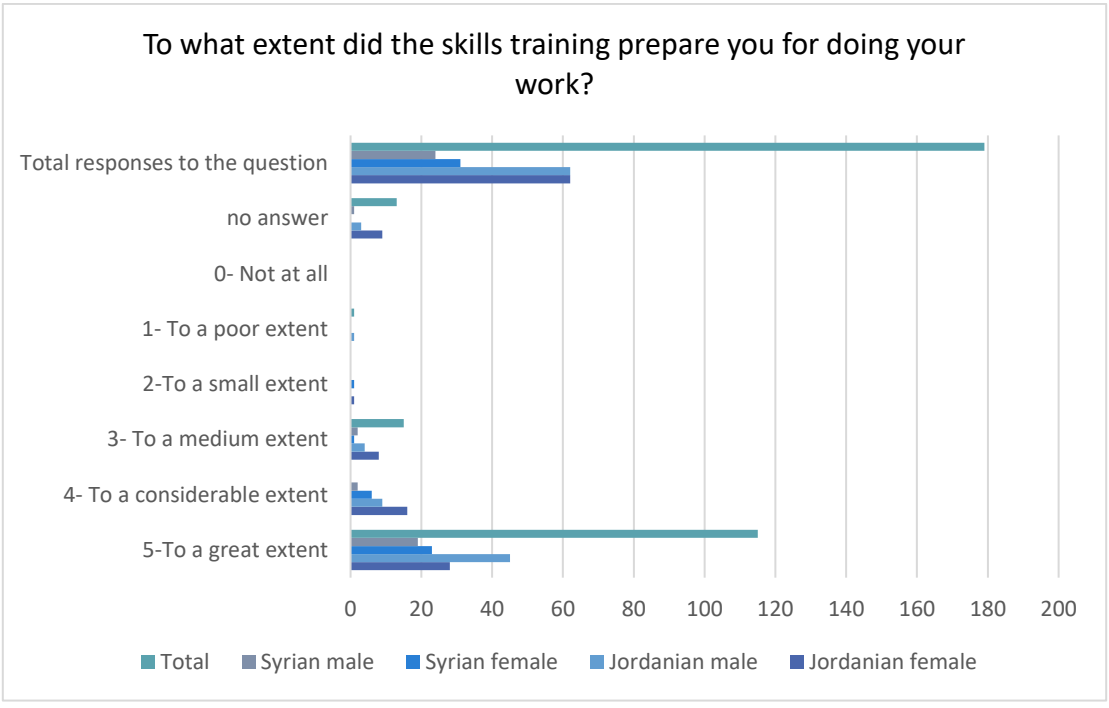


Figure 27: Extent to Which the Programme Provided Participants with Required Soft Skills

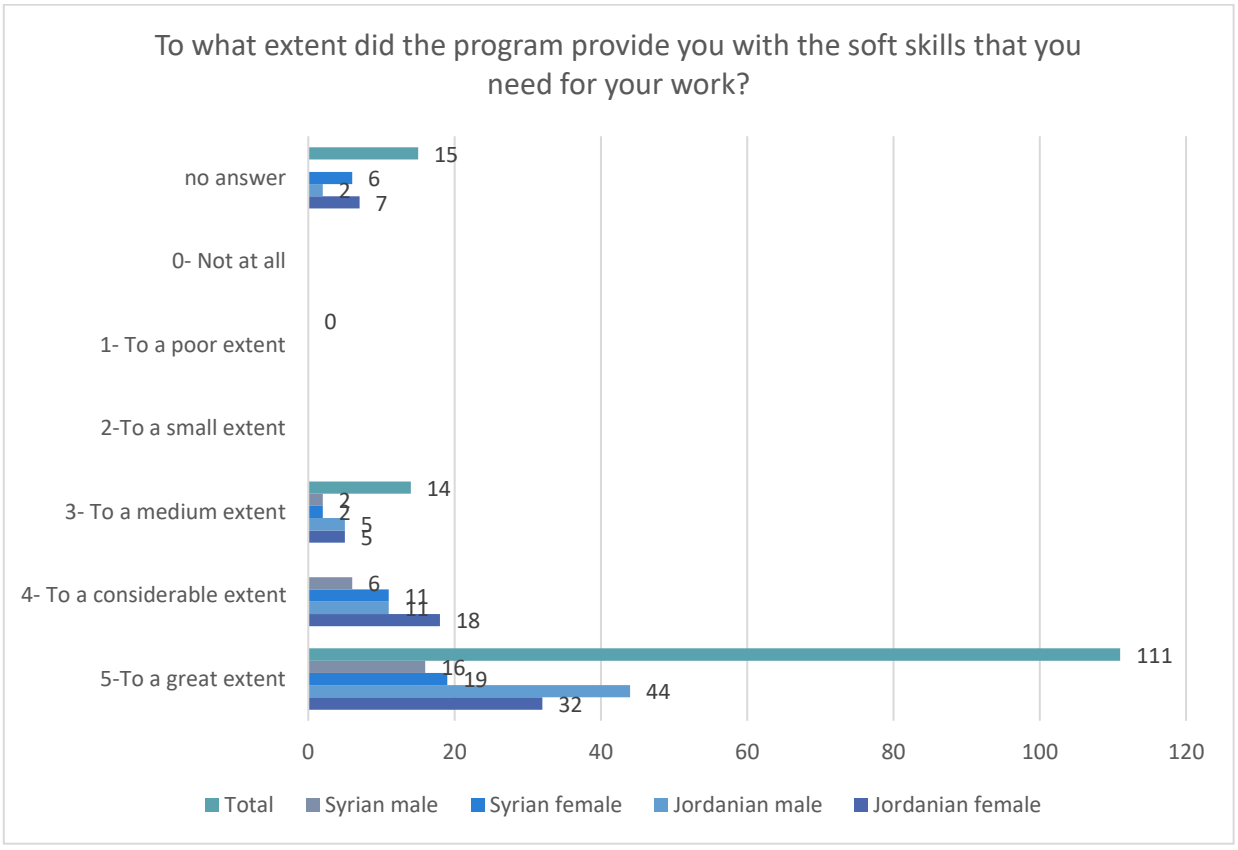
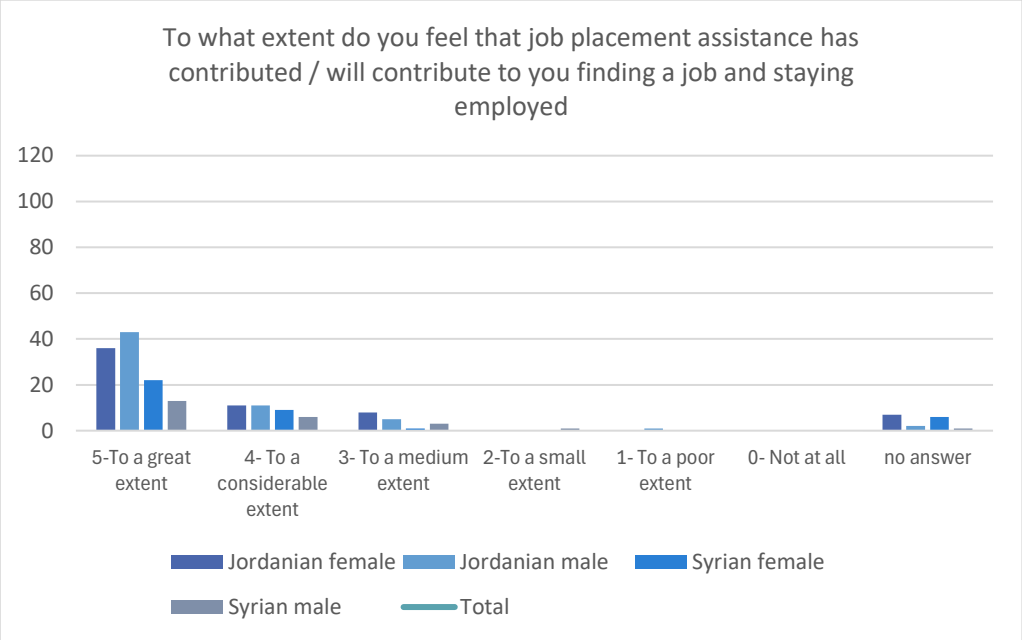


Table 11: Extent to Which the Programme Provided Participants with Required Soft Skills

To what extent did the program provide you with the soft skills that you need for your work?

	5-To a great extent	4- To a considerable extent	3- To a medium extent	2-To a small extent	1- To a poor extent	0- Not at all	no answer	Total responses to the question
Jordanian female	32	18	5				7	62
Jordanian male	44	11	5				2	62
Syrian female	19	11	2				6	38
Syrian male	16	6	2					24
Total	**111**		**14**		**0**		**15**	**186**

Figure 28: Perceived Contribution of Job Placement Assistance to Employment and Retention



The following figures and tables present the opinions of youth survey participants.

Table 12: Extent to Which Job Placement Assistance Contributes to Finding and Retaining Employment

To what extent do you feel that job placement assistance has contributed / will contribute to you finding a job and staying employed

	5-To a great extent	4- To a considerable extent	3- To a medium extent	2-To a small extent	1- To a poor extent	0- Not at all	no answer	Total responses to the question
Jordanian female	36	11	8				7	62
Jordanian male	43	11	5		1		2	62
Syrian female	22	9	1				6	38
Syrian male	13	6	3	1			1	24
Total	**114**		**17**		**1**		**16**	**186**

Table 13: Extent to Which the Programme Met Participants' Expectations

To what extent did the program meet your expectations?

	5-To a great extent	4- To a considerable extent	3- To a medium extent	2-To a small extent	1- To a poor extent	0- Not at all	no answer	Total responses to the question
Jordanian female	38	16	1				7	62
Jordanian male	48	6	3	1	1	1	2	62
Syrian female	17	13	1		1		6	38
Syrian male	12	8	4					24
Total	**115**		**9**		**2**		**15**	**186**

Figure 29: Extent to Which the Programme Met Participants' Expectations

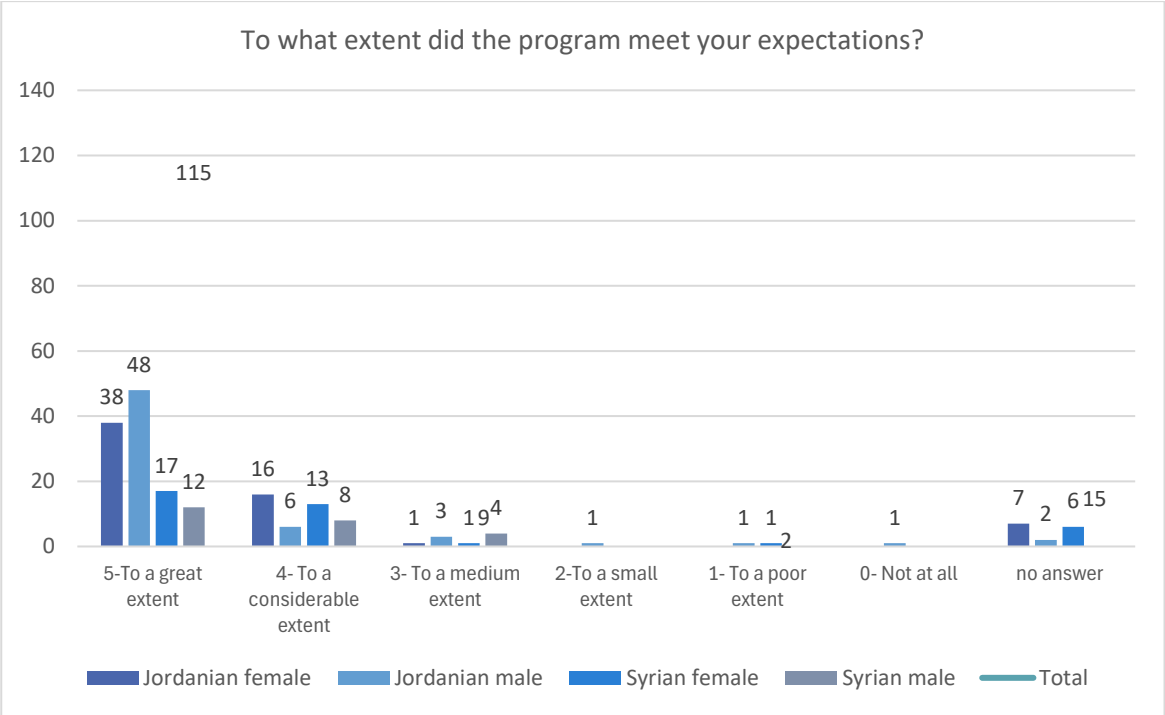


Table 14: Impact of Training on Participants' Confidence in Finding Work

Has the training helped you feel more confident about your ability to find work?

	5-To a great extent	4- To a considerable extent	3- To a medium extent	2-To a small extent	1- To a poor extent	0- Not at all	no answer	Total responses to the question
Jordanian female	34	12	8	1			7	62
Jordanian male	44	8	6	1	1		2	62
Syrian female	19	11	2				6	38
Syrian male	13	11						24
Total	**110**		**16**		**1**		**15**	**186**

Figure 30: Impact of Training on Participants' Confidence in Finding Work

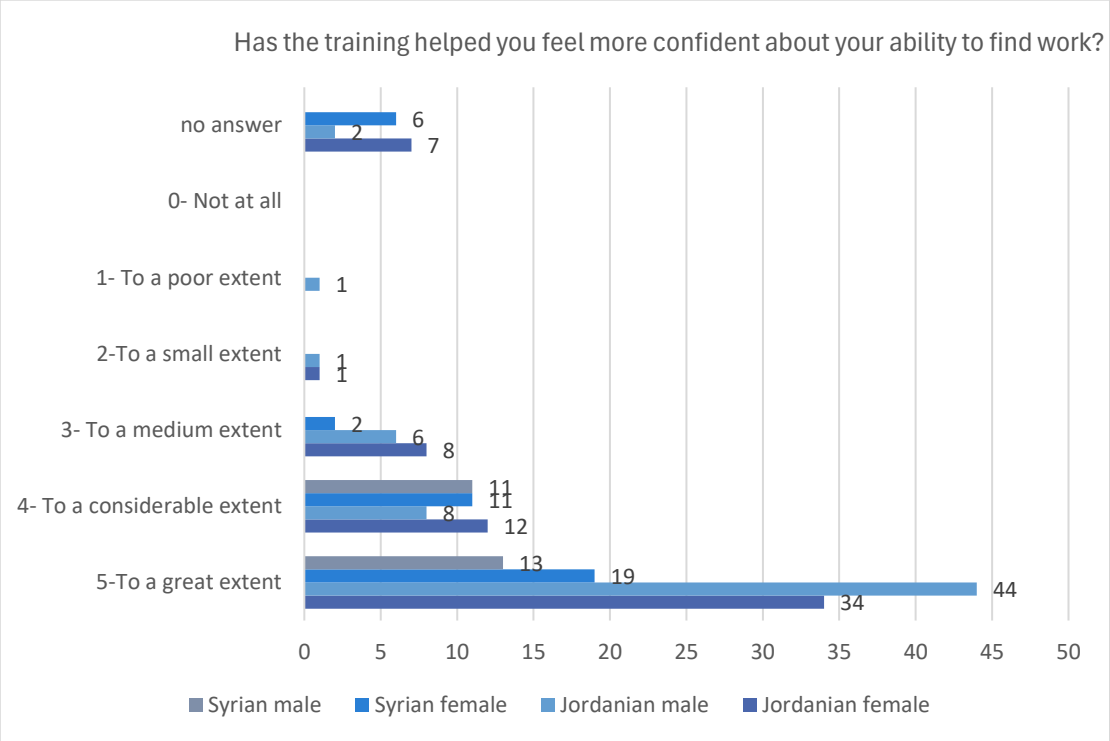
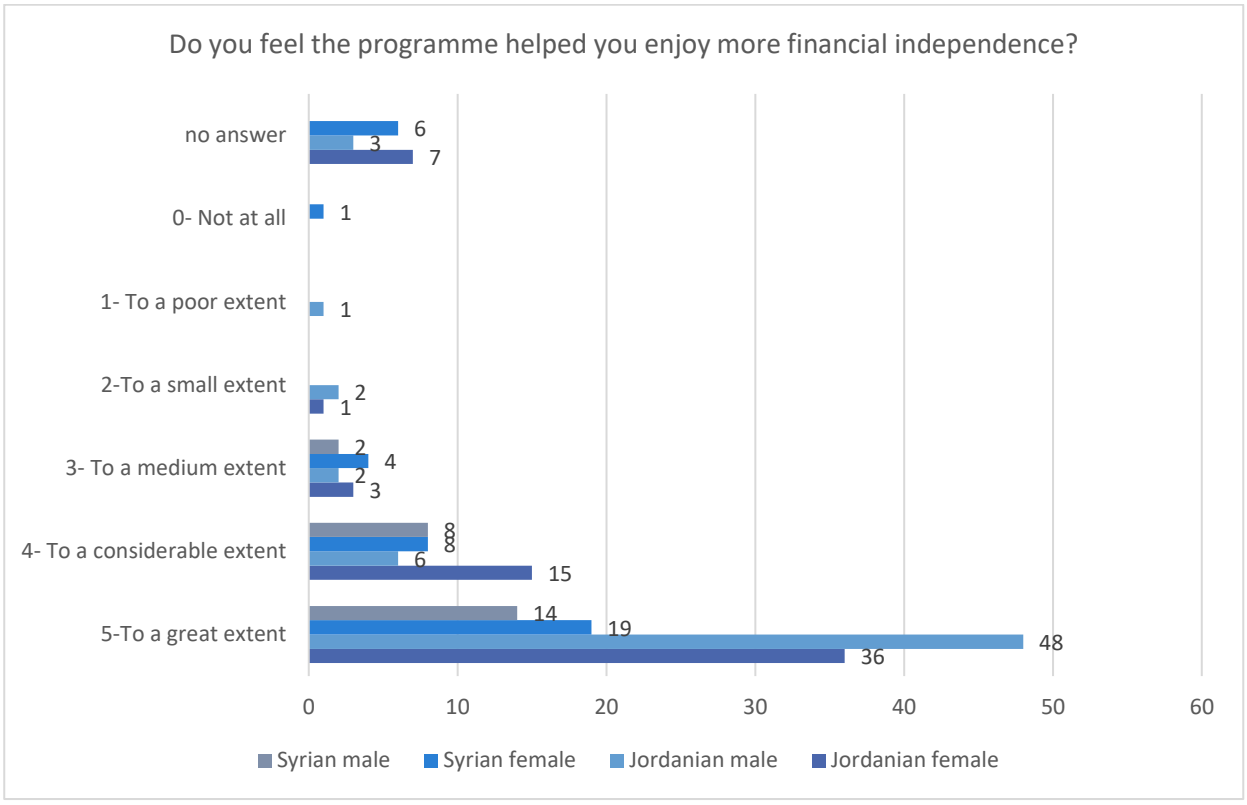


Table 15: Impact of the Programme on Participants' Financial Independence

Do you feel the programme helped you enjoy more financial independence?

	5-To a great extent	4- To a considerable extent	3- To a medium extent	2-To a small extent	1- To a poor extent	0- Not at all	no answer	Total responses to the question
Jordanian female	36	15	3	1			7	62
Jordanian male	48	6	2	2	1		3	62
Syrian female	19	8	4			1	6	38
Syrian male	14	8	2					24
Total	**117**		**11**		**1**		**16**	**186**

Figure 31: Impact of the Programme on Participants' Financial Independence



Annex VI: Lessons Learnt and Good Practices

LESSON LEARNED ELEMENT	Specific type of implementation for an emergency fund mechanism
Brief description of lessons learned (link to specific action or task)	The EU MADAD project highlighted that implementing long-term development goals through an emergency funding mechanism demands a fundamentally different management approach. Weak inter-agency coordination, limited contextual adaptation in project design, and high staff turnover severely disrupted continuity and effectiveness. The key lesson learned is that in a fragile and rapidly evolving context, management cannot rely on standard internal procedures alone; instead, it must be adaptive, collaborative, and responsive to shifting political, institutional, and operational realities to maintain relevance and impact on the ground.
Context and any related preconditions	In response to the Syrian crisis, the European Union established the EU MADAD Trust Fund to mobilise resources for supporting Syrian refugees and host communities in neighbouring countries. This funding instrument provided substantial support to UN implementing partners such as UNICEF and the ILO, enabling them to launch targeted interventions. However, rather than developing a tailored management approach suited to the unique scope and complexity of this MADAD-funded initiative, both UN agencies largely integrated it into their existing programming and internal procedures. As a result, the project was treated as an extension of their routine operations rather than as a distinct, context-sensitive intervention requiring dedicated oversight and adaptive coordination.
Targeted users /Beneficiaries	PROGRAMME MANAGERS, ILO, UNICEF, OFFICES
Challenges /negative lessons - Causal factors	• Structural Misfit: Emergency funding mechanisms are not well-suited for achieving long-term development goals, leading to tension between short-term responsiveness and systemic reform needs. • Lack of Tailored Management: Implementing agencies (UNICEF, ILO) did not deploy dedicated or adapted management approaches; instead, they treated MADAD as an extension of routine programming, which limited responsiveness and contextual adaptation. • Design Misalignment: Project design did not initially reflect the realities of the target population, particularly regarding the economic constraints of vulnerable groups.
Success / Positive Issues - Causal factors	• Donor Flexibility: The emergency instrument enabled quick mobilisation of funds and rapid program deployment in response to the Syrian crisis. • Learning and Adaptation: The project adapted mid-course, shifting from ineffective vocational training to on-the-job training, improving outcomes for beneficiaries. • Policy Influence: Despite its management flaws, the project contributed to key policy reforms (e.g., updated national social protection strategy, institutionalisation of implementation support units).

ILO Administrative Issues (staff, resources, design, implementation)	

LESSON LEARNED ELEMENT	**Missed opportunity for a joint intervention between the ILO and UNICEF on social protection**
Brief description of lessons learned (link to specific action or task)	The EU MADAD project highlighted the critical pitfalls of implementing long-term development objectives through an emergency funding mechanism, particularly when inter-agency coordination is uneven. While under Outcome 1, UNICEF assumed the lead with minimal involvement from the ILO—resulting in a fragmented strategic approach and limited cross-agency integration—Outcome 3 showed comparatively stronger alignment, with both agencies ultimately adapting their models to respond more coherently to the shortcomings of the initial graduation approach. Nevertheless, the overall strategy still suffered from insufficient coordination at the design stage, leading to parallel workstreams and missed opportunities for synergy. This inconsistency in coordination undermined the coherence and responsiveness necessary for such a complex and politically sensitive intervention.
Context and any related preconditions	In response to the Syrian crisis, the European Union established the EU MADAD Trust Fund to mobilise resources for supporting Syrian refugees and host communities in neighbouring countries. This funding instrument provided substantial support to UN implementing partners such as UNICEF and the ILO, enabling them to launch targeted interventions. Rather than developing a joint, context-sensitive management framework suited to the unique scope and complexity of this MADAD-funded initiative, the two UN agencies primarily pursued their own institutional priorities and integrated the project into their existing programming and procedures. This approach reflected a preference for operating in alignment with their customary national stakeholders, rather than fostering robust collaboration between themselves. As a result, the project was implemented more as a continuation of their routine workstreams than as a unified, strategically coordinated intervention—undermining its potential for synergy, coherence, and adaptive management.
Targeted users /Beneficiaries	PROGRAMME MANAGERS, ILO, UNICEF, OFFICES
Challenges /negative lessons - Causal factors	Lack of Strategic Coherence • Fragmentation led to each agency pursuing its own institutional priorities and modalities, especially visible under Outcome 1, where UNICEF operated independently of the ILO. This undermined a unified project vision and strategy. Missed Opportunities for Synergy • Working separately meant that complementarities—such as linking social protection systems (ILO) with youth-focused employment interventions (UNICEF)—were not fully leveraged.
Success / Positive Issues - Causal factors	Flexibility to Respond Within Mandates • Each agency retained the flexibility to act within its institutional strengths. For instance, UNICEF led on youth and cash-plus programming, while the ILO focused on systems-level social protection. Diverse Perspectives and Methods • The use of distinct approaches allowed each agency to test and adapt models relevant to their domain (e.g., graduation model adaptation

	under Outcome 3), which ultimately led to valuable lessons for future program design. Improved Coordination Under Pressure (Outcome 3) • Under Outcome 3, both agencies responded to a shared challenge (failure of the original graduation model) by converging their approaches, showing that collaboration is possible when purposefully aligned and contextually driven. Institutional Learning • The shortcomings prompted open reflections and evaluations, which can drive future improvements in joint programming, including the need for shared planning, clear roles, and joint monitoring systems.
ILO Administrative Issues (staff, resources, design, implementation)	

LESSON LEARNED ELEMENT	**Limitations of quantitative indicators under Emergency interventions**
Brief description of lessons learned (link to specific action or task)	Weak M&E systems, focused narrowly on quantitative outputs, limited the project's ability to adapt to context and ensure equity. UN agencies must strengthen qualitative monitoring tools and require implementing partners to provide disaggregated data—especially by gender—to inform responsive, inclusive programming.
Context and any related preconditions	In response to the Syrian crisis, the European Union established the EU MADAD Trust Fund to mobilise resources for supporting Syrian refugees and host communities in neighbouring countries. This funding instrument provided substantial support to UN implementing partners such as UNICEF and ILO, enabling them to launch targeted interventions.
Targeted users /Beneficiaries	PROGRAMME MANAGERS, ILO, UNICEF, OFFICES
Challenges /negative lessons - Causal factors	Superficial Understanding of Field Realities • Over-reliance on numeric indicators prevented the timely identification of implementation challenges and evolving local dynamics. Missed Opportunities for Adaptive Management • Without qualitative insights, the project lacked the evidence needed to adjust strategies in response to contextual shifts or stakeholder feedback. Limited Accountability for Inclusion • Absence of gender-disaggregated data made it difficult to track whether interventions were equitable or to tailor support for underrepresented groups. Weakened Learning and Sustainability • M&E outputs offered little value for reflective learning or informing future project design, undermining institutional memory and long-term impact.
Success / Positive Issues - Causal factors	1. **Structured Reporting Mechanism** ○ The existence of regular M&E tools like QINs provided a basic structure for tracking progress and documenting outputs systematically. 2. **Foundation for Improvement**

	○ Identifying the gaps in current M&E practices creates an opportunity to develop more qualitative, inclusive, and responsive monitoring systems. 3. **Growing Awareness** ○ This experience has increased recognition within UN agencies of the importance of demanding better-quality data—including gender-disaggregated data—from implementing partners. 4. **Potential to Strengthen Accountability** ○ Enhancing M&E with richer data can improve transparency, inform decision-making, and strengthen results-based management across similar projects.
ILO Administrative Issues (staff, resources, design, implementation)	This lesson learned implies issues with resources at the design stage and implementation.

Emerging Good Practices

Good Practice 1: Revision of the Graduation Model to Align with Contextual Realities in Jordan

Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Under the EU MADAD project, the implementing UN agencies (UNICEF and ILO) revised the initial graduation model in response to weak relevance and limited contextual fit of the standard donor-prescribed approach. The revised model shifted focus from graduating from cash assistance to a poverty graduation framework, integrating elements of a rights-based and inclusive approach. This adaptation better aligned with Jordan's socio-economic context and improved the model's relevance and acceptability.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The adaptation was successful due to sustained dialogue between agencies and national stakeholders, and openness to adjust strategy mid-course. Applicability requires a strong understanding of local welfare systems, economic conditions, and political sensitivity. It is most replicable in middle-income countries where social protection systems exist but are fragmented or incomplete.
Establish a clear cause-and-effect relationship	• The initial model's low relevance led to limited engagement and poor outcomes. The revised model, more attuned to poverty alleviation and local socio-economic conditions, increased stakeholder alignment, local ownership, and implementation feasibility. This change enhanced the project's effectiveness, perceived value and strategic fit.
Indicate measurable impact and targeted beneficiaries	Although it is early for impact measurement, early signs showed increased alignment with national policies and improved stakeholder participation. The revised model better targeted vulnerable Jordanian and Syrian populations, especially youth and low-income households.
Potential for replication and by whom	• This good practice can be replicated by UN agencies, development donors, and governments in similar contexts—particularly where graduation models are used in fragile or transitioning economies. It is also relevant for social protection actors aiming to harmonise assistance with employment and livelihoods programmes.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Links to ILO outcomes on extending social protection (Outcome 8), promoting decent work opportunities, and advancing integrated approaches to poverty reduction and social inclusion. Supports the DWCP Jordan and the ILO's broader strategic goals on inclusive growth.

ILO Administrative Issues (staff, resources, design, implementation)	The project developed an interesting document reflecting the challenges of the original approach to graduation, entitled: Diagnostic study of challenges and lessons learned from UNICEF Graduation Programmes.

Good Practice 2: Addressing Gender-Specific Barriers to Women's Labour Market Participation

Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	As part of its efforts to promote inclusive economic opportunities, the project addressed key structural barriers that limit women's access to the labour market—particularly among Syrian refugees and vulnerable Jordanians. The intervention included support for safe transportation, flexible work arrangements, childcare facilities (including the establishment of a nursery inside a factory), and on-the-job training for women. These initiatives were specifically designed to enhance the employability and retention of women in sectors traditionally marked by low female participation.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Replicability depends on the willingness of employers to invest in gender-inclusive workplace adaptations and on supportive regulatory frameworks. Cultural norms, childcare regulations, and sectoral characteristics can affect scalability. Context-specific dialogue with employers and communities is essential to ensure uptake and long-term sustainability.
Establish a clear cause-and-effect relationship	The provision of practical support measures (transport, childcare, flexible hours, etc.) directly addressed logistical and social constraints that deter women from joining the workforce. Combined with targeted training, this led to increased female participation and retention in the labour market. Focus group feedback confirmed that participation improved women's self-confidence and agency.
Indicate measurable impact and targeted beneficiaries	The intervention targeted vulnerable women, particularly Syrians and Jordanians of working age with caregiving responsibilities. The establishment of a workplace nursery directly benefited female workers with children. Focus groups reported increased self-esteem, and implementing partners observed higher job retention among women receiving these forms of support.
Potential for replication and by whom	This practice can be replicated by private sector employers, development partners, and national institutions promoting gender equality in employment. It is especially applicable in manufacturing and services sectors where workforce gender gaps are pronounced. Incentivising such practices through policy or funding schemes can increase uptake.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Supports ILO priorities on promoting decent work for all, advancing gender equality in employment, and strengthening social protection and enabling environments for women's economic empowerment. Directly linked to outcomes on employment creation, inclusion, and DWCP Jordan.
ILO Administrative Issues (staff, resources, design, implementation)	

Annex VII: Evaluation Terms of Reference

International Labour Organization

unicef يونيسف

Joint ILO-UNICEF Independent Final Project Evaluation

Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians

Terms of Reference

Key Facts	
DC Symbol:	JOR/20/01/EUR
Country:	Jordan
Project titles:	"Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians"
Duration:	55 months
Start Date:	October 2020
End Date:	30 May 2025
ILO Administrative unit:	Regional Office for the Arab States (ROAS)
ILO Technical Backstopping Unit:	DWT-Beirut;
Collaborating ILO Units:	SKILLS; SOCPRO; EMPLOYMENT; RO-Arab States;
Evaluation requirements:	Independent Final Evaluation
Donor:	European Commission, DG for Neighbourhood and Enlargement Negotiations
Budget:	EUR 14,000,000
Evaluation Managers	Asitha Seneviratne, ILO, and Gabrielle Tremblay, UNICEF

INTRODUCTION

These Terms of Reference (TOR) are for a final evaluation of the Joint ILO-UNICEF Project "Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians".

This evaluation is commissioned by the ILO, jointly with the UNICEF Jordan Country Office.
The general objective of this final evaluation is to build upon the mid-term findings and questions while focusing on outcomes, impacts, and sustainability as the project nears completion.

The final evaluation will serve the dual purpose of accountability and learning and is expected to assess the achievement of the expected outcomes of the Joint ILO-UNICEF Project, implemented in Jordan between 2020 and 2025.

Human rights, norms and social dialogue, gender, equity and disability considerations and analysis will be fully mainstreamed into this evaluation, and the evidence will be used by the primary stakeholders for decision-making and programme improvement.

The purpose of the TOR is twofold. Firstly, it provides key information to the evaluation team about the project, and secondly, it provides key information to stakeholders about the proposed evaluation.

Country Context

For decades, Jordan's labour market has faced significant challenges and unequal access to employment. Whilst recent steps have been taken, related to sluggish economic growth, and numerous strategies and reforms have been introduced, culminating in the Economic Modernisation Vision published in June 2022, inclusion gaps remain. Jordan continues to maintain an unemployment rate of 22.8%.1

Inclusion gaps have persisted for women, youth, and refugees. Youth were particularly affected by unemployment, with youth unemployment almost double the rate of the total population, at 41.5 % in the second quarter of 2022. Over half of the young female labour force (50.6 %) was unemployed, compared with a 39.6 % unemployment rate among young men. 2 This has compounded the longstanding economic challenges and exacerbated social and environmental issues. Pressure on housing, education, healthcare services, infrastructure, electricity and energy, water, and other natural resources has been long-standing, and further exacerbated by the onset, and continued impact of the COVID-19 pandemic.

Further impacting the situation has been the impact of the influx of refugees living in Jordan. Jordan's geographical location has led it to become the third most populous country in the region in terms of hosting Syrian refugees.

As per the official data, in 2023, Jordan hosted around 654,000 Syrian refugees registered under the UNHCR's mandate3, however, the total number of Syrians is estimated at around 1.3 million, when taking the unregistered Syrian refugees into account.4 That same year, Jordan's population was estimated at million, with registered Syrian refugees comprising a 6.1% share of Jordan's entire population. This rate is even higher when considering unregistered refugees, with Syrian's comprising approximately 11.8% of the country's population, taking a major toll on the country's economy, infrastructure, and social landscape.

The government of Jordan is cognisant of these challenges and has made great strides towards mitigating and adapting to these issues, however this overall country context must be kept under consideration when contextualising and evaluating the activities, impact, and sustainability of the programme and its activities.

Over the past decades, Jordan has progressed in developing its social protection system. At present, the different social protection programmes implemented can be categorised as social assistance, social insurance, labour market programmes, the fiscal subsidy system and food security/nutrition programmes. Several amendments of the Social Security Law over the past decade helped to expand coverage. Social security is obligatory for all working entities, and in 2014, Jordan was the first country in the Middle East to ratify the Social Security (Minimum Standards) Convention, 1952 (No. 102) (ILO, 2020b).

In 2019, the Jordanian Government embarked on a process of developing a new National Social Protection Strategy – NSPS (2019-2025) under the leadership of the Ministry of Planning & International Corporation(MoPIC) and the Ministry of Social Development (MoSD) with technical support from UNICEF at that time. The strategy represents a recent effort towards the formulation of a comprehensive national policy for social protection, providing an overarching framework for the sector to maximize synergies and ensure effective integrated approaches by considering the following areas of the SP system: social assistance, social services, social insurance, and labour market policies.

The NSPS aimed at a decent life for all Jordanians and is organized around three pillars:

Pillar 1: Opportunities – decent work and social security, focuses on opportunities for families to be economically self-reliant through the labour market.

Pillar 2: Empowerment – social services, focuses on the empowerment of the population through affordable education and health care as well as social services that support people with special needs.

Pillar 3: Dignity – social assistance, focuses on targeted social assistance for the poor to maintain dignity. Within this pillar falls as well, the Takaful programme launched in May 2019, which seeks to expand the National Aid Fund (NAF) cash assistance provided to Jordanians and to provide complimentary services to the most vulnerable families nationwide (on energy, transportation, health insurance, and school feeding).

MADAD BACKGROUND

The project was launched in October 2020 as a 36-month initiative with a budget of EUR 14 million. Its overarching goal is to enhance the social protection and economic self-reliance of refugees and vulnerable local populations in Jordan.

This ILO-UNICEF Joint Project serves to support the operationalization and implementation of the Jordanian National Social Protection Strategy (2019-2025), with a view to contribute to the achievement of a sustainable social protection system, in policy as well as institutional set-up, with strengthened links between social protection and employment for both Jordanian and refugee populations and enhanced outreach into the informal sector. Based on long-standing relations with the Jordanian government and other partners, lessons learned and extensive experience of both ILO and UNICEF in the area of social protection and employment promotion for youth as well as adults, women as well as men, Jordanian host communities as well as refugees, the project serves to achieve three outcomes:

Outcome 1: Enhanced coordination, integrated planning and monitoring for government-wide efforts in the social protection and employment sector. Outputs delivered serve to strengthen mechanisms for coordinated implementation of national employment and social protection programmes in the context of the NSPS.

Outcome 2: Strengthened national systems/mechanisms to enhance access to labour market, decent work and employment-based social protection schemes. Outputs delivered serve to provide support towards effective and cost-efficient implementation and realisation of access to employment (work permits), enhanced capacity for the implementation of mechanisms to ensure increasingly decent work (labour inspection) and access to social security expanded to workers in the informal economy.

Outcome 3: Vulnerable Jordanians and Syrians transition from cash assistance to sustainable jobs.
Outputs are directed towards the design and implementation of a graduation mechanism to support the transition of vulnerable people on cash assistance (provided by NAF and UNHCR) to employment, by providing a systematic and tailored package of services, delivered primarily by ILO and UNICEF service centres.

The project operates across Jordan, with the policy components listed under outcomes one and two being centralised largely at government level, and the pool of participants for outcome three drawn from seven governorates, including Irbid, Mafraq, Jerash, Amman, Zarqa, Karak, and Tafileh.

In the delivery of this project, ILO and UNICEF work with a number of partners and stakeholders, the most prominent of which are government ministries, including the Ministry of Labour (MoL), the Ministry of Planning and International Cooperation (MoPIC), and the Ministry of Social Development (MoSD). The project has also engaged with the National Aid Fund (NAF), the Social Security Corporation (SSC), and the General Federation of Jordanian Trade Unions (GFJTU).

Halfway through its implementation, the project reassessed its strategic vision and alignment to ensure consistency with the government's directives, including the Economic and Political Modernisation Vision (2022-2025) and the Public Sector Reform Plan. Given its national significance, the project adapted to align with these reforms, ensuring its relevance to both the current and future iterations of the NSPS.
In addition, the project contributes to:

- The HRD Strategy, and specifically the following objective: "By 2025, substantially increase the number of youth and adults who have relevant technical and vocational skills for employment, decent jobs, and entrepreneurship";
- The 2018-2022 Economic and Growth Plan objective under the Labour sector - Restructuring and organising technical and vocational education and training (TVET), by proposing and institutionalising new forms of training, including on-the-job learning and Apprenticeship;
- The National Employment Charter, and specifically the parts related to the graduation of NAF beneficiaries to sustainable jobs;
- The Jordan Response Plan;
- National Youth Strategy.

ALIGNMENT WITH UN STRATEGIC DEVELOPMENT FRAMEWORK IN JORDAN

The Project matches the United Nations Sustainable Development Framework (UNSDF) 2018-2022 commitments to support economic growth, job creation and quality service delivery in Jordan. Additionally, the 2018-2022 UNSDCF gives particular priority to serving youth, women and the most vulnerable, through strengthened institutions, empowerment and increased opportunities. This project will directly support the three interconnected outcomes. In particular, it will work with the NAF, SSC and MOSD, among others, to increase linkages in the area of social protection and employment, thereby enhancing the effectiveness and efficiency of national systems. It will equally work at the local level to strengthen knowledge of social protection entitlements, and contribute to a culture of social protection, particularly among youth, women and persons with disabilities. Enhanced knowledge of rights is also a key objective of Jordan's Vision 2025. Enhanced and targeted employment services will also facilitate greater work opportunities that cater to a variety of abilities and needs.

The projects design is in alignment with the following ILO's Programme & Budget Outcomes (2020-21):
Outcome 3: Economic, social and environmental transformations for decent work for all, but also to some extent to
Outcome 5: Skills and lifelong learning to facilitate access to and transitions in the labour market

In Jordan, the project is contributing to the Country Programme Outcome (CPO) JOR105: Improved existing programmes to extend social security coverage through the progressive establishment of a national Social Protection Floor (SPF).

At the early stages of the programme, the design was aligned to the ILO 2018-2022 Decent Work Country Programme for Jordan, agreed with the Government and with social partners specifically to:

Priority 1: Employment creation contributes to economic and social stability, and

Priority 2: Decent working conditions for all create a level playing field for male and female Jordanians, refugees and migrants, and more specifically, Outcome 2.3: Sustainable and adequate social protection coverage is extended for all in need and contributes to formalising the informal economy.

This project is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG 1: "End poverty in all its forms everywhere", and in particular target 1.3: Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable, while also contributing to SDG 8: "Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all" and in particular target 8.5. Full employment and decent work with equal pay. It also contributes to SDG 10, target 10.4: Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality; SDG 11, target 11.1: Ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums and the human right to adequate housing, and more generally to SDG 5 on gender equality.

Providing social protection access to all, including for groups traditionally marginalised and/or discriminated against by national systems is key to fulfilling the pledge of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs) to leave no one behind and reach the furthest
first.

In line with the Overall Objective of the EU Regional Trust Fund in Response to the Syrian Crisis, (EUTF Syria) "to provide a coherent and reinforced aid response to the Syrian crisis on a regional scale, responding primarily to the needs of refugees from Syria in neighbouring countries, as well as of the communities hosting the refugees and their administrations, in particular as regards resilience and early recovery", the project contributes to the Specific Objective 2 of the EUTF Syria Result Framework at the time of project design[18].

The project fits the EUTF scope of bridging the nexus between the humanitarian-development divide; it aims at creating closer links between humanitarian and social protection to better meet the chronic and acute needs of crisis-affected populations, including refugees and their hosts, reduce humanitarian needs and ultimately, secure a path to sustainable development.

The Joint Project is led by the ILO (Lead Implementing Agency and Administrative Agent for financial management) and implemented in partnership with UNICEF. The project is headed by the Chief Technical Advisor (CTA) for the ILO's Programme of Support to the Crisis Response and receives technical and programmatic backstopping from the ILO Regional Office of Arab States on periodical basis.

In September 2022, the EU conducted an external Results-Oriented Monitoring (ROM) mission to evaluate the project's progress across all outcomes and outputs. The mission aimed to identify key risks and challenges while offering recommendations for improvement. The feedback from the ROM mission aligned with the observations made by the implementing agencies, supporting the need for adjustments to specific project and targets.

Subsequently, a joint midterm evaluation initiated by ILO and UNICEF began in the fourth quarter of 2022. However, due to the request for a no-cost extension and subsequent modifications to the project design, the evaluation's field phase was temporarily suspended. The midterm evaluation resumed in 2023 and was finalised in May of the same year.

[18] Result #2 reads: "Syrian and host communities with better livelihoods and food access, through better employability prospects and improved financial and productive capacities". https://ec.europa.eu/trustfund-syria- region/sites/tfsr/files/eutf_rf_2019.pdf

In June 2023, the project received a 15-month no-cost extension to ensure the effective and sustainable achievement of its three key outcomes. This extension also allowed the project to address delays, conduct necessary assessments, and respond to emerging policy priorities.

In February 2025, the project received another EU-ROM mission to assess the overall performance and follow up on the previous ROM mission. The findings of the ROM mission are to be considered in the final evaluation.

EVALUATION OBJECTIVES, SCOPE AND INTENDED USERS

OBJECTIVES

ILO considers evaluation as an integral part of the implementation of development cooperation activities. Provision is made in the project in accordance with ILO evaluation policy and strategy and UNICEF evaluation policy. As the project is coming to an end and in line with the project's evaluation commitments, a final independent joint evaluation is due.

The objective of this final evaluation is to build upon the mid-term findings and questions while focusing on outcomes, impacts, and sustainability as the project nears completion. The focus of this final evaluation will be on assessing changes, improvements, and the realisation of the project's long-term goals.

This evaluation will serve the dual and mutually reinforcing purpose of:

Accountability

This evaluation will provide evidence-based, independent assessment and learning perspectives on the intended and unintended results achieved. This will be measured against the results- framework, and ILO and UNICEF mandate, norms and standards, stated objectives and OECD/DAC criteria of relevance, coherence, efficiency, effectiveness, sustainability, and potential impact of the project.

Learning

- Take stock on what works, where, why and under what circumstances, and assess good practices, challenges and lessons learned.
- Provide actionable recommendations on the way forward, mainly in terms of future similar project implementation, improvement, including through cross-learning and prioritization with other UN agencies and government, to ensure fit for purpose.

SCOPE OF THE EVALUATION

The scope of this evaluation will assess ILO and UNICEF MADAD project in Jordan between 2020 and 2025. It will cover all aspects of the project's implementation, highlighting the main challenges, good practices, and the effectiveness in reaching the intended results. This final joint evaluation will give special attention to the systems and the relationships with stakeholders and key actors and how they developed throughout the project timeframe. The geographical coverage is at Jordan national level, aligning with the implementation coverage. The final evaluation is expected to build on the mid-term evaluation findings and the ROM missions reports. The scope will ensure the youth population is included in the evaluation process. UNICEF will playa facilitation role with regards to youth inclusion in the evaluation process.

USERS OF THE EVALUATION

Several stakeholders, both inside and outside of ILO and UNICEF have interests in the results of the evaluation and some of these will be asked to play a role in the evaluation process.

The primary users of this evaluation are the ILO and UNICEF project teams, the donor European Union (EU) (MADAD), the Government of Jordan (Ministry of Social Development (MoSD) and mainly the Implementation Support unit (ISU) for the NSPS, Ministry of Planning and International Cooperation, National Aid Fund (NAF), The Social Security Corporation (SSC), Ministry of Labour, Ministry of Health, Department of Statistics, Ministry of Education, TVSDC, VTC, Jordanian construction contractors' association (JCCA), General Federation of Jordanian Trade Unions (GFJTU), Labour directorates (in the field), National employment and training company (NET), Private sector represented by Jordan Chamber of Industry (JCI) and Jordan Chamber of Commerce (JCC), Vocational Training Corporation training centres, private sector training providers, Civil Society Organizations active in the field of Social Protection, UNHCR as well as the World Bank.

Secondary users include other project stakeholders and units that may indirectly benefit from the knowledge generated by the evaluation.

A participatory approach involving key stakeholders and youth will be ensured to the extent possible.

The preliminary list of stakeholders presented should be completed by the evaluation team during the inception phase and clearly presented into the inception report.

EVALUATION CRITERIA AND QUESTIONS

The final evaluation will assess the findings related to OECD-DAC criteria of relevance, coherence, efficiency, effectiveness, sustainability and impact. It will also mainstream identification of challenges and lessons learned across all criteria to identify best approaches for future similar projects.

Specifically, the evaluation will examine the following aspects:

- Relevance: the responsiveness of the project's objectives and design to the needs of the
- stakeholders, partners, and beneficiaries.
- Coherence: the internal and external coherence of the project.
- Efficiency: use of resources (time, money, efforts, and management) in achievement of projected performance.
- Effectiveness: results in terms of outcomes and outputs achieved; and how were these results achieved.
- Sustainability: How likely the project's effects remain over time.
- Impact: How likely is the project to contribute to change in the systems and the lives of the beneficiaries?

Aligned with the evaluation criteria, the evaluation will address the following core evaluation questions, presented in Table 1.

Applicants are expected to further develop the evaluation matrix at the proposal stage, with suggested evaluation sub-questions and related data collection methods and sources. The final evaluation matrix will be developed by the evaluation team during the inception phase, in collaboration with ILO and UNICEF.

TABLE 1. EVALUATION QUESTIONS

Criteria	Evaluation Questions
Relevance	To what extent do the project's three outcomes (coordination of social protection, labour market access, and transition from cash assistance to employment) respond to the socio-economic context and needs of the targeted populations, and are relevant to achieve of the overall project objectives?

	2.To what extent is the project design in line with Economic Modernisation Vision, the SDGs, Jordan UNSDCF outcomes, ILO P&B and UNICEF's country level goals?
Coherence	3.To what extent is the project coherent with other interventions by the ILO, UNICEF, and other similar projects in the country? 4.To what extent did the collaboration between ILO, UNICEF, and national partners result in a coherent approach to programme's/project's implementation?
Efficiency	5.To what extent were the resources allocated and managed across the three project outcomes efficient?
Effectiveness	6.To what extent did the project achieve the expected outcomes in terms of enhanced coordination (Outcome 1), strengthened labour market access (Outcome 2), and transition from cash assistance to employment (outcome 3)? 7.To what extent did the project effectively mainstream gender equality, human rights, norms, social dialogue, environmental sustainability and inclusion across all outcomes implementation?
Sustainability	8.To what extent have national partners taken ownership of the project's interventions? Are there any systems or commitments in place to ensure sustainability of project achievements? 9.How likely will the project's outcomes be sustainable, in terms of coordination mechanisms, labour market improvements, and transitioning from cash assistance to employment, particularly for women and other vulnerable groups?
Impact	10.What potential impacts has the project had on national social protection, institutional capacities, labour market systems, and the reduction of reliance on cash assistance, particularly for women and other vulnerable groups? 11.To what extent the project contributed to enhancing the social protection and economic self-reliance of refugees and vulnerable local populations in Jordan, particularly of women and the most vulnerable groups?

METHODOLOGY

An indicative methodology design is given here which should be further developed at the proposal stage by the bidders and finalised in consultation with ILO and UNICEF during the inception stage.

In their proposal, the evaluation team will be expected to suggest a comprehensive utilisation-focused and realistic evaluation approach, adapted to the evaluation objectives and purpose.

The evaluation will be carried out by an external independent Evaluation Team (ET). The evaluation will follow a mixed methods approach using both available secondary data and primary quantitative and qualitative data. Triangulation is expected to ensure the reliability and validity of findings. Gender equality and women's empowerment (GEEW) must be mainstreamed throughout the evaluation process. The evaluation must ensure the data collection methods are sensitive to gender, equity and human rights, and the voices of the most vulnerable and remote areas of the country - are sufficiently heard and used.

The evaluation must mainstream ILO's and UNICEF's cross-cutting themes, including norms and social dialogue, gender equality, disability inclusion, environmental sustainability and other non-discrimination concerns throughout its methodology and all deliverables.

Any changes to the methodology should be discussed with and approved by the Evaluation Managers. The ET is expected to follow the below approach:

Inception phase

Document review and analysis
The ET is expected to review and analyse the project-related documents. These include, but not limited to, project documents or concept notes with logical framework, work plans, progress and technical reports, financial reports, evaluations and ROM missions reports, any materials/ studies/ events proceedings prepared or undertaken within the framework of the project.

Inception mission and inception report
The ET will have initial consultations with the Evaluation Managers, the relevant ILO and UNICEF staff managing the project, and other key stakeholders. The objective of the consultations is to reach a common understanding regarding the status of the project, the priority questions, the methodology, available data sources and data collection instruments and an outline of the final evaluation report.

Data collection phase

Individual Interviews
Following the desk review and after the initial consultations as well as the approval of the inception report, the ET will hold virtual and in-person meetings with the identified key stakeholders including the ILO and UNICEF staff members. Individual or group interviews will be conducted based on the provided list of stakeholders and all logistical arrangements will be handled by the ET.

Focus Group Discussions (FGDs)
The ET is expected to organize FGDs with the different groups of end-beneficiaries. The FGDs should consider gender, nationality, geographical coverage, and the thematic area. The ET is expected to lead on all logistics related to the FGDs.

Data analysis and Evaluation report

Drafting the evaluation report
The ET will draft the evaluation report based on the outline agreed upon in the inception report. The evaluation managers will share the draft report with relevant staff, partners and stakeholders and will consolidate their feedback. The ET will, thereafter, amend the evaluation report and submit a final version to the evaluation managers.

Presentation of findings
The ET will convene a workshop to present the evaluation findings and validate the interpretations. Details on the timing and scope of the workshop will be decided with the EMs at the inception phase and adjusted throughout the process, if needed.

DATA QUALITY AND AVAILABILITY

The main sources of information available to the evaluation team will include project documents, project monitoring data, financial report, previous evaluation reports, strategic documents, etc.

The complete library will be shared during the onboarding meeting.

The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. The evaluation team should be assured of the accessibility of all relevant documentation.

At the inception stage, the evaluation team should:
Assess data availability and reliability as part of the inception phase. This assessment will inform the data collection process.

Systematically check the accuracy, consistency, and validity of collected data and information and acknowledge any limitations/caveats in drawing conclusions using the data.
Provide the coding matrix and analysis strategy, alongside the raw data collected.

EVALUATION NORMS AND ETHICAL CONSIDERATIONS

The evaluation should follow the United Nations, ILO and UNICEF evaluation norms and standards: UNEG Norms and Standards (2016), UNEG Code of Conduct for Evaluation in the UN system (2008), UNEG ethical guidelines, ILO evaluation policy,[19] and UNICEF Evaluation Policy.

The evaluation must be carried out in an objective, impartial, open and participatory manner, enabling the voices of all relevant stakeholders to be heard and using empirically verified evidence that is valid and reliable.

Furthermore, the evaluation and all those engaged in designing, conducting and managing activities related to the evaluation will be guided by the ethical principles of respect, beneficence, justice, integrity and accountability as outlined in the UNICEF Procedure on Ethical Standards in Research, Evaluation, Data Collection and Analysis (2021), the ILO's code of conduct for evaluators, and in line with UNEG Ethical Guidelines for Evaluation (2020). accountability as outlined in the UNICEF Procedure on Ethical Standards in Research, Evaluation, Data Collection and Analysis (2021) , the ILO's code of conduct for evaluators, and in line with UNEG Ethical Guidelines for Evaluation (2020).

EVALUATION TIMEFRAME

The evaluation is expected to commence in May 2025 and end in July 2025. The following table describes the tentative timeframe:

Tasks	Number of Working days
Inception phase: inception consultations, desk review, drafting and submitting an inception report	10
Revise and resubmit the inception report	2
Data collection	10
Data analysis, drafting and submission of the evaluation report	15
Workshop	1
Revising the draft final report	5
Integration of all comments and finalisation of the report	2
Total	45

Total estimated payable working days: 45 days

EVALUATION TEAM QUALIFICATION

- The ET is expected to have the following qualifications,
- Master's degree in social sciences, economics, development studies, evaluation or related fields,

[19] https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/policy/wcms_603265.pdf

- with demonstrated strong research experience.
- A minimum of 3 years of experience in social protection (through a team member).
- A minimum of 7 years' experience in conducting projects and programme evaluations, with demonstrated experience in development related programmes is required.
- Previous experience in evaluations for UN agencies is required.
- Evaluation experience with the ILO or UNICEF is an advantage.
- Relevant regional experience and familiarity with implementation of programmes and projects in the region.
- Experience and knowledge of Jordan is a strong asset.
- Full proficiency in English.
- Command of Arabic through a team member.
- Knowledge of the ILO and its normative mandate, tripartite structure and technical cooperation activities is desired.
- Excellent communication, interview and report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.
- Facilitation skills and ability to manage diversity of views in different cultural contexts.
- All team members must have no previous involvement in the delivery of the project under evaluation.
- Proven experience integrating human rights, gender, equity, disability and vulnerability perspective in the evaluation design and analysis.
- Demonstrated experience conducting as team leader evaluation for UN agencies, most preferably for ILO and/or UNICEF (minimum 2 evaluations).

DELIVERABLES

The main outputs of the evaluation consist of the following (all in English):
Deliverable 1: Inception Report along its comments log
Deliverable 2: Draft evaluation report
Deliverable 3: Draft 2 of the evaluation report along its comments log
Deliverable 4: PowerPoint Presentation
Deliverable 5: Final evaluation report with separate template for executive summary and templates for lessons learned and good practices duly filled in (as per ILO's standard procedure, the report will be considered final after EVAL's approval)

PAYMENT TERMS

- 25 % of the total fee against deliverable 1 above, approved by the evaluation managers.
- 45 % of the total fee against deliverable 2 above, approved by the evaluation managers.
- 30 % of the total fee against deliverables 3, 4 and 5 above, the latter being approved by EVAL.

MANAGEMENT ARRANGEMENT

The ET will report to the evaluation managers from ILO and UNICEF. Any technical and methodological matters with them should be discussed with them. The ILO and UNICEF project teams will provide administrative and logistical support during the data collection. The ILO Evaluation Office will approve and sign off the final evaluation report.

After stakeholders have been given ample opportunity to comment on draft outputs, acceptance of the final products rests with the evaluation specialist. Regular meetings will be scheduled between the EMs and the evaluation team to follow up on the assignment and provide support when needed.

OFFICIAL TRAVEL

It is expected that the Evaluation team will visit the country (if located outside) including areas for field work as per the methodology finalised for this evaluation.

All travel costs (international and local) should be planned properly in the technical proposal and included in the financial proposal.

APPLICATION PROCESS

Interested firms intending to submit an expression of interest must supply the following information:

- Cover letters of all team members, describing how the skills, qualifications and experience are relevant to the assignment.
- The CVs highlighting previous evaluations that are relevant to the context and subject matter of this assignment. Date of the evaluations and the managing organization should be clearly stated.
- A short technical proposal (maximum 10 pages),
- A financial proposal indicating professional fee in US$
- Sample of similar work written by the applicant as the main author.
- A statement confirming the evaluation team availability to conduct this assignment and that the evaluation team members have no previous involvement in the implementation and delivery of the project or a personal relationship with any ILO or UNICEF officials who are engaged in the project.

Applications assessment will be 70% on the technical aspect and 30% on the financial.
Deadline: Tuesday April 22, 2025.