



Independent Final Evaluation of Employment Intensive Programme (EIIP) and Decent Employment Project in Jordan

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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 and Abbreviations

Acronyms and Abbreviations	
BMZ	The Federal Ministry for Economic Cooperation and Development
CAB	Cairo Amman Bank
CCF	Common Cash Facility
EIIP	Employment Intensive Infrastructure Programme
CTA	Chief Technical Advisor (ILO)
DOS	Department of Statistics
ILO	International Labour Organisation
DWCP	Decent Work Country Programme
GFJTU	General Federation of Jordanian Trade Unions
M&E	Monitoring and Evaluation
SOPs	Standard Operating Procedures
SDGs	Sustainable Development Goals
ROAS	ILO Regional Office for Arab States in Beirut
PwD	Persons with Disability
PSU	Project Support Unit
POS	ILO Programme of Support to the Jordan Compact
JEA	Jordan Engineers Association
JORISS	Jordan Response Information System for the Syria Crisis
OSH	Occupational Safety and Health
JRF	Jordan River Foundation
MOLA	Ministry of Local Administration
UNHCR	United Nations High Commissioner for Refugees
UNSDF	United Nations Sustainable Development Framework
WP	Work-Permits
JRP	Jordan Response Plan
LI	Labour Intensity
LRB	ILO Local Resource-Based methods

Executive Summary

Background and Project Objective

The Employment Intensive Investment Programme (EIIP) and Decent Employment Project in Jordan – Phase II (2022–2025), funded by the Italian Agency for Development Cooperation (), aimed to support a more inclusive and accessible green labour market for vulnerable Jordanians and Syrian refugees. The project responded to persistent structural labour market weaknesses in Jordan, compounded by the Syrian refugee crisis, high unemployment in rural areas, limited job creation, and increasing climate and environmental pressures.

The EIIP AICS project objective was to improve access to decent, inclusive, and environmentally sustainable livelihood opportunities by combining: Labour-intensive green public works; Skills development and on-the-job training; Institutional capacity building; Support to women-led small and micro enterprises. The project was structured around two outcomes:

Outcome 1: Increased access to decent green jobs through local infrastructure projects.

Outcome 2. Increased and strengthened female-run small and micro enterprises.

Phase II further sought to build on earlier emergency employment interventions by strengthening linkages between short-term employment, skills acquisition, and longer-term livelihood sustainability.

Evaluation Purpose, Scope and Method

The independent final evaluation assessed the EIIP AICS project’s relevance, coherence, effectiveness, efficiency, sustainability, and potential impact in line with OECD-DAC criteria. It was theory-based, aiming to validate the project’s Theory of Change while generating forward-looking recommendations and lessons learned for future phases. The evaluation scope covered the full implementation period from March 2022 to December 2025 in Mafraq and Irbid.

The evaluation applied a mixed-method approach, combining a desk review of project documents and monitoring data with key informant interviews, focus group discussions, and field observations. Evidence was systematically triangulated across sources to ensure credibility and balanced findings. Cross-cutting themes, including gender equality, disability inclusion, environmental sustainability, and labour standards, were integrated throughout the analysis. Particular attention was given to surfacing insights into the project model by examining beneficiaries’ experiences and analysing how the causal pathways functioned in practice.

Summary of Evaluation Findings

Based on the triangulated qualitative and quantitative data, the evaluation provided the following assessment of results against the evaluation criteria and questions:

Assessment of the Evaluation Criteria	
Relevance Satisfactory	Relevance of the EIIP project was assessed as Satisfactory. The project was well aligned with national priorities and the ILO Decent Work Country Programme, while directly addressing the urgent employment and livelihood needs of vulnerable Jordanians and Syrian refugees in rural Mafraq and Irbid. Its integrated design, combining labour-intensive green public works, skills development, institutional capacity building, and women’s enterprise support, appropriately responded to high unemployment, municipal service gaps, and environmental pressures. The participatory selection of municipalities and alignment with local labour market realities strengthened contextual grounding. However, while relevant to immediate

	income stabilisation and capacity-building needs, assumptions regarding sustained labour market absorption and institutional embedding proved optimistic in a structurally constrained rural context, preventing a higher rating.
Coherence Satisfactory	The EIIP project demonstrated satisfactory coherence both internally and externally. Strategically, Outcome 1, focused on labour-intensive green public works and skills development, and Outcome 2, focused on women's enterprise development, were designed as complementary pathways toward improved livelihoods within a broader green and inclusive labour market strategy. In practice, however, the two streams were implemented largely as parallel tracks with limited structured transition mechanisms linking beneficiaries across components, limiting their coherence. Externally, the project was well aligned with national frameworks, including the Jordan Response Plan, climate adaptation priorities, and the ILO Decent Work Country Programme, and it complemented rather than duplicated existing initiatives. Institutional partnerships with municipalities, the Jordan Engineers Association, and implementing partners effectively supported delivery and early stages of the Theory of Change. Nonetheless, deeper institutional embedding of the EIIP model within routine municipal and national systems remains limited, preventing a higher coherence rating.
Effectiveness Satisfactory to Unsatisfactory	Project effectiveness was Satisfactory in delivering planned activities and outputs, including 35,100 workdays generated, 311 workers employed short term, 106 engineers trained and accredited, 186 beneficiaries enrolled in vocational and on-the-job training, and 70 women-led businesses established. Field verification and triangulated evidence confirmed good quality infrastructure, improved technical capacity, and strengthened skills and confidence among participants. Short-term income stabilisation and enhanced employability were achieved. However, improved employability did not consistently translate into sustained employment, and long-term business viability could not yet be confirmed. Limited private sector engagement, weak rural labour markets, and the short project timeframe constrained outcome-level results. These elements were not effective, hence Unsatisfactory. Overall, effectiveness was strong in delivering outputs and immediate benefits, but partial in achieving durable livelihood transformation.
Efficiency Satisfactory	The project demonstrated satisfactory efficiency in the use of time, financial resources, and institutional inputs. Activities were implemented largely as planned, with clear workplans, defined roles among partners, and effective coordination led by the ILO. Procurement, contracting, and payment processes functioned smoothly, and beneficiaries confirmed timely wage and stipend payments, which supported participation and trust. Municipal partnerships, accredited training mechanisms, and implementing partners were mobilised effectively within the available budget and timeframe. Although a no-cost extension was required to finalise TVET and enterprise components, it was managed without additional financial resources, and delays were mainly due to contextual factors rather than management inefficiencies. Overall, the project delivered planned outputs within budget and demonstrated reasonable value for money, though the limited duration constrained its influence on longer-term labour market outcomes.
Sustainability Unsatisfactory	Sustainability is the weakest dimension of the project's performance, and assessed as Unsatisfactory. Although the design incorporated elements intended to support continuity, including accredited engineer training, vocational and on-the-job training, enterprise mentoring, and the creation of green infrastructure assets, the durability of outcomes remains uncertain. Infrastructure works were generally

	completed to good standards and in use at the time of evaluation, but maintenance of green elements varied across municipalities and depends on local fiscal capacity and follow-up resources. Institutional partnerships supported implementation, yet EIIP methodologies have not been fully embedded within routine municipal systems, national professional frameworks, or systematic post-project monitoring mechanisms. Sustained employment and business viability require stronger labour market absorption, access to capital, regulatory facilitation, and continued municipal commitment. In the absence of these enabling conditions, many benefits risk remaining short term, resulting in an overall Unsatisfactory sustainability rating.
Possibility of Impact Cannot Be Determined with available information	The possibility of impact is closely linked to sustainability and remains uncertain. The project generated clear short-term stabilising effects, including temporary income support, improved infrastructure, strengthened technical capacity, and enhanced skills and confidence among beneficiaries, including women and persons with disabilities. However, sustained employment, durable income growth, and systemic labour market transformation were not yet observable within the project timeframe. Most beneficiaries had not transitioned into stable employment, enterprise activities were at an early stage, and institutional embedding of EIIP methodologies remains incomplete. Achieving long-term impact would require stronger rural labour market absorption, structured private sector engagement, improved access to capital, regulatory facilitation, sustained municipal maintenance funding, and deeper institutional integration. Without these enabling conditions, the trajectory toward durable improvements in living conditions and resilience remains weak.

Observations in the Theory of Change

The evaluation found that the **Theory of Change was logically coherent and valid at the activity, output, and immediate outcome levels.** The causal pathways linking training, labour-intensive public works, and enterprise support to short-term income stabilisation, skills enhancement, and increased confidence were largely confirmed by triangulated evidence. **However, the final stages of the causal outcome chain were only partially realised.** The transition from improved employability to sustained employment, from business start-up to durable income growth, and from individual capacity building to institutional embedding did not fully materialise within the project timeframe. These gaps were primarily due to structural labour market constraints, limited absorption capacity, and incomplete institutional integration rather than implementation weaknesses.

Summary of Recommendations

The following recommendations target the critical weaknesses identified in the causal logic and performance conditions of the project, to ensure it meets its Outcome and Impact objectives. Collectively, they contribute to bridging the upgrading mechanism and targeted better result. All of the recommendations are directed to the ILO's office in Jordan. However, they will require collaboration with the ILO's Regional Office, agency level specialist and Jordan stakeholders, in Government and elsewhere in the tripartite partnership.

Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Short-term	Low

Recommendation 1: Clarify the strategic positioning of EIIP for future programming. The ILO should clearly define whether EIIP is intended primarily as a short-term stabilisation instrument or a long-term employment development model and align design accordingly.

Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Medium Term	Medium
Recommendation 2: Prior to future design, agree with MoLA on institutionalising EIIP methodologies within municipal and national systems. Labour-intensive green approaches should be formally integrated into municipal budgeting, procurement systems, and national professional development frameworks. Success will require deepening engagement with MOLA.			

Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan in	High	Medium Term	Medium
Recommendation 3: Into future EIIP design and based in ILO's tripartite mandate, establish structured transition pathways from public works and training to sustained employment. Future EIIP phases should incorporate formal employer partnerships, apprenticeships, and sequenced support mechanisms to facilitate durable labour market integration. These should be institutionalised in trusted partnerships, with a long term perspective.			

Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Medium Term	Medium
Recommendation 4: Strengthen demand-driven design and private sector engagement. Skills development and enterprise support should be aligned with demonstrated labour market demand and supported by structured employer engagement and job placement mechanisms. Success requires market assessment and partnerships.			

Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Medium	Low
Recommendation 5: Introduce systematic project and post-project outcome monitoring and risk tracking. Future interventions should expand monitoring to the Outcome level and institutionalise post-project monitoring of results (tracer studies, business survival tracking), and structured monitoring of employment and sustainability risks beyond project completion.			

Summary of Lesson Learned and Good Practice:

The following lessons learned and emerging good practices were identified through triangulated evidence from document review, field visits, stakeholder interviews, and beneficiary focus group discussions. Lessons focus on transferable institutional insights to inform future programme design, particularly regarding the completeness of causal pathways and sustainability mechanisms. Good practices highlight replicable implementation approaches that demonstrated positive results in inclusion, quality delivery, and stakeholder engagement.

Type	Title	Summary
Lesson Learned	Training and enterprise support require structured market linkage	Skills development and entrepreneurship interventions must be embedded within a complete transition pathway that includes employer partnerships, mentoring, job placement support, and post-training follow-up. Without structured linkage to labour market absorption mechanisms, improvements in employability and confidence may not translate into sustained employment, particularly in weak rural labour markets.
Lesson Learned	Infrastructure sustainability depends on clear municipal accountability	Labour-intensive infrastructure investments require formalised maintenance responsibilities, protective measures for green components, and dedicated municipal budget allocation. Without defined post-completion accountability and follow-up monitoring, public assets risk deterioration, limiting long-term community benefits.
Lesson Learned	Institutional embedding is essential for durability of results	Capacity-building efforts, including engineer accreditation and EIIP methodologies, must be formally integrated into municipal systems, procurement processes, and national professional development frameworks. Project-based implementation alone does not ensure continuity unless institutional ownership and system-level adoption are secured.
Emerging Good Practice	Inclusive and safe worksite management enabling participation of women and persons with disabilities	The project established supervised, respectful, and adaptable work environments that enabled meaningful participation of women and persons with disabilities in public works and enterprise activities. Through differentiated task allocation, adherence to safety standards, and culturally sensitive site management, social and physical barriers to participation were reduced. This approach demonstrates strong potential for replication in labour-intensive programmes seeking to advance inclusive employment objectives.

1. Background and Project Description

1.1 Project Background

At the time of the EIIP AICS project design, the ILO assessed Jordan's labour market faced persistent structural constraints that were significantly exacerbated by the Syrian refugee crisis and successive economic shocks. Since 2011, Jordan had hosted up to 1.3 million Syrians, of whom more than 650,000 are registered with UNHCR. The majority reside outside refugee camps, primarily in urban areas, where access to direct assistance is limited and livelihoods depend largely on securing employment. However, limited legal and administrative pathways to formal work have pushed many Syrian refugees into informal employment, exposing them to exploitation, weak labour protections, and income insecurity. This dynamic has also contributed to downward pressure on wages and working conditions for vulnerable Jordanians and migrant workers.

The ILO further assessed the labour market was already characterised by structural weaknesses prior to the refugee influx, including low job creation, skills mismatches with demand, and pronounced occupational segmentation. Migrant workers traditionally filled low-wage positions in sectors such as construction, agriculture, and manufacturing, while many Jordanians, particularly women, remained outside the labour force. The arrival of Syrian refugees added a further layer of segmentation, with Syrians increasingly concentrated in informal and low-skilled sectors. These dynamics contributed not only to labour market fragmentation but also to perceptions of competition over limited job opportunities. In a context of economic stagnation and rising living costs, such perceptions have at times strained social cohesion between host communities and refugees, placing pressure on local authorities and reinforcing calls for prioritisation of Jordanian workers.

Jordan also faced acute environmental and climate-related pressures that shape the development context. As one of the most water-scarce countries in the world, the country experiences groundwater depletion, declining afforestation rates, rising temperatures, and increasing greenhouse gas emissions. Rapid population growth and regional instability have placed additional stress on already fragile natural resources and municipal infrastructure. Environmental degradation, combined with limited public investment capacity, has reduced the quality of local assets and undermined opportunities for sustainable local economic development. These pressures provided a strong policy rationale for promoting green growth strategies and environmentally sustainable public works as part of labour market interventions.

Since 2013, the ILO has piloted and scaled up employment-intensive infrastructure, skills development, enterprise support, and employment services models aimed at supporting both Syrian refugees and vulnerable Jordanians. The Employment Intensive Investment Programme (EIIP) and Decent Employment in Jordan – Phase II represented a strategic shift from emergency response toward longer-term labour market development. Building on an earlier phase launched in 2020, the project promoted inclusive, resilient, and environmentally sustainable local labour markets through green labour-intensive infrastructure approaches, skills development, post-employment pathways, and support to women-led enterprises, aligned with national frameworks and the 2030 Agenda for Sustainable Development.

1.2 Rationale and Justification for the EIIP Project

The project “Employment Intensive Investment Programme (EIIP) and Decent Employment in Jordan” represents the second phase of the -funded initiative. “Towards a more inclusive economy through immediate job generation and enterprise development for vulnerable refugees and host communities in Jordan – Phase I,” was implemented by the ILO in partnership with the Ministry of Labour and the Ministry of Local Administration. Phase I commenced in 2020, with Phase II launched in 2022 to consolidate results and shift the intervention from primarily short-term emergency response toward more sustainable labour market development.

In the context of persistent labour market fragility, high informality, and constrained employment opportunities, the project responded to the need for an integrated intervention linking short-term income generation with longer-term gains in employability and economic participation for vulnerable Jordanians and Syrian refugees. Drawing on the ILO’s operational experience in Jordan, earlier employment-intensive public works, on-the-job training, and enterprise support initiatives demonstrated measurable improvements in income, skills acquisition, and labour market access. These results provided an evidence-based foundation for scaling and refining proven approaches under Phase II.

The ILO assessed that the project model demonstrated strong strategic alignment with national and regional policy frameworks. It supported the *Regional Refugee and Resilience Plan (3RP) 2021–2022*, particularly its emphasis on expanding economic opportunities and strengthening the resilience of Syrian women and girls. It aligned also with the *Jordan Response Plan (2020–2022)*, especially the livelihoods component aimed at promoting dignified, sustainable economic opportunities for Jordanians and Syrian refugees while reinforcing national institutional capacity. The integration of green employment-intensive approaches further reflects alignment with Jordan’s *Green Growth Agenda* and broader environmental and climate priorities.

At the institutional level, the project was consistent with the ILO Decent Work Country Programme (2018–2022), particularly Priority 1 on employment creation contributing to economic and social stability. It forms part of the ILO’s broader response under the Jordan Compact, supporting private-sector productivity and the creation of decent work opportunities. In line with the ILO Programme and Budget (2018–2019), the project contributes to outcomes related to inclusive job creation and the promotion of sustainable enterprises.

By combining labour-intensive public works, structured on-the-job training pathways, and targeted support to women-led enterprises, Phase II would strengthen the development orientation of earlier interventions. Its justification rests on demonstrated operational effectiveness, strong policy alignment, and the need for an integrated model that generates income, strengthens skills, promotes women’s economic participation, and supports environmentally sustainable and climate-responsive local development.

1.3 Observations on the Context, Rationale and Justification

The EIIP AICS project cycle came to coincide with Syria’s political transition in 2024 and a subsequent period of relative stabilisation. In this context, UNHCR reports the voluntary return of 212,681 Syrian refugees from Jordan during 2025.¹ Evidence from EIIP evaluation interviews and UNHCR reporting indicates that refugee households are actively reassessing whether the conditions for return exist. A UNHCR survey conducted in November 2025 found hope for return among many Syrian refugees in Jordan. However, return decisions remain constrained by persistent security risks, limited economic opportunities, and documentation challenges in Syria, leading most households hesitant for the near term.

¹ From 649,091 (Dec 20224) to 436,410 (Dec 2025), <https://data.unhcr.org/en/situations/syria/location/36>

An unknown number of EIIP AICS participants may be among those who have returned or are considering return when conditions permit. For the purposes of this evaluation, return decisions are driven by household-level risk assessments and broader political, security, and economic factors beyond the project's control. They should, therefore, be treated as a contextual variable rather than indicators of the project's success or failure.

The economic and labour-market conditions described in the initial context analysis largely persisted throughout the project cycle, with volatility linked to regional conflict. Prior to project inception, the COVID-19 pandemic had caused severe labour-market and fiscal disruption, driving unemployment to record levels and widening public deficits and debt. Although a gradual recovery between 2021 and 2023 stabilised conditions, underlying structural vulnerabilities remained unresolved.

During implementation, the renewed Israeli–Palestinian conflict from October 2023 and escalating regional instability reversed post-pandemic gains. Trade disruptions in the Red Sea, alongside declines in tourism, transport, and services, slowed economic growth and reinforced labour-market fragility. Unemployment remained above pre-pandemic levels, with women and youth continuing to face disproportionately high joblessness, underscoring Jordan's exposure to recurrent external shocks.

These contextual dynamics are likely to have influenced project results in ways that are difficult to quantify or attribute, particularly for medium and longer-term employment outcomes. Ongoing labour-market fragility may have limited beneficiaries' ability to translate skills development and entrepreneurship support into sustained livelihoods, while refugee return or anticipated return may have reduced observable retention and follow-up outcomes among some cohorts.

At the same time, in a highly volatile context, the project's short-term employment and income-support functions likely played an unexpected stabilising role, helping mitigate economic shocks and preserve employability. Project results should, therefore, be interpreted in light of these external constraints, particularly when assessing evaluation criteria beyond short-term employment outcomes.

2. EIIP AICS Project Design, Purpose and Objectives

2.1 Project Objectives and Intervention Strategy

From the Project Document, the conceptual evolution in Phase II is the strengthened emphasis on linking short-term employment with skills development and longer-term livelihood sustainability. While Phase I successfully generated immediate income through employment-intensive public works, the project documentation acknowledges the inherent limitation of short-term job creation in producing durable labour market outcomes. Phase II would respond by integrating structured post-employment on-the-job training, clearer pathways into regular employment, and more deliberate sustainability measures to extend the developmental impact of temporary work opportunities.

Green works and expanded support for women's enterprises are important enhancements, but they build on earlier approaches rather than fundamentally redefining the model. The central design shift in Phase II is the explicit effort to connect income generation, skills acquisition, and sustained economic participation within a more coherent causal pathway. In this sense, the core design question became how to integrate employment creation, employability, and institutional sustainability to strengthen the likelihood of lasting results.

To achieve this objective, the overall objective of the EIIP project was to support a more inclusive and accessible green labour market for vulnerable Syrian refugees and Jordanian men, women and persons with disabilities. This was to be achieved through two outcomes and five supporting outputs, focusing on employment-intensive green infrastructure works combined with skills development and post-employment pathways, alongside support to women-led small and micro enterprise development.

Table 1: Project Objectives	
Overall Objective	To support a more inclusive and accessible green labour market for vulnerable Syrian refugees and Jordanian men, women and persons with disabilities.
Outcome 1	Increased access to decent jobs generated through local infrastructure projects.
Outputs	Output 1.1: Engineers and technicians capacitated to utilize labour intensive methods in public works project.
	Output 1.2: Number of workdays generated in public works projects for Syrian and Jordanian men, women and persons with disabilities increased.
	Output 1.3: No. of workers benefited from post-employment job opportunities through on-the-job training.
Outcome 2	Female run, small and micro enterprises increased and strengthened.
Outputs	Output 2.1: Administer business development support to female entrepreneurs through the network of trainer established in phase I of the project.
	Output 2.2: Female run businesses (Jordanian and Syrian) established and expanded.

Beyond the formal results framework, the Project Document articulates a broader *Strategy of Intervention* grounded in the ILO's Employment and Decent Work for Peace and Resilience framework (Recommendation No. 205) and the Jobs for Peace and Resilience approach. This framing situates the project not only as a labour market intervention but as part of a resilience-oriented response in a context of economic fragility and social tension. The strategy operationalised this approach through four interrelated areas:

Enabling Environment: The project supports the development of technical guidelines, market assessments, and operational policies that promote decent work. It introduces social safeguards for vulnerable groups, including Syrian refugees, women, and persons with disabilities, and adjusts contractual conditions to enable the use of labour-intensive methods in public infrastructure.

Capacity Building: The strategy strengthens national institutions, municipal authorities, community organizations, and private sector actors to apply labour-intensive approaches. Training targets senior managers, design engineers, procurement staff, supervisors, and implementing agents, with particular emphasis on supporting women local contractors.

Short-Term Employment Creation: The project generates decent, green, labour-intensive employment opportunities that are cost-effective and meet quality standards. Through EIIP methods, workers gain skills while contributing to climate-responsive infrastructure and improved community assets.

Women's Community Maintenance and Enterprise Support: The project establishes women's community maintenance groups and provides selected female entrepreneurs with enterprise support packages, including entrepreneurship training, grants disbursed in tranches linked to performance milestones, and coaching to strengthen business sustainability.

2.2 Theory of Change

The ILO developed a Theory of Change for the AICS project, after approval of the project document.² Building on the results Strategy of Intervention and results framework, the Theory of Change focuses on how the project will achieve its objective.

The evaluation team assessed of the alignment between the Theory of Change, the Strategy of Intervention and the Results Framework, as used the Annual Reports. Both align with the Results Framework, without substantive deviations. The deviation relates to the difference in the model. Specifically, the Strategy of Intervention does not articulate the assumptions and causal pathways described in the theory. Also, the Toc appears to elevate On the Job Training as the core transformational mechanism, while the Strategy give it limited reference. Therefore, the Theory of Change advances a conceptual logic that is not explicitly present in the Strategy.

Based on this assessment, the Evaluation will use the Theory of Change as its analytical framework.³ The theory is complete and does not need reconstruction. In summary:

² From an interview with the ILO Project Manager, the evaluation team understands that the ToC was developed shortly after the project document was approved for funding, The actual application of the ToC will be assessed during the evaluation.

³ This assessment will be re-validated during the evaluation process to ensure there is no deviation that might affect results.

Table 2: Summary of the AICS Theory of Change

If the project builds the capacity of engineers, technicians, municipalities, and national partners to apply labour-intensive and climate-smart EIIP methods,
and if green public works are implemented that generate short-term decent jobs while providing workers with practical experience and on-the-job training,
and if women entrepreneurs receive tailored business development services, coaching, seed funding, and support to enter markets,
then vulnerable Syrian refugees and Jordanian women, men, and persons with disabilities will have improved access to decent, green employment and strengthened livelihood opportunities through either enhanced employability or sustainable enterprise development
because strengthened local systems, improved worker skills, expanded women's economic participation, and institutionalization of EIIP approaches together create the conditions for a more inclusive, climate-resilient, and gender-responsive labour market in Jordan.

The causal pathways with the model appear as follows:⁴

Table 3: Causality within the AICS Project

PATHWAY 1: Local Systems → Decent Green Jobs

IF Engineers & municipalities are trained in EIIP + climate-smart methods AND Municipalities implement green, labour-intensive public works THEN More decent, green workdays are created, and asset quality improves contributes to Outcome 1 (improved access to decent, green jobs)

PATHWAY 2: Workers' Skills → Long-Term Employment

IF Workers gain EIIP experience AND receive on-the-job training with firms AND Workers acquire stronger technical + employability skills THEN Their chances of transitioning into longer-term employment increase supports sustained livelihood improvements for vulnerable groups

PATHWAY 3: Women's Empowerment → Economic Inclusion

IF Women receive Business Development Support, coaching, seed funding, and market access support AND Household and community norms increasingly permit women's participation. THEN Women-led enterprises grow and become more sustainable contributes to Outcome 2 (strengthened women-led enterprises)

PATHWAY 4: Institutionalisation → Sustainability

IF National partners participate in steering, training, and system adoption AND EIIP tools and practices become embedded in institutional workflows THEN Project approaches are maintained beyond project duration strengthens long-term sustainability of both outcomes

⁴ Indicative and summarised for purpose designing the evaluation method. To be confirmed by the evaluation.

3. Evaluation Approach, Method and Scope

3.1 Evaluation Objectives and Scope

The objective of the final independent evaluation is to provide an impartial assessment of the project's implementation and results for accountability and learning. It assesses the **relevance, coherence, effectiveness, efficiency, sustainability, and potential impact of the EIIP and Decent Employment Project in Jordan**, generating evidence-based findings, lessons learned, and recommendations to inform future programming.

The evaluation examines the extent to which the project achieved its intended outputs and outcomes, responded to the needs of Syrian refugees and vulnerable Jordanians, aligned with national strategies and ILO frameworks, and contributed to decent work, gender equality, disability inclusion, and environmental sustainability. It also reviews the project's Theory of Change, assumptions, and risks.

Cross-cutting themes include gender equality, disability inclusion, labour standards, social dialogue, and environmental sustainability. Stakeholders consulted include ILO constituents, the donor (AICS), implementing partners, relevant UN agencies, and ILO offices at country, regional, and headquarters levels.

Table 4: Summary of Evaluation Purpose and Objective

Level	Statement
Evaluation Purpose	To assess the overall performance, design validity, and results of the EIIP and Decent Employment Project in Jordan, and to generate evidence-based findings and recommendations to inform future programming and organizational learning.
Objective 1: Results and Performance	Assess the project's relevance, coherence, effectiveness, efficiency, sustainability, and potential impact against planned outputs, outcomes, and cross-cutting commitments.
Objective 2: Design Logic and Theory of Change	Examine the validity of the project's Theory of Change, underlying assumptions, risk pathways, and causal logic to determine whether the design realistically supported achievement of intended outcomes.
Objective 3: Evidence and Learning	Generate credible, triangulated evidence on what changed for beneficiaries, what enabled or constrained performance, and what lessons can be applied to future EIIP or similar interventions.
Objective 4: Forward-Looking Recommendations	Provide actionable recommendations to improve programme design, delivery, sustainability, and strategic alignment with ILO frameworks, national priorities, and donor expectations.

3.2 Evaluation Approach and Method

The evaluation used a theory-based, mixed-methods and formative approach consistent with ILO evaluation norms and OECD-DAC criteria. The approach provided the conceptual frame for assessing project performance, examining causal pathways, and validating the project's underlying Theory of Change. It integrated document analysis, quantitative review, and qualitative inquiry, with evidence triangulated across multiple sources to support credible and balanced findings. The evaluation design

integrates document review, analysis of project monitoring and reporting data, some external literature, key informant interviews, focus group discussions. Data from multiple sources were systematically triangulated to strengthen the robustness and credibility of findings, and to account for contextual and implementation variability across locations and components.

The evaluation approach includes:

- Validating the Theory of Change to examine underlying assumptions, risk pathways, and the plausibility of the intended causal logic.
- Applying DAC criteria of relevance, coherence, effectiveness, efficiency, sustainability, and impact orientation, to assess project achievements and constraints.
- Triangulating evidence across all sources, ensuring that findings are grounded in convergent patterns rather than single data points.
- Integrating cross-cutting dimensions throughout the analysis, including gender equality, disability inclusion, international labour standards, and environmental sustainability.
- Ensuring learning orientation, so that insights derived from the evaluation support organizational reflection, programme adaptation, and future planning.

Data was gathered using the following instruments and sources:

A **structured review of the project documents**, including design, monitoring and progress reporting, financial information, training materials, and national strategies. These established to establish a factual baseline and verify reported results.

2. Key Informant Interviews (KIIs) with Focus Group Discussions (FGDs) and Field Visits and Direct Observation:

Semi-structured interviews with ILO staff, government partners, social partners, municipal authorities, implementing agencies, employers, and other stakeholders to understand design choices, implementation processes, institutional relationships, and perceived achievements or constraints. Engagement with national partners and ILO counterparts throughout the evaluation process, culminating in a validation meeting to review preliminary findings, refine interpretations, and ensure accuracy.

Group discussions with beneficiaries, including Syrian refugees, vulnerable Jordanians, women, youth, and persons with disabilities, to explore experiences, perceived benefits, challenges, unintended effects, and barriers to achieving outcome-level change. Observation of selected areas, municipal worksites, training venues, and enterprise activities to assess output quality, validate implementation and contextual factors influencing results.

3. Data Triangulation

Systematic comparison of information gathered through documentation, monitoring data, KIIs, FGDs, and field visits to validate findings, identify inconsistencies, and strengthen the reliability of conclusions.

4. Inclusion of Cross-Cutting Themes

All data collection and analysis will incorporate gender equality, disability inclusion, international labour standards, environmental sustainability, and social dialogue, ensuring these dimensions inform both findings and recommendations.

5. Development of Forward-Looking Recommendations

Recommendations will be derived through synthesis of validated evidence and structured analysis of options, ensuring they are actionable, realistic, and aligned with ILO frameworks, national priorities, and future programming needs.

1.2 Observations on EIIP II Project Design

The key challenge was to identify whether the project design articulates and operationalises the necessary linkages between immediate income, skill acquisition, and durable livelihood opportunities, and whether these linkages are sufficiently embedded to support inclusive and sustained results for all target groups to summarized aligns these interventions under a single objective an inclusive green labour market linking short-term employment generation (Outcome 1) with longer-term livelihood sustainability (Outcome 2) .

In design terms, these outcome areas are presented as complementary elements of a broader approach to improving living conditions and resilience. Outcome 1 is intended to deliver immediate benefits for participating individuals and visible improvements in community assets, while Outcome 2 is intended to strengthen human capital and future livelihood prospects for a subset of participants. The evaluation assesses the extent to which these design elements were implemented as intended, how or if they interacted and how they contributed to results along the project's change pathways.

4. Summary of Triangulated Data on Performance Results

This section presents a consolidated analysis of evidence drawn from project documentation; Annual Progress Reports, partner final reports, monitoring data, key informant interviews, beneficiary focus group discussions, and field observations conducted in selected municipalities. Triangulation was used to verify reported achievements, identify converging and diverging evidence, and assess the extent to which the project's causal pathways operated as intended.⁵

Overall, triangulated evidence confirms that EIIP Phase II performed strongly at activity and output levels across all components. Short-term employment was generated as planned, infrastructure works were delivered to generally good technical standards, engineers and beneficiaries acquired relevant skills, and women-led businesses were successfully established. However, the evidence also shows limited results with the transition from these outputs to sustained employment, durable income generation. Also, institutional embedding was only partially realised within the project timeframe. While the project delivered meaningful short-term stabilisation and capacity-building effects, longer-term livelihood transformation remains constrained by structural labour market conditions, limited labour market absorption, and incomplete institutional anchoring.

Outcome 1: Green Infrastructure and Short-Term Employment

Triangulated evidence confirms that labour-intensive green public works were implemented in five municipalities, generating 35,100 workdays and providing short-term employment to 311 workers. Field visits to Rihab, Al-Mazar, and Al-Kura verified the physical completion of works and confirmed generally good workmanship and technical supervision. Beneficiary FGDs consistently reported timely wage payments and meaningful short-term income support.

The evidence supports the conclusion that the EIIP AICS employment-generation mechanism functioned as intended. The project successfully created short-term income opportunities while improving community infrastructure. The field observations identified sustainability risks not fully reflected in monitoring reports. These included instances where protective mesh around newly planted trees was absent, reported removal of trees by local residents, and partial completion of public space development due to funding limitations. In some municipalities, continuation and maintenance of green elements depend on future municipal resource allocation. These findings do not contradict reported achievements but qualify the long-term durability of infrastructure outcomes.

Assessment: Outputs were achieved. Short-term employment effects verified. Sustainability of infrastructure assets remains partially dependent on municipal capacity, follow-on resources, and maintenance planning.

Engineers' Capacity Building

Documentation states that 106 engineers were trained and accredited through the Jordan Engineers Association, exceeding initial targets. Interviews with JEA and municipal engineers confirmed the results and the improvements in understanding labour-intensive methods, green standards, site supervision, and inclusive worksite management. No major implementation inefficiencies were reported or identified in the qualitative data.

Triangulated evidence, therefore, supports the conclusion that the training improved individual technical capacity and contributed to infrastructure quality. However, informant interviews indicate

⁵ The consolidated quantitative and qualitative data is included as Annex F to this report.

that EIIP methodologies have not yet been formally integrated into routine municipal budgeting, procurement procedures, or national professional development frameworks. Continued application appears dependent on future EIIP-type projects rather than systemic institutionalisation within government systems.

Assessment: Output achieved. Individual capacity strengthened, noting that institutional embedding remains incomplete and dependent on external project continuity.

Skills Development and Employability Transition

The vocational training and on-the-job training component enrolled 186 beneficiaries, with 181 completing the programme and 16 transitioning into employment at the time of reporting. FGDs and implementing partner interviews confirm gains in practical technical skills, soft skills (teamwork, communication, discipline), and increased confidence. Beneficiaries described the training as relevant, accessible, and aligned with local economic activities.

Triangulated evidence, therefore, confirms that the intervention improved employability. This was evidenced through beneficiary-reported improvements in competencies, enhanced understanding of workplace expectations, and increased readiness to engage with employers. However, improved employability did not consistently translate into sustained employment. Sixteen persons reported employment that could be attributed to EIIP II, which is a result. However, most participants had not secured stable jobs at the time of evaluation. Structural labour market constraints in rural areas, limited employer demand, regulatory barriers (including work permit procedures), transport costs, and the short duration of the intervention limited observable employment outcomes.

Assessment: Outputs were achieved and individual employability improved. The transition to sustained employment was only partially realised within the project period, with labour market absorption remaining a key constraint.

Outcome 2: Women's Enterprise Development

The enterprise component delivered structured entrepreneurship training, mentoring, and grants to women in targeted governorates. Seventy businesses were established and operational at the time of evaluation. Training completion, grant disbursement, and mentoring visits were verified through documentation and interviews.

Women beneficiaries reported increased business knowledge, financial management skills, and confidence. Early signs of income generation were observed, and businesses were operational at time of field visits. However, the enterprise component concluded shortly before evaluation, and systematic data on business survival, profitability, income stability, or employment generation were not yet available. Sustainability remains sensitive to market volatility, financial shocks in families and limited capital buffers, and broader economic pressures. Given the timing of the evaluation, longer-term business performance and sustainability cannot be confirmed.

Assessment: Outputs achieved. Businesses established and operational. Long-term viability and income impact not yet measurable within project timeframe.

Cross-Cutting Dimensions

Triangulated evidence confirms that participation targets for women, Syrian refugees, and persons with disabilities were met. FGDs indicate that work environments were perceived as safe and inclusive, and strengthened social cohesion between Syrian and Jordanian participants. Participation-level inclusion was successfully operationalised. Regardless, the economic empowerment outcomes for vulnerable groups remain influenced by structural labour market limitations and broader socioeconomic constraints beyond the project's direct control.

Overall Triangulated Conclusion

The triangulated evidence demonstrates that EIIP Phase II was highly effective at delivering planned activities and outputs and generated meaningful short-term stabilizing effects, including income support, skills enhancement, business establishment, and improved infrastructure quality. However, the progression from outputs to sustained employment, durable income growth, institutionalisation of methodologies, and systemic labour market change remains incomplete. While the project successfully strengthened capacities and created enabling conditions at local level, longer-term livelihood transformation requires extended engagement, stronger labour market absorption, systematic post-project follow-up, and deeper institutional embedding within national systems.

Theory of Change Validation and Limitations

Validation of the Theory of Change

The evaluation assessed the extent to which the project's Theory of Change held true in practice by examining the functioning of its core causal pathways through triangulated evidence. The intension was to provide insights on projects design.

Overall, the project's Theory of Change was logically coherent and internally consistent. Evidence confirms that the initial stages of the causal chain operated largely as intended. Training of engineers contributed to improved supervision and quality of green infrastructure works. Labour-intensive public works generated short-term employment and income relief. Skills development improved employability, and enterprise support enabled women to establish businesses.

At these levels, the Theory of Change holds. However, the evaluation finds that the final stages of the causal logic breaks down. Namely the transition to sustained employment, durable income growth, institutionalisation of EIIP methodologies, and contribution to a more inclusive green labour market, were only partially or not realised within the project timeframe. The project was not effectively designed to achieve the outcome transition, and the sustainability of results.

These final links depend on external enabling conditions, including labour market absorption capacity, municipal fiscal resources, regulatory facilitation, and broader economic stability.

The Theory of Change functioned effectively at:	Where the Theory Was Not Fully Realised:
- Activity level (training, infrastructure, grants delivered) - Output level (workdays generated, engineers trained, businesses established) - Short-term outcome level (income stabilisation for the duration of the project, improved skills, enhanced confidence, business start-up) The causal links between these stages were observable and supported by converging evidence across documents, interviews, FGDs, and field visits.	The theory weakened at the transition from: - Improved employability → sustained employment - Business establishment → stable and growing income - Individual capacity building → institutional embedding - Project-level intervention → structural labour market transformation

Why the Theory Was Only Partially Realised

From assessment of all information sources, the incomplete realisation of the Theory of Change did not result from an implementation weaknesses. Rather, it reflects structural and contextual constraints in the project context, including:

- Weak rural labour markets with limited job creation

- Regulatory barriers affecting mobility and work permits
- Short project duration relative to the time required for labour market transition
- Absence of formal institutional mechanisms to embed EIIP methodologies
- Economic volatility linked to regional instability

The Theory implicitly assumed that improved employability and business readiness would be absorbed by functioning labour markets. In practice, labour market demand proved insufficient to translate improved capacities into sustained employment within the project period. These considerations were not incorporated into project design, affecting outcome level results.

Overall Assessment of the Theory of Change and Evaluator Observations

The Theory of Change was valid and operationally sound at the levels directly within the project's sphere of influence. It accurately explains short-term stabilisation and capacity-building outcomes. Yet its final stage, contributing to an inclusive, climate-resilient green labour market, required enabling conditions that extend beyond the project's immediate control and timeframe. As a result, the Theory of Change holds at immediate and intermediate stages but remains only partially realised at the level of long-term labour market transformation

Table 5: EIIP Outcome, Activity with Causal Paths and Results Matrix

Outcome	Key Activities	Intended Causal Path (Theory of Change)	Reported Results (Documents & Partner Reports)	Observed Results (Field Visits, FGDs, KIIs)	Assessed Result
Outcome 1.1 Increased access to decent jobs through green labour-intensive infrastructure	• Selection of municipalities • Design of green EIIP projects • Labour-intensive public works • Inclusion of women, Syrians, PWDs	If municipalities implement labour-intensive green works → vulnerable groups gain short-term paid employment → local infrastructure improves → temporary income relief and community assets are created	• ~35,100 green workdays generated • Inclusion targets largely met • 5 municipalities implemented EIIP works	• Short-term employment confirmed • Income helped cover basic needs • Infrastructure quality good • Some sustainability gaps (tree protection, incomplete park, maintenance risks)	Achieved (short-term)
Outcome 1.2 Improved quality and relevance of local infrastructure	• Training of municipal engineers • Technical supervision of works • Application of LRBT & green standards	If engineers are trained and accredited → works are better designed and supervised → infrastructure quality, safety, and environmental outcomes improve	• 63 engineers trained and accredited by JEA • Green LRBT methodologies applied	• High workmanship quality observed (Rihab, Al-Mazar, Al-Kura) • Engineers demonstrated competence • Some gaps in environmental sustainability (tree loss, protection)	Achieved
Outcome 1.3 Improved employability through skills transition	• EIIP short-term work • TVET training • On-the-job training • Mentorship (JRF)	If EIIP workers receive TVET/OJT → skills and confidence improve → employability increases → transition to jobs	• 186 beneficiaries trained (VT & OJT) • Skills improvement recorded • 16 beneficiaries placed in jobs	• Strong skills and confidence gains reported • Most participants still unemployed • Employment outcomes limited by weak labour market	Achieved but transition into employment can't be measured now .

Outcome	Key Activities	Intended Causal Path (Theory of Change)	Reported Results (Documents & Partner Reports)	Observed Results (Field Visits, FGDs, KIs)	Assessed Result
Outcome 2.1 Improved business skills of women	• GYBI & SYB training • Business planning • Coaching & mentoring (KHF)	If women gain business skills and mentoring → they can develop viable business plans → readiness for self-employment increases	• 100+ women trained • Business plans developed • High participation rates	• Women reported increased confidence and knowledge • Limited ability to start businesses without assets	Achieved (skills)
Outcome 2.2 Female-run businesses established and expanded	• Selection of grantees • Grant provision • Procurement & mentoring	If women receive grants + mentoring → businesses are established → income generation improves → economic empowerment	• 70 businesses established • Procurement and mentoring completed	• Businesses established • Early income signs • Sustainability and growth not yet measurable	Achieved (outputs)
Cross-cutting: Gender & social cohesion	• Inclusive targeting • Mixed Syrian/Jordanian groups • Community-based works	If activities are inclusive → women and refugees participate → social cohesion improves	• Inclusion targets met • Mixed participation	• Positive or neutral Syrian-Jordanian relations • Women felt more confident and visible	Achieved

Summary Assessment against the Evaluation Criteria

The Terms of Reference require that the Evaluation summarise its findings according to the OCED DAC evaluation criteria for Relevance, Coherence, Effectiveness, Efficiency, Impact Orientation and Sustainability. The section Assessment of Evaluation Criteria provides a summary assessment of the project, organised within the criteria framework. The evaluation questions are taken from the Inception report, and the responses are based on the triangulated data, with specific references to both the qualitative and quantitative data, and supplemented with evaluator observation.

Evaluation Criteria: Relevance

Evaluation Questions:

1. To what extent does the project's reconstructed Theory of Change reflect the realities of vulnerability, labour-market constraints, and institutional capacity in Jordan?
2. Did the project design include the assumptions and enabling conditions required for short-term employment, skills development, and entrepreneurship support to lead to improved livelihoods?
3. Were the perspectives of ILO constituents and the needs of women, youth, refugees, and people with disabilities sought and sufficiently incorporated into the programme logic, targeting, and design choices? Does the design reflect those needs?
4. To what extent were site-selection criteria and programme choices were grounded in evidence of local needs, labour-market conditions, municipal priorities, and environmental relevance?

Relevance Assessment: Satisfactory

Relevance of the EIIP project was assessed as **Satisfactory**, based on strong alignment with national priorities, local labour-market realities, and the expressed needs of vulnerable Jordanians and Syrian refugees in rural host communities.

Alignment with National and Institutional Priorities

The project's objectives and design were closely aligned with the Government of Jordan's priorities, including the Jordan Response Plan, employment and resilience strategies, climate adaptation goals, and decentralised municipal development objectives. The project also aligned with the ILO's Decent Work Country Programme and broader commitments to green jobs, inclusive employment, and social cohesion.

By combining labour-intensive green public works, skills development, institutional capacity building, and women's enterprise support, the project responded directly to persistent structural challenges identified in national frameworks: high unemployment in rural governorates, limited livelihood opportunities, pressure on municipal services due to refugee influx, and increasing environmental and climate-related stresses.

Green infrastructure interventions, such as cobblestone rehabilitation (low-carbon materials), gabion wall construction, erosion control measures, and tree planting, demonstrated consistency with environmental resilience and climate adaptation priorities.

Reflection of Labour-Market and Institutional Realities (Evaluation Question 1)

The reconstructed Theory of Change appropriately reflected the need for short-term income stabilisation and capacity-building in a context characterised by rural labour-market fragility and institutional resource constraints. Beneficiary focus group discussions consistently reported severe employment scarcity prior to the intervention, confirming that short-term paid work and skills enhancement addressed immediate socioeconomic vulnerabilities.

The Theory of Change accurately recognised the importance of combining employment generation with employability strengthening and enterprise development. However, as noted in the triangulated findings, longer-term labour-market absorption and institutional embedding remained structurally constrained. While this does not undermine the project’s relevance, it indicates that some enabling conditions—particularly sustained labour demand and municipal fiscal capacity—extended beyond direct project control.

Design Assumptions and Enabling Conditions (Evaluation Question 2)

The project design incorporated key enabling elements required for improved livelihoods, including:

- Accredited technical training through the Jordan Engineers Association
- Structured on-the-job and vocational training aligned with local economic sectors
- Business development training and mentoring for women entrepreneurs
- Competitive grant allocation with follow-up support

Participation and demand exceeded initial targets in several components, including workdays generated, engineers trained, and businesses established, suggesting strong alignment between design choices and local demand.

Nevertheless, while the design was operationally sound, certain enabling conditions—such as broader labour-market demand, regulatory flexibility, and sustained municipal maintenance funding—remained outside the project’s sphere of influence. These structural constraints affected the full realization of longer-term employment outcomes but do not detract from the project’s contextual appropriateness at design stage.

Incorporation of Target Group Needs and Perspectives (Evaluation Question 3)

Evidence indicates that the project design adequately reflected the needs of vulnerable Jordanians, Syrian refugees, women, youth, and persons with disabilities. Municipalities were invited to submit proposals for green labour-based projects, which were assessed jointly by the Ministry of Labour and the ILO, ensuring that infrastructure investments were grounded in locally identified priorities. This participatory selection mechanism strengthened contextual relevance.

Beneficiary FGDs confirm that activities were appropriate to participants’ skills, rural location, and household responsibilities. The focus on agriculture, food-related activities, municipal works, and green infrastructure aligned with the dominant livelihood patterns in Mafraq and Irbid. Women beneficiaries highlighted that enterprise support and training modalities were culturally acceptable and accessible. Inclusion of Syrian refugees and vulnerable Jordanians was perceived as equitable and conflict-sensitive, reinforcing social cohesion objectives.

Additionally, proximity of worksites reduced transport costs, which beneficiaries identified as a major barrier to accessing employment in rural areas. This practical design feature enhanced accessibility and relevance.

Site Selection and Grounding in Local Needs (Evaluation Question 4)

Site-selection criteria and programme choices were grounded in documented local needs, municipal priorities, and environmental relevance. Municipal proposals were reviewed through a structured selection process involving national stakeholders, ensuring alignment with local development plans and labour-market conditions. Field observations confirmed that selected infrastructure investments addressed tangible community gaps, including public access improvements, rehabilitation of degraded spaces, and enhancement of community facilities.

The integration of green elements and labour-intensive methodologies was appropriate to local ecological conditions and consistent with national climate and environmental strategies.

Overall Relevance Conclusion

Overall, the EIIP project demonstrated strong contextual grounding and policy alignment. Its integrated design responded to immediate livelihood vulnerabilities, municipal infrastructure needs, and environmental resilience priorities in rural Jordan. The reconstructed Theory of Change accurately captured short-term stabilisation and capacity-building needs, although broader structural labour-market constraints limited the realisation of longer-term employment transformation. The project was therefore highly relevant to both target populations and national development objectives at the time of implementation.

Relevance was not assessed as **Very Satisfactory** because, while the project was strongly aligned with national priorities and well matched to immediate livelihood needs, design assumptions regarding labour-market absorption and longer-term employment transition proved optimistic in a structurally constrained rural context. These factors produced the causal pathway break at outcomes. In addition, key enabling conditions, such as sustained labour demand and institutional embedding within municipal systems, remained partially outside the project's control and were not fully secured. As a result, although the project was relevant operationally, it did not fully demonstrate the depth of structural alignment typically required for a "Very Satisfactory" rating.

Evaluation Criteria: Coherence

Evaluation Questions: Coherence

5. To what extent did the project's two streams (Outcome 1 and Outcome 2) function together as a coherent pathway toward improved livelihoods, living conditions and access to longer-term employment, or did they operate as parallel interventions?
6. How well were project strategies aligned with ILO policies, national frameworks, municipal planning, gender/disability inclusion commitments, and UN/partner initiatives?
7. To what extent did the project harmonize with similar efforts of the ILO and the donor, avoiding duplication and promoting a coordinated approach?
8. How well was the project aligned with broader gender equality disability inclusion objectives and strategies at the national and international levels?
9. Did institutional relationships (MoA, Municipalities, ESCs, TVETs, partner organisations) support or hinder the causal pathways assumed in the reconstructed Theory of Change?

Coherence Assessment: Satisfactory

Overall, the project demonstrated **satisfactory coherence**, both internally, between its components, and externally with national systems, institutional partners, and international frameworks. While operational coordination and partnership arrangements were strong, deeper institutional embedding and tighter integration between intervention streams could have further strengthened systemic coherence.

Internal Coherence Between Outcome 1 and Outcome 2 (Evaluation Question 5)

The project design conceptualised Outcome 1 (labour-intensive green public works and skills development) and Outcome 2 (women's enterprise development) as complementary pathways contributing to improved livelihoods and access to longer-term employment. The reconstructed Theory of Change presented these streams as mutually reinforcing elements within a broader green and inclusive labour-market strategy.

In practice, the two streams were coherent at the strategic level but implemented largely as parallel intervention tracks. Outcome 1 successfully generated short-term employment, strengthened engineers' capacity, and improved employability through vocational and on-the-job training. Outcome 2 established women-led enterprises through training, grants, and mentoring support. However, there was limited documented evidence of systematic progression or transition mechanisms linking beneficiaries across streams (e.g., structured pathways from public works into entrepreneurship support).

As a result, the components contributed toward shared livelihood objectives but operated with limited operational integration. Internal coherence was therefore moderate rather than fully consolidated.

Coherent with ILO Policies, National Frameworks and Municipal Planning (Evaluation Question 6)

Project strategies were well aligned with relevant national and international frameworks. The intervention was consistent with the Jordan Response Plan, national employment and resilience strategies, climate adaptation priorities, and decentralised municipal development objectives. It also aligned with ILO commitments under the Decent Work Country Programme and global frameworks promoting green jobs, inclusive employment, and social cohesion.

At municipal level, coherence was reinforced through a structured proposal and selection process, whereby municipalities submitted project concepts aligned with local development priorities. These were assessed jointly by national authorities and the ILO, ensuring compatibility with municipal planning frameworks and community needs. Field observations confirmed that selected infrastructure works addressed tangible local priorities, including public access, environmental rehabilitation, and improvement of community spaces.

Harmonisation and Avoidance of Duplication (Evaluation Question 7)

Evidence indicates that the project complemented rather than duplicated existing initiatives. EIIP Phase II built on institutional arrangements and implementation experience established under Phase I, including accredited training structures and partnerships with municipalities and training providers. Stakeholder interviews, including with the Jordan Engineers Association and implementing partners, confirmed that the project was perceived as reinforcing national efforts in labour-intensive public works and skills development rather than overlapping with them.

While the evaluation did not include a comprehensive mapping of all donor-funded programmes in the targeted governorates, no evidence of duplication or programmatic conflict was identified. Coordination with national institutions and accredited bodies further reduced the risk of parallel systems or fragmented delivery.

Alignment with Gender Equality and Disability Inclusion Objectives (Evaluation Question 8)

The project demonstrated strong alignment with national and international commitments to gender equality and disability inclusion. Participation targets for women and persons with disabilities were met or exceeded in key components, and women's economic empowerment was directly addressed through the enterprise development stream.

FGDs and field visits confirmed that worksite arrangements were perceived as safe and culturally appropriate, and that inclusion measures facilitated participation of vulnerable groups, including Syrian refugees and persons with disabilities. Training curricula and engineering capacity-building activities incorporated inclusion principles consistent with ILO standards and national inclusion commitments.

While structural labour-market barriers limited longer-term economic empowerment outcomes, the project's design and delivery were coherent with broader inclusion strategies at both national and international levels.

Institutional Relationships and Support to the Theory of Change (Evaluation Question 9)

Institutional relationships played a significant enabling role in supporting implementation and delivery. Partnerships with municipalities facilitated site selection and infrastructure execution; collaboration with the Jordan Engineers Association ensured accreditation and technical quality; and partnerships with Jordan River Foundation and the King Hussien Foundation +enabled effective delivery of vocational training and enterprise development components.

These relationships supported the early stages of the reconstructed Theory of Change—particularly activity implementation and output achievement. However, institutional embedding of EIIP methodologies within routine municipal systems and national professional development frameworks remained limited. Continued application of labour-intensive green methodologies appears dependent on future externally funded initiatives rather than systemic integration into government budgeting or procurement systems. Therefore, while institutional partnerships effectively supported short-term implementation and capacity building, longer-term systemic coherence and sustainability remain areas for further strengthening.

Overall Coherence Conclusion

The EIIP project demonstrated **satisfactory coherence**. It was strategically aligned with national priorities, international commitments, and municipal development needs, and was delivered through well-coordinated institutional partnerships. The two intervention streams shared a common livelihood objective but operated with limited operational integration. Institutional relationships strongly supported delivery, though deeper systemic embedding would be required to strengthen long-term coherence and sustainability. Therefore, coherence could not be assessed as Very Satisfactory.

Evaluation Criteria: Effectiveness

Evaluation Questions: Effectiveness

Output Validation

10. Did the project meet all of its planned outputs? How did the project’s activities contribute to the quantity and quality of outputs (employment days, environmental assets, skills training, enterprise support)?

11. To what extent is the output-level monitoring data accurate, complete, and consistent with beneficiary and stakeholder experience?

Outcome Evidence Generation

12. What evidence exists that short-term employment led to increased income security, reduced vulnerability, or improved employability among participants.

12. To what extent did trainees, participants, and entrepreneurship beneficiaries acquire skills, confidence, or capacities that improved their prospects for employment or business activity.

13. Which assumptions in the reconstructed Theory of Change held true, partially held, or did not hold, and why?

14. What contextual, institutional, economic, or behavioural factors enabled or constrained the achievement of Outcome-level change?

Gender, Disability, and Social Inclusion

15. How have women and people with disabilities, cross-cutting policy drivers including gender equality, experienced the project’s interventions, and did project activities challenge or reinforce existing barriers and norms?

Engagement with the Private Sector

17. To what extent did the project engage with the private sector (including main employers’ organization in the country) to enhance the employability of the target groups after the project?

Unintended Effects

Effectiveness Assessment: Satisfactory (Activities and Outputs) to Unsatisfactory (Outcomes)

The evaluation finds that the project was effective in delivering planned outputs and achieving immediate results related to short-term employment, skills acquisition, and institutional capacity strengthening. However, its effectiveness in translating these achievements into sustained employment and durable livelihood outcomes was limited. At the Outcome level, the project limited programming and no results monitoring.

Output-Level Effectiveness (Questions 10–11)

Triangulated evidence confirms that the project met or exceeded most planned outputs. These included the completion of green labour-intensive infrastructure works, generation of 35,100 workdays, provision of short-term employment to 311 workers, training and accreditation of 106 engineers, delivery of vocational and on-the-job training to EIIP participants, and establishment of 70 women-led enterprises through structured entrepreneurship training and mentoring.

Field visits verified the completion and generally good quality of infrastructure works, while interviews with municipal engineers and JEA representatives confirmed improvements in technical supervision and adherence to national standards. Beneficiary focus group discussions corroborated participation in works and training components.

Triangulation between monitoring data, field observations, and beneficiary accounts did not reveal major inconsistencies, indicating that output-level reporting was broadly accurate and reliable. Monitoring systems were robust at activity and output level, though they did not systematically track longer-term outcome indicators.

Immediate Outcome-Level Results (Questions 12–13)

There is qualitative evidence that short-term employment provided temporary income security and reduced immediate vulnerability during participation. Beneficiaries consistently reported that wages helped cover essential household expenses and alleviated short-term financial pressure.

Training components also contributed to improved employability. Participants reported gains in practical technical skills, soft skills (teamwork, communication, punctuality), increased confidence, and greater awareness of labour-market opportunities. Municipal engineers demonstrated enhanced supervisory capacity following accredited training. Women participating in entrepreneurship activities reported improved business planning capacity, financial literacy, and self-confidence.

These findings indicate that the project achieved its immediate outcome objectives related to income stabilisation, skills enhancement, and capacity building.

Theory of Change Assumptions and Outcome Translation (Question 14)

Analysis of the reconstructed Theory of Change indicates that several assumptions held true. The assumption that labour-intensive works would generate short-term employment was confirmed. The assumption that training would improve employability also largely held. However, the assumption that improved employability would translate into sustained employment did not fully hold within the project timeframe. Similarly, while businesses were established, their long-term viability and income growth could not yet be confirmed. Thus, the early stages of the causal pathway operated effectively, while later stages related to durable employment and income outcomes were only partially realised.

Contextual and Structural Constraints (Question 15)

Outcome-level effectiveness was constrained by structural and contextual factors beyond the project's direct control. These included weak rural labour markets with limited employer demand, regulatory

barriers affecting employment access, transport costs, and the relatively short duration of EIIP employment and training cycles. At institutional level, while partnerships supported implementation, EIIP methodologies were not fully embedded into routine municipal systems or national professional development frameworks. This limited prospects for sustained labour-intensive programming beyond the project cycle.

Gender, Disability and Social Inclusion (Question 16)

Women and persons with disabilities experienced the project as accessible and inclusive. Participation targets were met or exceeded in several components. Women beneficiaries reported increased confidence and greater engagement in economic activity through enterprise support, and worksites were perceived as safe and culturally appropriate. While the project did not fundamentally alter structural gender norms or labour-market barriers, it provided culturally acceptable entry points for economic participation and increased visibility of women-led enterprises at community level. Inclusion measures facilitated participation of vulnerable groups without evidence of exclusionary practices.

Engagement with the Private Sector (Question 17)

Engagement with the private sector was limited. While training improved employability, no structured employer partnership or job-placement mechanism was evident to facilitate transition into sustained employment. Limited direct engagement with employers and the broader private sector reduced the project's capacity to influence labour demand or create clear post-training employment pathways.

Unintended Effects (Question 18)

Several unintended positive effects were observed. Beneficiaries reported strengthened social cohesion between Syrian and Jordanian participants, improved community use of rehabilitated public spaces, and increased confidence among women and youth. Municipal engineers reported enhanced professional credibility following accredited training.

Potential unintended limitations included raised expectations regarding sustained employment that could not always be met, and dependence on short-term project cycles for labour-intensive employment opportunities. In some sites, sustainability challenges (such as maintenance of planted trees) highlighted the importance of continued municipal support.

Overall Effectiveness Conclusion

The project demonstrated moderate overall effectiveness. It successfully delivered planned outputs and achieved immediate objectives related to short-term employment, skills development, and institutional capacity building. However, structural labour-market constraints, limited private sector engagement, and the short implementation timeframe restricted the translation of these outputs into sustained employment and durable livelihood outcomes. As a result, effectiveness was strong at output and immediate outcome levels, but partial at longer-term outcome level.

Evaluation Criteria: Efficiency

Evaluation Questions: Efficiency

19. To what extent were time, resources, and inputs deployed in ways that realistically supported both short-term employment and longer-term employability objectives?

19. Were delivery arrangements (procurement, contractor management, site management, ESC coordination, training delivery) efficient and fit for purpose?
20. Did the project achieve reasonable value for money in relation to its outputs and emerging outcome-level changes?

The project demonstrated **Satisfactory** efficiency in the use of resources and in the management of implementation processes. Evidence from Annual Progress Reports and partner final reports indicates that activities were implemented largely as planned, with clear workplans, defined roles among implementing partners, and effective coordination mechanisms led by the ILO. Administrative, procurement, and contracting procedures functioned smoothly, and partners reported that guidance and approvals from the ILO were timely and adequate, enabling the project to progress without significant operational bottlenecks.

Primary qualitative evidence further supports this assessment. Stakeholder interviews and beneficiary focus group discussions consistently reported that project procedures—such as beneficiary selection, communication, work scheduling, and payment mechanisms—were transparent and well understood. Beneficiaries confirmed that wages and stipends were generally paid on time, which contributed to sustained participation and trust in the project. Implementing partners, including the Jordan River Foundation and the King Hussein Foundation, noted that coordination with the ILO was effective and that financial and reporting processes were reliable, even though timelines for some training activities were perceived as tight.

In terms of resource deployment, financial and institutional inputs were sufficient to deliver the planned short-term employment generation and training components at scale. The project successfully mobilised municipal partnerships, accredited training mechanisms, and implementing partners to deliver both employment and skills development within the available timeframe and budget envelope. However, while resources were adequate to support immediate employability objectives, the duration and scale of the intervention limited its capacity to influence longer-term labour market integration beyond the project cycle.

While the project required a no-cost extension to complete certain components, particularly TVET, on-the-job training, and enterprise support, the extension was used efficiently to finalise planned activities without additional financial resources. Delays were largely attributable to contextual factors, sequencing challenges, and labour market constraints rather than inefficiencies in project management. Given that planned outputs were largely delivered within the original budget and without cost overruns, the project demonstrated reasonable value for money in relation to the volume of workdays generated, infrastructure delivered, and institutional and individual capacities strengthened.

Overall, implementation arrangements were appropriate for the complexity and geographic scope of the intervention, and available financial, human, and institutional resources were managed efficiently.

Evaluation Criteria: Sustainability
Evaluation Questions: Sustainability 21. What project elements were intended to ensure the sustainability of Outputs and Outcomes? 22. To what extent is there evidence that environmental assets, municipal works, or afforestation sites will be maintained and used beyond the project period? 23. Did training providers, ESCs, and municipal partners demonstrate ownership or institutional uptake that could sustain benefits after closure? 24. What conditions, financial, institutional, market-related, or behavioural, would be necessary for Outcome-level changes to persist?

25. Are there foreseeable risks to sustaining benefits, given the reconstructed assumptions and risk pathways?

Sustainability Assessment: Unsatisfactory

Sustainability represents the weakest dimension of the project's performance. While the project invested in building individual capacities, creating physical assets, and strengthening institutional partnerships, the continuation of benefits beyond the project period remains uncertain and dependent on external structural and institutional conditions.

Sustainability Mechanisms Embedded in Design (Question 21)

The project incorporated several elements intended to support sustainability. These included accredited training of engineers through the Jordanian Engineers Association, vocational and on-the-job training to enhance employability, structured enterprise development support with mentoring, and the creation of durable green infrastructure assets within municipalities. These measures were designed to generate longer-term benefits by strengthening local technical capacity, improving infrastructure quality, and enabling income-generating activities beyond the immediate project cycle.

Sustainability of Infrastructure and Environmental Assets (Question 22)

Evidence regarding the maintenance and continued use of infrastructure and environmental assets is mixed. Field observations confirmed that infrastructure works were generally completed to good standards and were in use at the time of evaluation. However, sustainability of green elements—such as tree planting and landscaped areas—varied across municipalities. In some cases, protective measures were absent or maintenance arrangements were not clearly institutionalised. Municipal ownership and maintenance planning appeared to differ by location, and the long-term upkeep of assets will depend on municipal fiscal capacity and follow-up resource allocation.

Institutional Uptake and Ownership (Question 23)

At the institutional level, sustainability remains uneven. The accreditation of engineers represents a positive step toward institutional continuity, and implementing partners demonstrated ownership during implementation. However, EIIP methodologies have not yet been fully embedded within routine municipal budgeting, procurement, or national professional development systems. Similarly, structured follow-up mechanisms—such as tracer studies or systematic monitoring of employment and business survival—were not institutionalised. As a result, while individual competencies have been strengthened, institutionalisation of the approach remains incomplete.

Conditions Required for Sustained Outcomes (Question 24)

For outcome-level changes to persist, several enabling conditions would be necessary. These include stronger rural labour market absorption capacity, improved access to capital for small enterprises, regulatory facilitation (including work permit access), sustained municipal maintenance funding, and continued integration of labour-intensive green methodologies within public investment planning. Without these structural and institutional supports, the transition from short-term stabilisation to durable employment and income generation is likely to remain constrained.

Foreseeable Risks to Sustaining Benefits (Question 25)

Key risks to sustainability include continued weakness of rural labour markets, limited private sector engagement, regulatory barriers affecting employment access, insufficient municipal maintenance budgets, and the absence of systematic post-project monitoring. There is also a risk that, without follow-on programming or institutional embedding, labour-intensive approaches may remain project-dependent rather than becoming mainstream practice. These risks could reduce the longevity of both employment-related and infrastructure-related gains.

Overall Sustainability Conclusion

While the project laid important groundwork for longer-term employment, institutional capacity development, and environmental resilience, the durability of its outcomes cannot yet be assured. Sustainability, therefore, is **Unsatisfactory**. It depends on external labour market dynamics, stronger institutional embedding, continued financial commitment at municipal level, and systematic follow-up mechanisms. In the absence of these conditions, many benefits are likely to remain short-term or diminish over time.

Sustainability is assessed as Unsatisfactory because, although outputs were delivered and individual capacities strengthened, mechanisms to sustain employment, enterprise viability, and institutional uptake beyond the project period remain weak. EIIP methodologies were not fully embedded within municipal or national systems, and outcome-level persistence depends heavily on external labour market conditions and follow-on funding. As a result, the likelihood of durable, self-sustaining benefits is limited without continued external support.

Evaluation Criteria: Possibility of Impact

Evaluation Questions: Possibility of impact

26. Based on available evidence, to what extent is the project on a credible trajectory toward improved living conditions, income security, and resilience for vulnerable Jordanians and Syrian refugees?

27. What future enabling conditions would be required for the intended Impact to materialise?

28. How and to what extent have women and people with disabilities experienced longer-term or emerging effects that may contribute to improved resilience or social inclusion?

29. What alternative strategies, design features, or sequencing mechanisms could have strengthened the likelihood of achieving long-term impact?

Possibility of Impact Assessment: Cannot be Determined

Possibility of Impact is closely linked to Sustainability. While the project generated meaningful short-term stabilizing effects, the likelihood that these gains will translate into sustained improvements in living conditions, income security, and resilience remains limited under current conditions.

Credible Trajectory Toward Impact (Question 26)

The project produced important immediate results, including short-term income support through labour-intensive employment, improved public infrastructure, strengthened technical capacity among engineers, and enhanced skills and confidence among beneficiaries. Women participating in enterprise development activities reported increased engagement in economic activity, and rehabilitated public spaces were visibly utilised by communities at the time of evaluation.

However, evidence of sustained employment, durable income growth, or systemic economic transformation was not yet observable within the project timeframe. Most beneficiaries had not transitioned into stable employment by the time of evaluation, and enterprise activities were at an early operational stage. Institutional embedding of labour-intensive methodologies remains incomplete, and private sector engagement was limited. As a result, the project is not yet on a sufficiently robust trajectory toward long-term impact without continued support and structural improvements in the labour market environment.

Enabling Conditions Required for Impact (Question 27)

For the intended impact to materialise, several enabling conditions would be necessary. These include stronger rural labour market absorption capacity, structured private sector engagement and job-placement mechanisms, improved access to capital for small enterprises, regulatory facilitation

(including work permit access), sustained municipal maintenance funding, and formal institutional integration of EIIP methodologies within public investment systems. In the absence of these enabling conditions, short-term gains are unlikely to translate into durable livelihood improvements.

Emerging Effects for Women and Persons with Disabilities (Question 28)

Women and persons with disabilities experienced positive immediate effects, including improved confidence, enhanced skills, and increased participation in economic activities. Women beneficiaries, in particular, reported greater visibility and engagement through enterprise support. However, structural barriers related to market access, mobility, capital constraints, and labour market segmentation continue to limit the likelihood that these emerging effects will evolve into sustained economic empowerment. At the time of evaluation, evidence of longer-term resilience gains remained limited.

Alternative Design or Sequencing Considerations (Question 29)

The likelihood of long-term impact could potentially have been strengthened through deeper private sector engagement, structured post-training job placement mechanisms, longer-duration employment cycles, phased or sequenced support linking public works beneficiaries more directly to enterprise pathways, and systematic tracer follow-up to monitor employment and business survival. Greater institutional embedding within municipal budgeting and procurement systems may also have improved the sustainability and scaling of labour-intensive approaches.

Overall Conclusion on Possibility of Impact

The project successfully generated short-term stabilising effects and built foundational capacities. However, given the absence of sustained employment outcomes, limited labour market absorption, and incomplete institutional embedding, the trajectory toward durable impact remains weak. Without continued engagement, structural reform, and stronger enabling conditions, many of the project's gains are unlikely to translate into long-term improvements in resilience and living conditions.

Conclusion On EIIP AICS Results

The evaluation concludes that EIIP Phase II successfully delivered short-term employment, strengthened technical capacities, and generated valuable green municipal infrastructure. However, the project's Theory of Change revealed a structural break between short-term stabilisation and durable employment outcomes, and sustainability remains uncertain due to limited labour market absorption and incomplete institutional embedding. A future phase should, therefore, prioritise redesign rather than replication, with the explicit objective of addressing these weaknesses in the causal pathway and strengthening long-term viability.

A redesigned EIIP should focus on institutionalising labour-intensive green methodologies within national and municipal systems through formal integration into budgeting, procurement, and professional development frameworks, supported by long-term partnerships. This shift is consistent with changes in the Jordan context, and the possible end of the Syrian Refugee Crisis.

At the same time, the ILO should develop a more effective and sequenced pathway from training to sustained labour market integration, linking municipal infrastructure development to structured employment transition mechanisms. By combining institutional anchoring with stronger labour market alignment, future programming can better ensure that public goods creation, employment generation, and skills development translate into durable livelihood improvements.

Summary of Recommendations

The following recommendations target the critical weaknesses identified in the causal logic and performance conditions of the project, to ensure it meets its Outcome and Impact objectives. Collectively, they contribute to bridging the upgrading mechanism and targeted better result. All of the recommendations are directed to the ILO's office in Jordan. However, they will require collaboration with the ILO's Regional Office, agency level specialist and Jordan stakeholders, in Government and elsewhere in the tripartite partnership.

Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Short-term	Low
Recommendation 1: Clarify the strategic positioning of EIIP for future programming. The ILO should clearly define whether EIIP is intended primarily as a short-term stabilisation instrument or a long-term employment development model and align design accordingly.			

Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Medium Term	Medium
Recommendation 2: Prior to future design, agree with MoLA on institutionalising EIIP methodologies within municipal and national systems. Labour-intensive green approaches should be formally integrated into municipal budgeting, procurement systems, and national professional development frameworks. Success will require deepening engagement with MOLA.			

Addressed to:	Priority	Implementation	Level of Resources
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ILO Jordan in	High	Medium Term	Medium
Recommendation 3: Into future EIIP design and based in ILO’s tripartite mandate, establish structured transition pathways from public works and training to sustained employment. Future EIIP phases should incorporate formal employer partnerships, apprenticeships, and sequenced support mechanisms to facilitate durable labour market integration. These should be institutionalised in trusted partnerships, with a long term perspective.			

Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Medium Term	Medium
Recommendation 4: Strengthen demand-driven design and private sector engagement. Skills development and enterprise support should be aligned with demonstrated labour market demand and supported by structured employer engagement and job placement mechanisms. Success requires market assessment and partnerships.			

Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Medium	Low
Recommendation 5: Introduce systematic project and post-project outcome monitoring and risk tracking. Future interventions should expand monitoring to the Outcome level and institutionalise post-project monitoring of results (tracer studies, business survival tracking), and structured monitoring of employment and sustainability risks beyond project completion.			

Evaluation Annexes

Annex A: Lessons Learned

The evaluation provides indicative lessons learned, derived from triangulated findings across data, interviews, and focus groups. These observations are provided in addition to the lesson documented in the ILO template. They reflect operational and strategic insights relevant to adaptive management, future design, and potential scale-up of similar interventions. They should inform the Theory of Change, adaptation of delivery models, and formulation of recommendations.



Project: Towards a more Inclusive Economy through Immediate Job Generation and Enterprise Development for Vulnerable Refugee and Host Communities in Jordan – Phase II

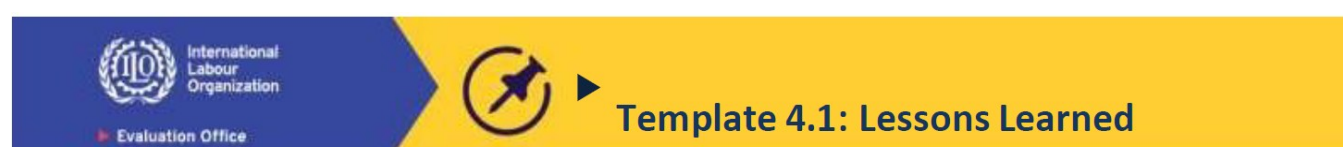
Name of Evaluator: Dareen Alqaseer (Eng.)

Date: 20 February 2026

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

LESSON LEARNED ELEMENT	Training, skills development and enterprise support require structured linkage to the formal labour market to ensure a complete causal pathway.
Brief description of lessons learned	Training interventions must be embedded within a complete and functioning transition pathway, from training to labour market access or business support. Structured follow-up mechanisms, including employer partnerships, mentoring, job placement support, post-training incentives or microfinance for small enterprise, are necessary to move beneficiaries from skills acquisition to sustained employment. Without these linkages, improvements in employability may not translate into durable labour market outcomes, particularly in contexts characterised by weak demand and structural barriers.
Context and any related preconditions	The project targeted vulnerable groups, including women, persons with disabilities, Syrian refugees, and low-income Jordanians, in rural areas with limited labour market absorption and regulatory constraints. While training components were well designed and implemented, broader enabling conditions, including strong private sector engagement and supportive market access mechanisms, were only partially in place and did not function.
Targeted users / Beneficiaries	The 186 trainees, 181 completed the training in both VT and OJT, where 106 beneficiaries completed the OJT and 75 completed VT, with 5 dropouts in this training track. 16 of them were hired and 70 businesses established for women lately.
Challenges /negative lessons - Causal factors	Training duration was relatively short, and structured transition mechanisms linking trainees to stable employment were not systematically established. Post-training support for businesses

	was time-bound, and broader labour market constraints limited absorption capacity.
Success / Positive Issues -Causal factors	Training quality was positively perceived by beneficiaries and institutional partners, and accreditation through national bodies strengthened technical credibility. Municipal engineers reported enhanced supervisory capacity and expressed interest in continued engagement with labour-intensive methodologies.
ILO Administrative Issues	Administrative systems should function not only as compliance mechanisms but also as operational tools that support adaptive management, learning, and performance monitoring throughout implementation.



Project: Towards a more Inclusive Economy through Immediate Job Generation and Enterprise Development for Vulnerable Refugee and Host Communities in Jordan – Phase II

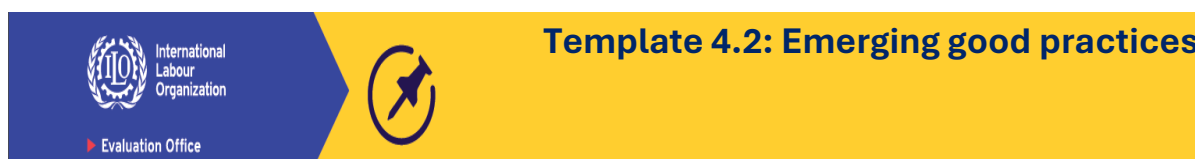
Name of Evaluator: Dareen Alqaseer (Eng.)

Date: 20February 2026

LESSON LEARNED ELEMENT	Sustainable infrastructure outcomes require clear municipal maintenance commitments and accountability mechanisms, particularly for green components.
Brief description of lessons learned	While infrastructure works were completed in line with project design and delivered useful public assets, sustainability of green components such as tree planting was uneven. In several locations, protective measures were absent, and some planted trees were reportedly removed or damaged. This indicates that infrastructure investments must be accompanied by clearly defined maintenance responsibilities, protective measures, and budget allocations to ensure long-term preservation of assets.
Context and any related preconditions	The project aimed to generate decent green employment while strengthening local capacity to design and supervise environmentally sustainable public works. Infrastructure investments were implemented in partnership with municipalities, with the expectation that assets would continue to serve communities beyond the project cycle.
Targeted users / Beneficiaries	Five municipality in north of Jordan (Irbid and Mafrq), benefiting the communities at large.
Challenges /negative lessons - Causal factors	Maintenance planning and accountability mechanisms were not consistently formalised, and municipal fiscal constraints limited follow-up care for green components. Delays in coordination

	and funding limitations further affected completion and sustainability of certain works.
Success / Positive Issues - Causal factors	Infrastructure interventions were aligned with municipal priorities and received institutional endorsement. Stakeholder engagement remained strong, creating opportunities for improved maintenance arrangements in future phases.
ILO Administrative Issues	Monitoring systems focused primarily on construction completion and did not systematically track post-completion maintenance responsibilities or long-term asset condition. Such monitoring should involve the municipal authority.

Annex B: Emerging Good Practices



Project Name: “Towards a more Inclusive Economy through Immediate Job Generation and Enterprise Development for Vulnerable Refugee and Host Communities in Jordan – Phase II”

Project DC/SYMBOL:

Name of Evaluator: Dareen Alqaseer (Eng.)

Date: 20 February 2026

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

GOOD PRACTICE ELEMENT	Creating safe, inclusive, and socially acceptable work environments that enabled meaningful participation of women and persons with disabilities
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This practice is applicable in contexts where social norms, physical demands, or safety concerns typically restrict participation by women and persons with disabilities. It depends on active site-level supervision, acceptance of differentiated participation, and enforcement of basic safety and conduct standards adding the lack of opportunity for the person with disability to have any chance to be employed and some stated that ILO programme are the only chance for them to participate and be effective. This practice is particularly relevant in contexts where social norms, safety concerns, or physical demands limit participation of women and persons with disabilities. Successful replication depends on active site-level supervision, clear inclusion objectives, differentiated task allocation, and enforcement of conduct and safety standards. It also requires awareness of structural barriers faced by persons with disabilities and proactive mitigation measures.
Establish a clear cause-effect relationship	Supportive supervision and inclusive worksite management reduced physical and social barriers, enabling vulnerable groups to participate in income-generating activities. This contributed to

	increased confidence, family acceptance, and sustained engagement during the project period.
Indicate measurable impact and targeted beneficiaries	The practice resulted in measurable participation of women and persons with disabilities across project components. Qualitative evidence indicates that beneficiaries experienced the work environment as safe, respectful, and empowering. Direct beneficiaries included women entrepreneurs, female public works participants, and persons with disabilities engaged in short-term employment.
Potential for replication and by whom	This approach represents a replicable good practice for ILO-supported programmes and partner organisations implementing labour-intensive works, particularly where inclusion objectives are clearly articulated and supervisors are adequately trained and held accountable for ensuring safe, dignified, and inclusive work environments. In parallel, the <i>Women Do Business</i> methodology has demonstrated positive impacts on the lives of many women by strengthening their entrepreneurial skills, increasing confidence, and supporting income generation, thereby contributing to improved economic participation and household resilience.
Upward links to higher ILO Goals	ILO Decent Work Country Programme The practice aligns with ILO commitments to equality, non-discrimination, and inclusive employment under the Decent Work Agenda.

Annex C: Terms of Reference

The independent consultant should ensure that proper triangulation of evidence is conducted through the mixed method approach of data collection. Furthermore, the consultant should present a detailed methodology in the inception report, after which any changes should be clearly agreed upon with the evaluation manager then the consultant will perform for the ILO the work described in detail below in accordance with the specifications and within the time-limits set out:

The main outputs of the evaluation consist of the following:

- Deliverable 1: Inception Report
- Deliverable 2: Draft midterm evaluation report (to be prepared within two weeks upon completion of interviews)
- Deliverable 3: PowerPoint Presentation on preliminary findings
- Deliverable 4: 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 quality review and endorsement of the ILO Evaluation Manager and Project Manager.

The final report will follow the format below and be in a range of 35-40 pages in length, excluding the annexes:

1. Title page
2. Table of Contents, including List of Appendices, Tables
3. List of Acronyms or Abbreviations
4. Executive Summary with key findings, conclusions and recommendations (in prescribed ILO template)
5. Background and Project Description
6. Purpose of Evaluation

7. Evaluation Methodology and Evaluation Questions
 8. Key evaluation findings (organized by evaluation criteria)
 9. A table presenting the key results (i.e. figures and qualitative results) achieved per objective (intended and unintended)
 10. Clearly identified conclusions and recommendations (identifying which stakeholders are responsible and the time and resource implications of the recommendations)
 11. Lessons Learned (in prescribed ILO template)
 12. Potential good practices (in prescribed ILO template)
 13. Annexes (list of interviews, TORs, list of documents consulted, good practices and lessons learned in the ILO format, etc.)
- The quality of the report will be assessed against the ILO Evaluation Office (EVAL) Checklists.
The deliverables will be submitted in the English language and structured according to the templates provided by the ILO.

Annex D: List of Documents Consulted

Project Documents

ILO, *TOWARDS A MORE INCLUSIVE ECONOMY THROUGH IMMEDIATE JOB GENERATION AND ENTERPRISE DEVELOPMENT FOR VULNERABLE REFUGEE AND HOST COMMUNITIES IN JORDAN _ Phase II, DEVELOPMENT COOPERATION PROJECT DOCUMENT*

Employment Intensive Investment Program (EIIP) and Decent Employment in Jordan Phase I Green Impact Assessment (GIA) Report

Tracer Study for Entrepreneurship Program Employment Intensive Investment Program (EIIP) and Decent Employment in Jordan

International Labour Organisation Evaluation Policy and Guidance

Performance Reporting

Annual Progress Report March 2024, Annual Progress Report April 2025, Towards More and Better Employment through Enhanced Support for the Private Sector in Southern Iraq with a Focus on Green Business, 12th May 2023 – 31st December 2023

Jordan River Foundation final report for EIIP

King Hussian Foundation final report for EIIP

Background Literature

From 649,091 (Dec 2024) to 436,410 (Dec 2025), <https://data.unhcr.org/en/situations/syria/location/36>

UNHCR, Data Highlights, <https://data.unhcr.org/en/country/jor?utm>

Ministry of Environment, Hashemite Kingdom of Jordan (2017) National green growth plan for Jordan. Amman: Ministry of Environment. Available at: <https://shorturl.at/3Yeo3>

Annex E: List of Persons Interviewed:

Organization	Name	Position
International Labour organization (ILO)	Aya Kassasbeh	Project Manager
	Abdullah Jaradat	Former Skills & enterprise Assistant
	Qais Khrais	Senior Officer ESS

	Raya Al Tal	Helpline Assistant
	Maha Kattaa	ILO EIIP Backstopping Officer ROAS and Prospects Regional CTA
	Amal Mowafy	Jordan Country Coordinator & Employment Specialist
	Badra Alawa	Regional Enterprise Specialist
Ministry of Local Administration	Eng. Razan Shra'a	Project Focal point
Municipality of Rihab	Akram Harahsheh	Engineer /Project manager
	Eman AlHusban	
Municipality of Mazar	Mohammad Shorman	Engineer /Project manager
Municipality of Alkura	Moath , Maisa , Mohammad	Engineer /Project manager
	Eman Al Fitemat	Mayor
Jordan River Foundation	Mohammad Jaber	Project manager
Middle east University	Dr Samer Abdaldayam	Skills training advisor
King Hussien Foundation	Mohammad Al Zoubi	Director of Community Development Centre

Annex F: Assessment Framework

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

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

Annex F: Overview of Evaluation Data

Document and Data Review

A structured review was conducted of project documentation, monitoring data, progress reports, financial information, training materials, and national strategies to establish a factual baseline and verify reported results. As evidence base to track achievement.

The project successfully met or exceeded its targets, for delivery of green infrastructure and capacity-building components, and skills transition and women's entrepreneurship) between March 2022 to December 2025. All implementing partners completed their contractual activities and outputs in line with approved workplans. The remaining gaps relate to sustainability, which cannot reasonably be measured within the project timeframe and should be addressed through post-project monitoring or future programming.

OUTCOME 1: Increased access to decent jobs generated through local green infrastructure projects

Output	Activity	Implementing Partner	Planned	Achieved	Comment
A network of at least 15 trainers established and administers technical capacity to utilize methods in public works projects (Jordanian and Syrian men, women and persons with disabilities increased)	Administer business development support to female entrepreneurs through the network partners, engineers and technicians in systems, procedures and tools used in labour intensive project cycle management.	ILO / KHF Implementing Partner	100 baseline Planned target 200 103 engineers/technicians trained in EIIP methods Baseline 43	123 oriented / 115 applications Achieved 106 engineers	Achieved above Exceeded the target
	2-Supervise, assist and technically guide the technical teams among throughout project implementation opportunities	ILO / KHF	100 baseline target 200	111 selected and complete GYBI training (business ideation SYB)	Achieved above baseline
	1-Selection of municipalities & EIIP green projects	ILO / MoLA	5 municipalities	training and (business planning)	New municipality engaged
	2-Generate green workdays (short-term employment) to tap into new markets, with seed funding	ILO / KHF	50 baseline target 100 20,000–35,000 workdays	103 plans evaluated Business plan development 35,100 workdays generated	Achieved above baseline Exceeded the target
	3- short term employment Provide winners with financial support (grants), and inclusion of women, Syrians & PwDs	ILO/Municipalities ILO / KHF	300 worker to access 50 baseline short term target is 300 women, 5% PwD	70 signed and established business 311 worker access	Exceeded the target Achieved above Exceeded the target
Annual Progress Reports					
No. of workers benefited from post-employment job opportunities through on-the-job training	1-assess the local market need and provide on-the job training opportunities for 50% of the EIIP components graduate through implementation agreements with potential business owners	ILO/JRF	50% of workers	186 beneficiaries trained (VT & OJT) • Skills improvement recorded • 16 beneficiaries placed in jobs	Exceeded the target with 16 Job placed as advanced achievement
	2-Conduct tracer studies on the retention rate of the placed workers	Consultant by ILO Dr. Murad Samori		Conducted	Achieved

Key Informant Interviews (KIIs), FDG and Field observation:

The evaluation conducted applied a mixed qualitative approach, including semi-structured interviews with ILO staff, government and social partners, municipal authorities, implementing agencies, employers, and other stakeholders. The interviews assessed design choices, implementation processes, institutional coordination, and perceived results. In addition, group discussions were held with beneficiaries' Syrian refugees, vulnerable Jordanians, women, youth, and persons with disabilities to capture experiences, benefits, challenges, and barriers to outcome-level change. Direct observation of selected sites, municipal worksites, training venues, and enterprise activities was also conducted to assess output quality, implementation fidelity, and contextual factors influencing results.

OUTCOME 1: Increased access to decent jobs generated through local green infrastructure projects

Output 1.1: Engineers and technicians capacitated to utilize labour intensive methods in public works projects

Based on interviews conducted and project results this with the Jordanian Engineers Association validates the relevance, coherence, effectiveness, and efficiency of the EIIP engineers' training as reported by ILO. The interview provides robust qualitative evidence that the training addressed real capacity gaps, met national professional standards, and enhanced engineers' supervisory and technical skills. However, the interview also reveals important sustainability limitations not explicitly addressed in the reports. As such, while the training achieved its immediate objectives, its long-term impact remains contingent on follow-on projects and stronger institutional linkages.

The programme was implemented efficiently through a structured, competency-based curriculum, participatory delivery over five days, and practical site visits, ensuring optimal use of resources and timely delivery covering the following:

- Green works (Environmental, Water and climate knowledge)
- Supervision and safe garde
- Inclusion of women and persons with disabilities
- Practical components (site visits) were included
- Certification followed formal JEA accreditation procedures

Evidence from JEA interviews, end-of-training assessments, and progress reports confirms the effectiveness of the training in improving engineers' technical, supervisory, and site-management capacities, enabling them to supervise EIIP works and apply green and labour-intensive methodologies to the expected quality standards.

Observation reveals positive results for:

- Coordination between ILO and JEA described as efficient and well-structured
- Roles and responsibilities clearly defined
- No procedural or administrative bottlenecks reported
- Logistics, timelines, and certification processes were adequate

Again, the sustainability of these results remains conditional. The long-term institutionalisation of EIIP methodologies within municipal practice has not yet been secured and continued application depends largely on the availability of EIIP-type projects rather than systematic integration into routine engineering systems. The JEA expects to Improve engineering quality with wider professional awareness of green and labour-intensive methods. However, the JEA recommended longer training duration to have more site-based learning.

Output 1.2 : Green workdays generated in public works projects for Syrian and Jordanian men, women and persons with disabilities increased

Based on interviews with project manager and engineers, Environmental impact was discussed as tree planting improves biodiversity, air quality, and soil stability, and captures and stores carbon. Using Cobblestone pavement, Gabion walls and constructed from natural rocks are more durable and has lower carbon footprint to help prevent soil erosion and stabilize the landscape without no production emissions.

Based on interviews with The Ministry of Local Administration and project manager. The project has a positive effect contributing, thereby, to the accomplishment of goals No. 8 and No. 13 of the sustainable development goals and aligned with the National Green Growth Plan and National Adaptation Plan.

Session on the project and to request proposals on green labour-based projects that can help the communities solve environmental, social and economic gaps and challenges in their areas were conducted. The proposals of the municipalities have been evaluated by an evaluation committee comprising members from MOLA and the ILO project team, two municipalities were selected in addition to the three municipalities which were targeted through phase I of the project to sustain the implemented works. Five implementation agreements were signed with the selected municipalities, and 35,100 green working days were generated for 311 workers.

The selected municipalities in this phase:

- Rihab Municipality, Mafraq Governorate
- Mu'ath Bin Jabal Municipality, Irbid Governorate
- Mansheyet Bani Hassan Municipality, Mafraq Governorate
- Dair Abi S'eed Municipality, Irbid Governorate
- Rabeyat Alkoora Municipality, Irbid Governorate
- Rihab Municipality

EIIP green works implemented under Outcome 1 that is Focus on environmental rehabilitation, accessibility, and short-term employment by strong technical supervision by trained municipal engineers. Field observation the Engineer Evaluator:

Multiple EIIP interventions completed: Tiling in front of an old school with high-quality workmanship and strong technical supervision observed Rehabilitation works near the Church of the Virgin Mary (6th century) and Rehabilitation of an old house in antient area with Landscaping and tree planting by Kerbstone sidewalks near archaeological areas.

The Municipality considers the EIIP partnership successful works improved accessibility, aesthetics, and visitor experience in location that needed attention for its religious and cultural. Minor gap: lack of protective mesh around newly planted trees but a decent follow up from the municipal to resolve the issue, plus maintenance and watering is on the municipality agenda to keep the results.

Evaluator observations (Rihab): Field observations **confirm and strengthen** reported results, while adding **important unreported benefits** related to cultural tourism and heritage accessibility.

Al-Mazar Municipality

EIIP green works implemented under Outcome 1 that is Focus on Green public infrastructure implemented and short-term employment to use a land in the location and turn it into Public Park / free safe place to community under the future plan in the municipality.

What was observed in the field: Development of an open public space / community park as a response to a critical service gap (no parks in municipality). The Implementation quality assessed as good however Site not fully completed due to funding limitations yet the municipality committed to completing works using own resources and Strong technical capacity observed among municipal engineers. The project manager is interested in more engagement with similar project with ILO

Evaluator conclusion (Al-Mazar): Field observations **qualify reported progress: while implementation quality is good, completion depends on additional resources, which is not fully captured in reports.**

Al-Kura Municipality

Second phase builds on Phase I investments EIIP green works. The implementation is under Outcome 1 that is Focus on Green public infrastructure implemented and short-term employment to. project, Sammou's Park Road, aimed to improve an existing pathway by Road preparation (8,000 m²) Cobblestone pavement for the road (8,000 m²) Stones collection for gabion walls (150 m³) Assembling and installing side gabion walls (150 m³) Planting trees (600 trees) in phase one to leading to a forestry area and for recreational use for the local population according to phase one achievement .

What was observed in the field: Sidewalk construction is fully completed and side tree planting planned under Phase II, but there were no trees observed at time of visit. The municipal engineers reported removal of trees by local residents. Municipality highly satisfied with ILO partnership hoping more collaborations and strong request for More women's employment and expanded their access to enterprise support for women.

Output 1.3: No. of workers benefited from post-employment job opportunities through on-the-job training

Based on interview with JRF and project management, the implementation of this output started in July to November 2025, eager on strengthening youth employability and expanding access to demand-driven skills development opportunities for vulnerable Jordanian and Syrian in both Irbid and Mafraq.

The project demonstrated significant achievements in vocational training (VT) and on-the-job training (OJT) The OJT programme was designed as a structured time bound training pathway, with each beneficiary required to complete a minimum of 80 training hours, in line with an individualized training plan agreed with the host employer. with 186 beneficiaries enrolled across both modalities. This included 106 Jordanians placed in OJT across priority sectors and 80 beneficiaries (57 Syrians and 23 Jordanians) enrolled in VT programmes delivered by Middle East University in construction, tailoring, agriculture, food processing, and culinary services. Of the total cohort, 181 beneficiaries completed the training (106 OJT and 75 VT), with 5 VT dropouts.

The project main activities:

- Preparation before implementation:
- Pre- and post-assessments for the beneficiaries, helping to identify their skills development levels.
- Deliver TOT training for 9 master craftsperson and 28 assessors, based on the training topics and availability from the employers.
- Conduct career counselling sessions 10 career counselling sessions with 253 beneficiaries were conducted in Mafraq and Irbid.
- Delivering life skills training:
- The training for 207 beneficiaries in Irbid and Mafraq focused on work with essential workplace skills, and risk measures relevant to their training topics.
- On job training placed 106 Jordanians placed priority sectors
- Vocational training programmes delivered by Middle East University in construction, tailoring, agriculture, food processing, and culinary services. placed 80 beneficiaries (57 Syrians and 23 Jordanians)

The last summery of the three FGD conducted in Irbid and Mafraq to verify the outcome 1 activities. the FGD were including beneficiaries from both nationality Jordanian and Syrian men and women and 1 PWD. The beneficiaries were engaged with public work and then skills component with JRD. A summary of the FGD results is provided in the table below.

Focus Group Discussions (FGDs)

Group discussions with beneficiaries, including Syrian refugees, vulnerable Jordanians, women, youth, and persons with disabilities, to explore experiences, perceived benefits, challenges, unintended effects, and barriers to achieving outcome-level change. Three FGDs were conducted in Irbid and in Mafraq for beneficiaries participated with public work in municipalities and now they are under skills programme with JRF.

Relevance (Fit with needs & context)

For green public work with municipality:

Strong and consistent across all FGDs Participants (Syrian & Jordanian, women and men) reported the situation of lack of job opportunities, especially in rural Mafraq and Irbid. EIIP short-term employment was described as Highly relevant to their ability to do the work with appropriate to skills and physical capacity. Close to home to almost 90% as sometimes finding Jobs required expensive transportation.

Skilled and training for development:

VT training (agriculture, hydroponics, kitchen/food production) Considered useful and relevant to their skills, beneficiaries were happy about the quality and engagement that Provided access to skills otherwise unavailable.

Evaluator observation and Rating:

The JRF training component was highly relevant to participants' immediate needs, particularly income support and access to practical skills in low-opportunity rural areas.

Effectiveness (skills, confidence, employability)

For green public work with municipality:

Participant believed Participants believed there is demand for the skills learned during the project, but Most had not yet secured employment. they gained soft skills mainly teamwork, Communication, Discipline, Confidence increased awareness of job opportunities and employers.

Skilled and training for development:

Participants consistently reported Practical technical skills regarding Agriculture & hydroponics new techniques for them and for Food production for large-scale cooking which helped many to start a business in home cooking. Many were still in training or had just completed it.

Evaluator observation and Rating:

Training was effective in building skills and confidence, but training improved perceived employability, not yet actual employment, mainly due to weak local labour markets and short follow-up periods. Limited measurable livelihood improvements during project timeframe.

Efficiency (processes & delivery)

For green public work with municipality:

Across all FGDs participant found a communication transparent and decent Payments timely with no delays. The project was support in the areas and the income was useful to reduce financial stresses.

Skilled and training for development:

The training component was efficiently implemented, with no significant procedural issue. The participant positively pleased with knowledge and environment wishing these training to be longer

Evaluator observation and Rating:

The efficiency is positive on the short term and longer training is requested by 90% of participant especially women.

Impact (perceived, short-term)

For green public work with municipality:

FGDs participant consistently highlighted EIIP wages Helped cover basic household expense and a way to reduce short-term financial stress, but it wasn't long to create transformative changes or long-term income stability so no major household-level change. From Social cohesion perspective positive relations between Syrians and Jordanians and engagement was always in the community.

Skilled and training for development:

Positive impact on skills component regarding upgrading knowledge and skills shaping, two woman claims that they are starting home businesses in food production and the training was useful.

Evaluator observation and Rating:

Impact to date is short-term and stabilising, not transformative.

Sustainability (likelihood of continuation)

Participants optimistic about using skills or participation again in public green work but they identified major barriers like Lack of jobs in the area and work permits complications and fees for the Syrian. Participants see sustainably through demand for longer projects and extended training. Transport costs can be a barrier as this rural area are away from capital cities where opportunity could be more available, yet transportation is an issue.

Evaluator observation and Rating:

Sustainability is weak without a market demand Constant mentoring with longer training duration. Skills often “already present” in community but need shaping follow-on employment or longer-term support.

Gender & inclusion

Women reported during the FGDs that activities were accessible and culturally acceptable, training increased confidence and social engagement. Only a few women were able to start or continue a business.

Participant were supportive to Persons with disabilities engagement, and they stated that these projects change their perspective on their ability to do something in life and usually private sector is not adapting PWD into job market.

Evaluator observation and

Gender inclusion was successful at participation level, but economic outcomes for women and PWD remain limited without assets and longer support.

Evaluator observation from FGD: Field observations **confirm the** reported progress; VT subjects were skills that already built in the community and the training given were only to shape them and upgrade them as the duration of project won’t be realistic to fully captured now skills

Outcome 2 Female-run small and micro- enterprises increased and enhanced.

Based on interviews with The King Hussein Foundation (KHF) the implementor to the Enterprise & Business Development” Project under the Employment Intensive Investment Programme in 6 Jordanian governorates to engage in entrepreneurship and start-ups.

Output 2.1: A Network of at Least 15 Trainers Established and Administers Non-Financial Business Development Support to Female Entrepreneurs

Result: Female entrepreneurs gained access to structured, high-quality, non-financial business development services delivered by trained and certified trainers.

Activities and Quantified Results

The preparation activities:

- Preparation and updating of SIYB technical tools and training materials considering, gender-responsive, and market-relevant business development support.
- Selection and engagement of certified SIYB 15 trainers.
- Conducting orientation 5 workshops to increased awareness and informed participation 123 female
- Screening, interviewing, selected 111 applicant’s female submitted that motivated and entrepreneurs entered the capacity-building pipeline.

The Delivery of the training:

- Delivery of “Generate Your Business Idea (GYBI)” training by 6 GYBI workshops delivered to 105 women, including 30 Syrians (28.5%) and 4 women with disabilities (4%), strengthening entrepreneurial awareness and idea identification
- Delivery of “Start Your Business (SYB)” training by 6 SYB workshops delivered to 103 women, equipping them with business planning, financial management, and market analysis skills

Output 2.2: Female-Run Businesses (Jordanian and Syrian) Established and Expanded

- **Result:** Female entrepreneurs established and operationalized micro and small enterprises through financial support and post-grant mentoring.

Activities and Quantified Results:

- Post-training mentoring for business plan development. Two mentoring days per group provided, supporting women to finalize business plans

- Evaluation and pitching of business plans **103 women** presented business ideas to an Evaluation Committee across **5 pitching sessions**
- Selection of grantees **71 women entrepreneurs selected** to receive grants, including **49 Jordanians** and **22 Syrians (30.9%)**, across Irbid and Mafrq
- Pre-grant business management and venue assessment workshops **4 workshops** conducted, combined with field visits to assess business locations and equipment needs .
- Signing of grant agreements **71 grant agreements** signed with female entrepreneurs, formalizing responsibilities and grant conditions.
- Procurement and establishment of businesses **70 female-run businesses established** through provision of equipment, tools, and inputs (one withdrawal due to personal reasons)
- Post-grant mentoring and coaching **249 mentoring visits** conducted for **70 women-owned businesses**, with each beneficiary receiving **3–4 mentoring sessions** focused on procurement, financial management, and business operations
- **The evaluator observation:** The evaluator observation align with the reporting as outcome 2 was relevant and coherent and efficacy and effectively implemented and basically met the target yet we sustainability is fragile to market circumstances and financial stresses while impact can be tracked later on as the project just finished rephrase it better

Cross-Cutting Assessment

All data collection and analysis will incorporate gender equality, disability inclusion, international labour standards, environmental sustainability, and social dialogue, ensuring these dimensions inform both findings and recommendations. Across all components, the programme demonstrated strong implementation performance, inclusion of women and refugees, and effective coordination among partners. Processes were generally efficient, payments timely, and stakeholders satisfied with collaboration. The principal limitation of EIIP Phase II lies not in implementation, but in the structural constraints of the operating environment, notably weak rural labour markets, regulatory barriers.

Annex G: Revised Evaluation Questions

The original twelve Evaluation Questions (Section 4 of the TOR) structured around the DAC criteria (relevance, coherence, effectiveness, efficiency, sustainability, and impact), were reviewed and revised to align with a theory-based methodology. These original questions remain the formal baseline that the evaluation must address.

Before proposing a theory-based approach, the evaluation team conducted a gap analysis comparing the original questions with the information requirements of a theory-based method. The analysis identified the following issues:

- The absence of a formal Theory of Change in the original project design.
- The need to reconstruct the project's causal pathways.
- The presence of implicit rather than explicit assumptions at each level of the results chain.
- Uneven data availability, with robust monitoring at the Output level but limited or no empirical data for Outcomes and Impact.
- Gaps in the project's risk model, which focuses largely on compliance with ILO workplace health and safety protocols rather than risks linked to the assumptions and conditions necessary for achieving results.

The questions were revised for response to the project's evaluability constraints, while maintaining the original scope of inquiry. In particular, the revisions position the evaluation to test the reconstructed causal pathways, address gaps in Outcome and Impact evidence, and assess the conditions required for such results to occur. The questions were also used deconstruct and clarify the original questions, many of which actually are comprised of multiple questions, similar in focus but requiring different lines of inquiry.

Evaluation Criteria	Original Questions (TOR Section 4)	Revised Evaluation Questions
Relevance	▪ Are the project objectives aligned with National priorities and sectoral strategies? To what extent did the project respond to the most pressing needs of the country?	1. To what extent does the project's reconstructed Theory of Change reflect the realities of vulnerability, labour-market constraints, and institutional capacity in Jordan?

	▪ How does the project contribute to the Country Sustainable Development Cooperation Framework and the Humanitarian Development and Peace Nexus? ▪ How does the project contribute to the ILO programme and budget document 2022-2023 and subsequent ones? ▪ Does the project have an appropriate Monitoring and Evaluation framework with clear indicators? ▪ To what extent did the project design take into consideration gender equality and effective inclusion of persons with disabilities?	2. Did the project design include the assumptions and enabling conditions required for short-term employment, skills development, and entrepreneurship support to lead to improved livelihoods? 3. Were the perspectives of ILO constituents and the needs of women, youth, refugees, and people with disabilities sought and sufficiently incorporated into the programme logic, targeting, and design choices? Does the design reflect those needs? 4. To what extent were site-selection criteria and programme choices were grounded in evidence of local needs, labour-market conditions, municipal priorities, and environmental relevance?
Coherence	▪ To what extent is the project coherent with ILO's response to the Syrian refugee crisis in Jordan and other efforts at the ILO in Jordan and in the region?	5. To what extent did the project's two streams (Outcome 1 and Outcome 2) function together as a coherent pathway toward improved livelihoods, living conditions and access to longer-term employment, or did they operate as parallel interventions? 6. How well were project strategies aligned with ILO policies, national frameworks, municipal planning, gender/disability inclusion commitments, and UN/partner initiatives? 7. To what extent did the project harmonize with similar efforts of the ILO and the donor, avoiding duplication and promoting a coordinated approach? 8. How well was the project aligned with broader gender equality disability inclusion objectives and strategies at the national and international levels? 9. Did institutional relationships (MoA, Municipalities, ESCs, TVETs, partner organisations) support or hinder the causal pathways assumed in the reconstructed Theory of Change?
Effectiveness	▪ Has the project achieved its objectives, outcomes, and outputs? How?	Output Validation

	▪ Did the outputs and short to medium term outcomes contribute to ILO's cross cutting themes of gender quality, inclusion of persons with disabilities, social dialogue and tripartism, decent work, and generation of green jobs? ▪ What were the intended and unintended, negative or positive outcomes of the project? Were the results achieved?	10. Did the project meet all of its planned outputs? How did the project's activities contribute to the quantity and quality of outputs (employment days, environmental assets, skills training, enterprise support)? 11. To what extent is the output-level monitoring data accurate, complete, and consistent with beneficiary and stakeholder experience? Outcome Evidence Generation 12. What evidence exists that short-term employment led to increased income security, reduced vulnerability, or improved employability among participants. 12. To what extent did trainees, participants, and entrepreneurship beneficiaries acquire skills, confidence, or capacities that improved their prospects for employment or business activity. 13. Which assumptions in the reconstructed Theory of Change held true, partially held, or did not hold, and why? 14. What contextual, institutional, economic, or behavioural factors enabled or constrained the achievement of Outcome-level change? Gender, Disability, and Social Inclusion 15. How have women and people with disabilities, cross-cutting policy drivers including gender equality, experienced the project's interventions, and did project activities challenge or reinforce existing barriers and norms? Engagement with the Private Sector 17. To what extent did the project engage with the private sector (including main employers' organization in the country) to enhance the employability of the target groups after the project? Unintended Effects
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		18. What unintended positive or negative effects emerged at community, household, institutional, or participant levels?
Efficiency	- To what extent were the project activities efficient in terms of proper use of allocated resources (human, financial, etc.)? - Did the project management structure yield good results and efficient delivery	19. To what extent were time, resources, and inputs deployed in ways that realistically supported both short-term employment and longer-term employability objectives? 19. Were delivery arrangements (procurement, contractor management, site management, ESC coordination, training delivery) efficient and fit for purpose? 20. Did the project achieve reasonable value for money in relation to its outputs and emerging outcome-level changes?
Sustainability	Does the project have an exit strategy? And if so, is the implementation strategy on track for a proper hand over?	21. What project elements were intended to ensure the sustainability of Outputs and Outcomes? 22. To what extent is there evidence that environmental assets, municipal works, or afforestation sites will be maintained and used beyond the project period? 23. Did training providers, ESCs, and municipal partners demonstrate ownership or institutional uptake that could sustain benefits after closure? 24. What conditions, financial, institutional, market-related, or behavioural, would be necessary for Outcome-level changes to persist? 25. Are there foreseeable risks to sustaining benefits, given the reconstructed assumptions and risk pathways?

Impact	What are the potential longer-term impacts within the targeted community?	26. Based on available evidence, to what extent is the project on a credible trajectory toward improved living conditions, income security, and resilience for vulnerable Jordanians and Syrian refugees? 27. What future enabling conditions would be required for the intended Impact to materialise? 28. How and to what extent have women and people with disabilities experienced longer-term or emerging effects that may contribute to improved resilience or social inclusion? 29. What alternative strategies, design features, or sequencing mechanisms could have strengthened the likelihood of achieving long-term impact?
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