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Independent Final Evaluation of “Employment through Labour Intensive Infrastructure Programme in Jordan (Phase VI)”

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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	
DWCP	ILO Decent Work Country Plan
EIIP	Employment Intensive Infrastructure Programme
EESE	Enabling Environment for Sustainable Enterprises
ESCP	Environmental and Social Commitment Plan
ILO	International Labour Organisation
ILO ROAS	ILO Regional Office for Arab States
SIYB	Start and Improve Your Business
SME	Small and Medium Enterprise

Executive Summary

Independent Final Evaluation of ‘Employment through Labour Intensive Infrastructure Programme in Jordan (Phase VI)’

ElIP VI Context and Rationale

The Employment through *Labour Intensive Infrastructure Programme in Jordan* (ElIP Phase VI) was implemented between October 2022 and December 2025, with the objective of improving “the living conditions and socio-economic resilience of vulnerable Jordanians and Syrian refugees in targeted governorates, through increased access to income, longer-term employment opportunities, and improved community and environmental infrastructure.”

In a context characterised by persistent structural unemployment and humanitarian and development pressures, ElIP VI would provide short-term employment and income support to vulnerable Jordanians and Syrian refugees through labour-intensive public works, while also contributing to community infrastructure and environmental assets, including afforestation. At the same time, the project would enhance longer-term employment and income prospects by offering skills development, work-based learning with job placement services and entrepreneurship training and support, to help participants transition from temporary work to sustainable livelihoods.

In its design, ElIP VI further aspired to move beyond earlier humanitarian and stabilisation-focused ElIP phases with the objective of supporting a transition toward more sustainable employment and livelihoods, and provision of public goods (infrastructure and afforestation) of benefit to communities at large. The project was implemented in six northern and central governorates of Jordan, selected for their high concentrations of Syrian refugees, unemployment and poverty levels, pressure on municipal infrastructure and services, and limited local labour-market absorption capacity.

Evaluation Purpose, Approach, Method and Scope

The independent final evaluation assessed the performance of ElIP Phase VI for accountability and learning purposes, in line with ILO evaluation policy and the OECD DAC evaluation criteria. The evaluation examined relevance, coherence, effectiveness, efficiency, sustainability, and the plausibility of impact, with particular attention to whether ElIP Phase VI functioned as a transition from short-term stabilisation toward development-oriented employment and livelihood outcomes.

The evaluation applied a theory-based, mixed-methods approach and included benchmarking of the project design against the ILO Development Cooperation: Internal Governance Manual (revised 2021). It covered the full project cycle from 2022 to project closure in December 2025 across all six participating governorates. Findings are based on the systematic triangulation of quantitative evidence from structured document review and qualitative evidence from stakeholder interviews,

participant focus groups, case studies, and in-depth interviews. They intend to validate performance claims and assess the plausibility of outcome and impact-level change.

Observations on EIIP VI Design

EIIP VI combined short-term employment, skills development, and entrepreneurship support within a single programme, but did not articulate a clear, testable results pathway linking these components to sustained employment or livelihood outcomes. The programme did not operate with a fully articulated and operationalised Theory of Change, and progression from outputs to outcomes was guided by largely implicit assumptions rather than explicitly defined, sequenced, and risk-managed transition mechanisms. In particular, assumptions regarding labour-market absorption, employer demand, the effectiveness of work-based learning, and the institutionalisation of training and enterprise support were not systematically specified or validated during implementation.

Results-based risk modelling was limited, and monitoring systems focused predominantly on tracking output delivery, such as employment days generated, infrastructure completed, and numbers trained, rather than assessing whether transition pathways to Outcomes and Impact were functioning as intended. Outcome-level indicators and feedback mechanisms were insufficient to determine whether participants were securing sustained employment, strengthening income security, or integrating into labour-market systems. As a result, underperforming components were not consistently identified or adapted during implementation.

Performance, therefore, varied across project components. Results were stronger where delivery and monitoring were direct, time-bound, and internally controlled, particularly in labour-intensive public works, afforestation and short-term income generation. Performance was weaker where outcomes depended on institutional linkages, behavioural change, employer engagement, financial ecosystem integration, or broader labour-market dynamics. These structural governance and design limitations are central to understanding the pattern of findings across the evaluation criteria and the divergence between strong output delivery and weak development-oriented outcomes.

Findings on the OECD DAC Evaluation Criteria

The evaluation findings across the OECD-DAC criteria are summarised below:

Criterion	Rating	Summary Finding
Relevance	Satisfactory (lower range)	Strong alignment with immediate vulnerability and income needs of participants. Weaker alignment of employability and entrepreneurship components with labour-market realities and institutional capacity required for durable change.

Coherence	Satisfactory (lower range)	Strong internal coherence within public works and afforestation components. Limited sequencing between outcomes and weak integration with national employment realities and systems, and with private-sector actors.
Effectiveness	Satisfactory (outputs); Unsatisfactory (transition outcomes)	Majority of planned outputs were delivered with effect, particularly short-term employment, infrastructure and reforestation. However, the transition to sustained employment and resilience outcomes was not achieved at scale.
Efficiency	Satisfactory	Resources were efficiently deployed for employment generation. Lower returns were observed in skills and employability investments due to weak transition performance.
Sustainability	Unsatisfactory	Limited institutional embedding, weak labour-market integration, and insufficient transition mechanisms reduce the likelihood that livelihood gains will persist beyond the project period.
Possibility of Impact	Unsatisfactory	While short-term stabilisation effects were evident, a credible pathway toward sustained income security and socio-economic resilience was not established.

Overall Rating on the Evaluation Criteria

Overall, EIIP Phase VI performance was **Satisfactory** in the delivery of short-term employment, infrastructure and afforestation outputs, but unsatisfactory in transition to sustained employment and livelihoods (entrepreneurship), resilience, sustainability, and impact. The project did not achieve its transitional, development-oriented intervention intended for sustained employment and socio-economic resilience.

Conclusion

EIIP Phase VI confirms that the ILO retains strong operational capacity to deliver labour-intensive employment as a short-term stabilisation instrument. The programme generated temporary and stabilising employment efficiently and at scale. It provided income support to vulnerable households, and delivered visible community and environmental assets. These achievements demonstrate institutional competence in humanitarian and stabilisation-oriented employment programming and inclusive delivery.

However, EIIP Phase VI was positioned as a transitional, development-oriented intervention intended to contribute to sustained employment and socio-economic resilience. In that respect, it did not achieve its objective. The principal limitation was not implementation capacity, but the absence of a clearly articulated and operationalised results pathways linking public works, skills training, and entrepreneurship support to durable employment and labour-market outcomes. Without strengthened theory-based design, risk modelling, institutional embedding, and adaptive performance management, transition from outputs to sustained livelihoods remained weak.

In its design, the project's design relevance declined against changes in the Jordan context. The labour market continues to face structural constraints, including limited private-sector job creation, persistent unemployment among youth and women, and vulnerability to regional economic shocks. At the same time, the Jordan context is gradually shifting away from humanitarian response. In this evolving environment, continued reliance on short-term, projectised stabilisation models is increasingly misaligned with development needs. Employment-intensive infrastructure, skills training, and enterprise support remain relevant, but only if repositioned within longer-term, system-oriented frameworks.

The way forward for EIIP and related training and entrepreneurship programming is not incremental adjustment, but deliberate evolution. Future models should be explicitly development-oriented, institutionally embedded within employment services, accredited national training systems (public and private), employer networks, and financial ecosystems (entrepreneurship). Employment-intensive works should be integrated into broader green and local economic development strategies, while skills and enterprise components should be structured around credible labour-market demand and sustained support mechanisms. Without such redesign, future programmes are likely to reproduce strong stabilisation outputs but limited long-term development impact.

Lessons Learned and Good Practice

Summary of Lesson Learned and Supporting Insights
Programmes perform better when causal pathways and assumptions are explicit and realistic. Where causal logic was implicit or unrealistic, particularly for transitions from training or enterprise support to employment, effectiveness was constrained and progress could not be credibly assessed. Components with simple, context-aligned causal pathways performed more consistently.
Programmes perform better when monitoring tests delivery quality, early outcomes, causal assumptions across the results chain and risk. Output and compliance-focused monitoring did not provide timely information to detect underperformance or support adaptation. Monitoring that fails to test delivery quality and causal progress limits learning and corrective action.
Programme performance depends on substantive governance that enables timely decision-making and corrective action. Formal governance arrangements were

insufficient on their own to ensure effective oversight. Weak accountability, delayed escalation, and limited use of monitoring evidence reduced the ability to respond adaptively to emerging risks, particularly in outsourced delivery.
Labour-market constraints, not beneficiary deficits, are the binding constraint on employment outcomes. In contexts of weak labour demand, limited absorption capacity, and possibly misaligned skills training and enterprise, support did not translate into sustained employment.
Summary of Good Practice and Supporting Insights
Operationalising labour-intensive public works through standardised delivery and basic decent work safeguards. Applying standardised wage setting, basic occupational safety measures, and structured worksite supervision enabled consistent delivery of short-term employment under decent work conditions. This operational practice supported predictable income and stabilisation for vulnerable participants in a constrained labour-market context.
Creating inclusive work environments that enabled women and persons with disabilities to participate safely. Attentive supervision, respectful worksite management, and basic adaptations to working arrangements reduced physical and social barriers to participation. These practices enabled safe and dignified access to short-term employment for women and persons with disabilities within labour-intensive public works.

Summary of Recommendations

The evaluation presents seven strategic and two operational recommendations. The strategic recommendations respond to three underlying assumptions, related to changes in Jordan's development context, evolving conditions in Syria, and increasing constraints within the multilateral system. The two operational recommendation relate to specific matters that required the ILO's attention, but which should be addressed separately from strategic recommendations.

Strategic Recommendations			
Addressed to:	Priority	Implementation	Level of Resources
ILO Regional Office	High	Short-term	Low
Recommendation 1: Ensure full compliance with the ILO Internal Programme Governance. Future EIIP and related programmes should fully comply with the ILO Internal Governance Manual, including requirements for theory-based design, results-linked risk management, and performance monitoring. ILO personnel may require training or refresher.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Regional Office	High	Medium-term	Medium-Low

Recommendation 2: Require all programmes have an explicit Theory of Change. All EIIP and related interventions should have a clearly articulated Theory of Change, with explicit assumptions, risk models and causal pathways linking outputs, outcomes, and impact, as a condition for internal approval.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Regional Technical Specialist	High	Medium-term	Low
Recommendation 3: Redesign or reposition the EIIP model. The ILO should either redesign EIIP as a genuinely development-oriented programme with a defined transition pathway to long-term change, or reposition it explicitly as a short-term stabilisation instrument without development claims.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan with Regional Technical Specialists	High	Long-term	Low
Recommendation 4: The ILO should enter into long term partnerships with credible national public and private institutions, to institutionalise EIIP, enterprise, and skills training, prioritising partnership-based approaches over stand-alone, tender-driven project approaches.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Medium-term	Low
Recommendation 5: Reassert the ILO's tripartite mandate as the core programme logic. Future employment programmes should place government, employers' organisations, and workers' organisations at the centre of design, governance, and implementation, and a value added to institutionalizing EIIP, Enterprise and Skills Training.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Long-term	Low
Recommendation 6: Refocus the ILO's role on its core comparative advantage. Within an institutionalised and partnership-based framework, the ILO should reduce its direct role in project implementation and refocus on convening tripartite			

stakeholders, programme design, technical leadership, institutional capacity development, oversight and related high value activities.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Medium-term	Low
Recommendation 7: Align resource mobilisation with the redesigned programme model. The ILO should translate its revised approach to EIIP, enterprise, and skills training into a new resource mobilisation strategy, renewing partnerships with donors around development-oriented, institutionally embedded programme models, focused on operationalising its tripartite mandate.			

Operational Recommendations:			
Addressed to:	Priority	Implementation	Level of Resources
ILO Regional Office	High	Short-term	Medium
Recommendation 8: Conduct an internal review of Output 2.1 to establish the circumstances leading to the service provider's non-performance on delivery and assess any contractual, financial or other irregularities.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	Medium	Medium-term	Low
Recommendation 9: Undertake a follow-up with enterprise graduates within six months to document outcomes and, where feasible, support sustainability by facilitating referrals to mentoring and financial services.			

1. Background and Project Description

1.1 Project Background and Justification

1.1.1 ILO's Analysis of the Project Context

The project document for *Employment Intensive Infrastructure Programme, Phase VI* (EIIP October 2022) was drafted shortly after Covid-19 restrictions were lifted. Jordan was experiencing a modest recovery following two years of economic contraction. However, the pandemic had deepened existing labour market weaknesses, increased informality and poverty rates, and widening pre-existing gender and refugee disparities.

From a post-Covid vantage point, the International Labour Organisation (ILO) assessed that Jordan's labour market and service systems operated under sustained demographic and economic pressure, arising from regional instability and successive economic shocks. Jordan has absorbed large refugee inflows (Palestine, Iraq, Syria), but with social and economic strain. The presence of large numbers of Syrian refugees added to structural challenges related to limited job creation, low productivity, and fiscal constraints. Municipalities and national institutions faced increased demand for infrastructure and social services, while opportunities for formal employment remained limited, particularly for women and refugees who face administrative and legal barriers to participation.

These conditions contributed to a situation of high unemployment, informality, and constrained access to decent work among both refugees and host communities. Income insecurity persisted, particularly among groups with limited skills, legal status, or mobility. The situation reflected broader structural imbalances between labour supply and demand, institutional capacity limits, and the absence of sustainable livelihood pathways. At the same time, municipal and environmental assets showed signs of deterioration, reducing both the quality of public services and the potential for local economic activity.¹

1.1.2 Project Justification

In this context, the EIIP Phase VI project was conceived as an instrument through which the Government of Jordan and its partners reaffirmed their commitments under the *Jordan Compact* (2016), the *Economic Modernisation Vision* (2022-2025), and the *Jordan Sustainable Development Cooperation Framework* (2023-2027), emphasising inclusive employment, resilience, and green economic recovery. The project was

¹ The analysis presented in Sections 1.1.1. and 1.1.2. is summarised from the original Financing Agreement and Annex, *ILO Jordan, Employment Intensive Investment Program EIIP Jordan, Phase VI*, October 2022. Reference is also made to the World Bank's *Jordan Economic Monitor* publications for 2022 and 2023, as supplementary information.

designed as part of these national and international efforts to promote decent work and strengthen socio-economic stability in a period of gradual but uneven recovery.

ILO project personnel described the design as “EIIP Plus,” with the “Plus” signifying a shift from an earlier humanitarian cash-for-work model toward a more development-oriented and sustainable employment approach.² It was to reflect changes in the Jordan context. While the term “Plus” is not used in the project document, the design of EIIP Phase VI reflects this enhanced model by combining short-term employment generation with structured skills development, entrepreneurship support, and a defined transition pathway toward longer-term waged and self-employment. The programme also incorporates environmental rehabilitation through green and climate-responsive infrastructure, such as afforestation and municipal environmental assets, alongside closer coordination with national institutions to embed employment-intensive approaches within public investment and local development planning.

Building on previous EIIP project phases, therefore, EIIP Phase VI (2022) aspired to take a more development-oriented and sustainable employment approach. It still would generate short-term employment opportunities for refugees and host communities, providing temporary income support to help families stabilise their financial situation and cope with economic adversity, while creating and maintaining community infrastructure, and open pathways for further employment. With a focus on decent work and outreach to women, the programme promoted women’s economic participation, including in unconventional jobs, creating opportunities to challenge traditional norms.³

Through the skills-development component introduced under Outcome 2, the project’s scope expanded beyond short-term employment to include the expectation that training, work placement, and employment support could facilitate a transition toward more sustainable livelihoods. In design terms, this implied a conceptual and causal linkage between Outcome 1, focused on employment-intensive works, and Outcome 2, which aimed to strengthen employability and support longer-term income generation through skills development and entrepreneurship.

1.1.3. Observations on the Project Context and Justification

The project cycle coincided 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 2025.⁴ 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

² Common description from interviews. Also implied in the programme document, ILO Jordan, *Employment Intensive Investment Program EIIP Jordan, Phase VI* (2022), in Section 2, Programme Strategy.

³ ILO Jordan, *Employment Intensive Investment Program EIIP Jordan, Phase VI* (2022), in Section 2, Programme Strategy.

⁴ From 649,091 (Dec 20224) to 436,410 (Dec 2025), <https://data.unhcr.org/en/situations/syria/location/36>

November 2025 found hope for return among many Syrian refugees in Jordan.⁵ 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.

An unknown number of EIIP VI participants will 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. At 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.⁶

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.⁷

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 a stabilising role, helping mitigate

⁵ UNHCR, Data Highlights, <https://data.unhcr.org/en/country/jor?utm>

⁶ World Bank, *Jordan Economic Monitor, Spring 2022: Global Turbulence Dampens Recovery and Job Creation*, July 2022; World Bank, *Jordan Economic Monitor, Uncertain and Long Trail Ahead*, Spring 2021. The World Bank reported that unemployment rose to 24.7 percent in Q4-2020, up from 19 percent a year earlier. However, youth unemployment reached extreme levels: 50 percent for youth overall, and up to 75 percent for young women. High closure rates among services firms, which account for two-thirds of employment, intensified job losses.

⁷ UN Resident Coordinator Office in Jordan, *Impacts of Gaza Conflict on Jordan's Economy: Potential Risks*, December 2023. World Bank, *Strength Amidst Strain: Jordan's Economic Resilience*, Summer 2024. The World estimate Youth unemployment at 46 percent, and women at 37.3%. The combination of conflict-related slowdown and structural weaknesses limits formal job creation and continues to depress household income.

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.

1.2 EIIP VI Reconstructed Theory of Change

1.2.1 EIIP VI Theory of Change

The EIIP VI project document presents an implicit logic through its Results Matrix, linking outputs, outcomes and intended impact, but it does not set out an explicit Theory of Change. For the purposes of this evaluation, a Theory of Change was reconstructed to clarify the main causal pathways and the assumptions underpinning expected results.⁸

Table 1: EIIP Theory of Change	
Summary: EIIP reduces vulnerability and strengthens resilience among Jordanians and Syrian refugees by providing short-term, labour-intensive employment linked to skills development and inclusive employment support, while simultaneously creating or rehabilitating community and environmental assets. This combined approach improves participants' income and employability and delivers broader community benefits in services, environmental conditions, and social cohesion.	
<i>If</i>	The EIIP project provides short-term employment to vulnerable Jordanians and Syrian refugees through labour-intensive works that create or rehabilitate community infrastructure and environmental and afforestation assets, and;
<i>If</i>	The project combines this with skills development, work-based learning, and employment support, with particular attention to women, youth, and persons with disabilities.
<i>Then</i>	Participants will gain temporary income, improved skills, and stronger prospects for sustainable employment or self-employment, while communities benefit from improved services, shared public infrastructure, enhanced environmental conditions, and greater social cohesion.
<i>Because</i>	Short-term income opportunities can reduce immediate vulnerability, and when linked to relevant training and inclusive labour practices, can help build the human and social capital needed for longer-term resilience and participation in local economic recovery, while the creation of public goods generates collective benefits that extend beyond direct participants.

The reconstructed theory identifies two complementary pathways. One operates at participant level, where short-term employment combined with skills development and inclusive employment support is expected to improve income security and

⁸ Section 2 of the Programme Document includes a subsection titled "Theory of Change" (Section 2.1). The narrative text that follows describes a Results Framework, but no theory on how change would occur.

employability. The second operates at community level, where the creation or rehabilitation of public and environmental assets is expected to improve services and living conditions and contribute to social cohesion. Together, these pathways are expected to contribute to reduced vulnerability and strengthened resilience among both Jordanians and Syrian refugees. Observations on EIIP VI Project Design

1.2.2 Relationship between Outcome 1 and Outcome 2

The Project Document implies a relationship between Outcome 1 and Outcome 2: that some Outcome 1 participants might graduate to Outcome 2 training. However, this relationship is not articulated through a defined programmatic or causal design. While some participants under Outcome 2 had prior experience with EIIP employment, the project does not establish Outcome 2 as a progression from Outcome 1, nor does it define a transition mechanism, sequencing, or eligibility logic linking the two. As a result, the outcomes function as parallel programme elements rather than as interdependent stages within a single pathway of change. For evaluation purposes, effectiveness and causality are therefore assessed independently for each outcome, without assuming interaction or reinforcement between them.

1.2.3 Causal Pathways

EIIP Phase VI was designed around two outcome areas that combine short term income support with longer-term employability measures and community-level improvements. Outcome 1 focuses on short-term income generation through labour-intensive works that also create or rehabilitate municipal infrastructure and environmental and afforestation assets. Outcome 2 introduces measures intended to strengthen longer-term income opportunities through skills development, work-based learning, employment support services, and entrepreneurship assistance.

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.

Table 2 Reconstructed Theory of Change: Causal Pathways

Level	Intervention Outputs	Outcome	Contribution to Final Impact
Participant	Short-term employment combined with skills development and inclusive employment support.	Improved income security and employability	Reduced vulnerability and strengthened resilience

Community	Creation and rehabilitation of public and environmental assets	Improved services, living conditions, and social cohesion	Reduced vulnerability and strengthened resilience
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1.1.2 Assumptions and Risk Modelling

In the absence of an explicit Theory of Change, the project design does not set out clear and testable assumptions regarding the conditions under which outputs are expected to translate into outcomes and impact. Instead, assumptions about labour-market conditions, institutional capacity, beneficiary behaviour, and sustainability are all implied within the narrative sections of the project document, rather than articulated as part of a structured results logic.

The absence of explicit assumptions also limits the scope of risk analysis. Where a Theory of Change is explicit, risks can be identified and linked to the assumptions about each causal step and to relevant contextual factors. In the absence of such a framework, the project’s risk model focuses almost exclusively on ILO environmental and social safeguards, compliance and “do no harm” requirements rather than on risks to the achievement of outcomes and impact.

2. Evaluation Approach, Method and Scope

2.1 Evaluation Objectives

The *Independent Final Evaluation of the Employment through Labour Intensive Infrastructure Programme in Jordan* (Phase VI) was conducted to provide an independent assessment of the project's implementation and results for accountability and learning purposes. In line with ILO evaluation policy and the Terms of Reference, the evaluation examines the extent to which the project achieved its intended results, complied with ILO standards, and generated value for money, while also identifying lessons learned, emerging good practices, and insights to inform future EIIP programming and the transition toward more development-oriented employment interventions.⁹

Table 3: Evaluation Propose and Objective	
Purpose	Description
Accountability	To assess the extent to which the project achieved its planned results, ensured value for money, and complied with ILO standards.
Learning	To generate new insights, lessons, and good practices to inform future EIIP programming, with an added focus on capturing <i>human-centred stories</i> that illustrate results and experiences beyond quantitative indicators.

The evaluation objectives are set out in Table 4, as paraphrased from the Terms of Reference:

Table 4: Evaluation Objectives	
1.	Systematically assess the relevance, coherence, effectiveness, efficiency, sustainability, and impact orientation of EIIP Phase VI, and to analyse the factors that enabled or constrained the achievement of results, using the OECD-DAC criteria.
2.	Validate and reconstruct the project's implicit Theory of Change , including its causal pathways and underlying assumptions, to support interpretation of results and assess the plausibility of expected outcomes and impact.

⁹ ILO, *Terms of Reference for the Independent Final Evaluation of 'Employment through Labour Intensive Infrastructure Programme in Jordan (Phase VI)'*, September 2025, p. 4

3.	Document human-centred experiences and pathways of change, using qualitative evidence from beneficiaries and stakeholders to complement quantitative performance data and illustrate lived results.
4.	Identify lessons learned and emerging good practices relevant to the design and implementation of employment-intensive and development-oriented programming.
5.	Provide actionable, forward-looking recommendations to inform future EIIP phases and related ILO interventions.

2.2 Evaluation Method and Scope

The independent final evaluation assessed the performance of EIIP Phase VI for accountability and learning purposes, in line with ILO evaluation policy and the OECD DAC evaluation criteria. The evaluation examined relevance, coherence, effectiveness, efficiency, sustainability, and the plausibility of impact, with particular attention to whether EIIP Phase VI functioned as a transition from short-term stabilisation toward development-oriented employment and livelihood outcomes.

Responding to the Terms of Reference, the evaluation applied a theory-based, mixed-methods approach. Performance was assessed against the OECD DAC criteria, and project governance, management, and monitoring arrangements were benchmarked against the ILO *Development Cooperation: Internal Governance Manual* (revised 2021). The reconstructed Theory of Change, described in Section 1.2 and presented in Annex A, was used as an analytical framework to interpret evidence and explain patterns in performance, rather than as a statement of achieved results. Particular focus was given to the causal pathways (Inputs → Outputs → Outcomes → Impact).

Evidence was generated through the triangulation of quantitative and qualitative data sources. Quantitative evidence was drawn from structured review of project documentation, including the ILO's *Development Cooperation Internal Governance Manual*, Project Documents, Results Matrix, and five Semi-Annual Progress Reports. Qualitative evidence was collected through stakeholder interviews, participant focus groups, case studies, site observations, and in-depth interviews across all six participating governorates.

The evaluation scope covers the full duration of EIIP Phase VI, from project inception in 2022 to closure in December 2025, across all targeted governorates (Mafrq, Irbid, Balqa, Amman, Madaba, Ajloun, Jerash, and Zarqa). It encompasses all project components and outcomes, including short-term employment generation, skills development, entrepreneurship support, and the creation or rehabilitation of community and environmental assets.

The evaluation also examines cross-cutting themes, including gender equality, disability inclusion, labour standards, social dialogue, and environmental sustainability. Stakeholders engaged include ILO constituents in Jordan, the donor (BMZ/KfW), implementing partners, relevant UN agencies, and ILO offices at country, regional, and headquarters levels.

2.3 Summary of Data Gathering

The complete summary of qualitative data sources is provided in Annexes E.1, E.2, E.3. The evaluation drew on a range of qualitative sources to complement project documentation and quantitative reporting. This included 22 semi-structured interviews with stakeholders from the Ministry of Local Administration, participating municipalities, implementing partners, and the ILO (Jordan programme staff and regional specialist).

In addition, seven (7) focus group discussions were conducted with project participants across five locations to capture participant perspectives on implementation and results. The focus groups each comprised eight (8) to ten (10) participants.

In discussion with the ILO, the locations chosen were Mafraq (2), Irbid (2), Balqa (1), Ajloun (1) and Jerash (1), representing a cross section of activities and municipal profiles. The strata of each focus group were designed to ensure the appropriate representation across gender, nationality, disability status, age, duration of participation, and work roles. Participants were drawn from broad lists provided by field staff, with final selection made purposively to avoid bias and ensure balanced representation.

To examine outcomes related to skills development and livelihoods, the evaluation also conducted three in-depth interviews and five random follow-up phone interviews with graduates of Output 2.1, and three case studies with participants supported under the enterprise development component (Output 2.2). These qualitative methods were used to explore experiences of participation, perceived results, and factors influencing progression beyond short-term employment.

The Field Evaluator, a certified Jordanian Engineer, also made site visits to the public infrastructure and afforestation works in each of the locations. These visits were usually combined with Municipal Official interviews. Observations were informed by the available planning documents and Bill of Quantity (when available) and ILO performance reports.

2.4 Evaluation Constraints

The evaluation team identified several constraints related to timing and access to information. The team assesses that these constraints did not materially affect the overall findings or conclusions of the evaluation, particularly those related to project relevance, design, implementation, and outcome-level performance. However, they contributed to delays.

The evaluation was conducted during the final closure phase of EIIP VI, when staff contracts were ending, which limited access to some personnel and documentation. In addition, the final EIIP VI Performance Report for 2025 was not yet available at the time of data collection. Reporting referenced in this evaluation is, therefore, valid to the period ending 31 March 2025. The team considers this limitation unlikely to affect findings. The majority of project activities had been substantively completed and performance trajectories were already fixed.

The evaluation was also unable to triangulate its findings with the ILO's independent Worker Study of Outcome 1 results, which was expected but not available during the evaluation period. While this reduced the breadth of available triangulation, the evaluation draws on multiple qualitative and quantitative sources that consistently reported similar patterns, supporting the robustness of conclusions.

Finally, the evaluation requested but did not receive procurement and decision-making documentation related to the contracting of Miami Business under Output 2.1. This constrained the depth of analysis of project governance and efficiency for this specific output. However, it did not affect findings related to implementation performance, results achieved, or sustainability, which are based on independent reporting, stakeholder interviews, and observed outcomes.

3. Overview of the Evaluation Data

Sections 3.1 and 3.2 together examine whether EIIP Phase VI was designed, governed, and monitored in a way that could credibly generate and demonstrate results, and what the available evidence shows about project performance in practice. Section 3.1 reviews project governance, management, risk, and monitoring arrangements against ILO internal standards to assess the adequacy of the project's overall design, including its results logic and evidence systems. Section 3.2 then synthesises the triangulated quantitative and qualitative data to examine how project activities and outputs translated into observed results along the main stages of the reconstructed Theory of Change,¹⁰ and where evidence is strong, mixed, or weak.¹¹ Together, these sections establish the analytical foundation for the assessment of performance against the OECD DAC criteria in Section 3.3.

3.1 Results of the Programme Governance Review

Section 3.1 benchmarks EIIP Phase VI project governance, management, and monitoring arrangements against the ILO *Development Cooperation: Internal Governance Manual* (revised 2021), with explicit reference to the evidence needs of the OECD DAC evaluation criteria.¹² The purpose of this benchmarking is to determine whether critical project design and reporting systems generated the type and quality of evidence required to assess relevance, effectiveness, efficiency, sustainability, and impact. The review covered the approved EIIP VI *Project Document and Results Matrix* (2022), together with the five *Semi-Annual Progress Reports* (2022–2025), which together constitute the formal basis for project approval, oversight, reporting, and managerial decision-making within the ILO system.

Table 5: Benchmarking to the Evaluation Criteria

DAC criterion	What the Benchmarking Establishes
Relevance	Whether design assumptions and results logic were explicit and tested
Effectiveness	Whether outcomes were defined, monitored, and evidenced
Efficiency	Whether performance information supported decision-making
Sustainability	Whether risks, institutional ownership, and durability were monitored
Impact	Whether impact-level claims were measurable or plausible

¹⁰ The complete Theory of Change, with assumption and risk models, is included as Annex A.

¹¹ The raw qualitative and quantitative data is provided in Annex C, as supporting reference material.

¹² A detailed description of the governance benchmarking process and results are included in Annex B.

The benchmarking review finds that EIIP Phase VI design was *formally compliant* with ILO programme governance requirements. Required documentation, reporting structures, and templates were in place, and reporting was regular and comprehensive at the level of activities and outputs. However, *substantive compliance* was weak. Although the Project Document included a section labelled “Theory of Change,” it did not articulate clear causal pathways linking activities to outputs, outcomes, and impact, nor did it make explicit or test key the assumptions on conditions needed for success.

Risk management and performance monitoring further constrained the project’s capacity to generate evidence aligned with the DAC criteria. Risk matrices and reporting met formal requirements but originally focused primarily on compliance and safeguard risks, rather than on risks to outcome achievement, sustainability, or the durability of results. Progress Reports provide reliable and internally consistent information on delivery and outputs, supporting assessment of implementation efficiency. However, outcome- and impact-level reporting remains largely narrative and unsupported by verifiable indicators or measurement.

Early warning signals, most notably under Outcome 2, where skills training did not translate into employment, were visible in reporting but did not consistently trigger documented escalation, corrective action, or adaptive management. This limited the assessment of effectiveness and sustainability.

These governance and reporting limitations directly shape how evaluation findings against the OECD DAC criteria are interpreted in Section 3.3. EIIP Phase VI governance systems were sufficient to support delivery tracking and efficiency-related analysis, but insufficient to support results-based management or credible assurance of outcome- and impact-level change. Section 3.2 establishes where project-generated evidence can be relied upon and where the evaluation must instead depend on triangulated qualitative data and theory-based analysis. This framing underpins the assessment of relevance, effectiveness, efficiency, sustainability, and impact presented in the subsequent section.

Key message in 3.1: EIIP Phase VI met formal ILO governance requirements. However, project design did not provide a clear causal model that linked inputs/activities to sustained outcomes and impact. As a result, governance, risk management, and monitoring systems were structured to track output delivery and compliance rather than test outcome assumptions, support adaptive management, or generate credible evidence of sustainability and impact. This design limitation shaped implementation performance and constrained the strength of evidence available for evaluation against the OECD DAC criteria.

3.2 Summary of Triangulated Data on Performance Results

Building on the governance and design constraints identified in Section 3.1, section 3.2 summarises findings from the triangulation of quantitative and qualitative data on

EIIP Phase VI implementation and results.¹³ The triangulation draws on quantitative (project documentation and performance reporting) and qualitative evidence (interviews, focus groups, case studies and site observation), to examine where evidence converges, diverges, or is complementary across data sources. The analysis is structured around Outcomes 1 and 2, while interpreting findings along the main stages of the reconstructed Theory of Change.

Outcome 1: Short-term employment and community assets. Triangulated evidence shows strong and consistent convergence at the early stages of the Theory of Change (activities and outputs). Quantitative data reliably document the delivery of short-term employment, workdays, and municipal and environmental works, while qualitative evidence corroborates participants' positive experiences of predictable income, dignified working conditions, and inclusive participation, particularly for women and persons with disabilities.

Short-term income effects were widely reported as critical for meeting immediate household needs. For community-level outputs, quantitative reporting confirms delivery of infrastructure and afforestation works, while qualitative field observations add insight into quality, functionality, and uneven implementation across sites. Taken together, the evidence is reliable and substantiates outputs and stabilisation effects. However, it provides limited insight into the sustainability of these effects beyond the project period. Assessment of results reported at the Outcome and Impact levels is limited, narrative, not based in evidence and not considered reliable. The reporting effectively did not monitor beyond Outputs.

Outcome 2: Skills development, employability, and livelihoods. For Outcome 2, triangulation reveals divergence between reported outputs and the results experienced by participants at the intermediate stages of the Theory of Change. Quantitative data indicate that targets for skills training (Output 2.1) and entrepreneurship support (Output 2.2) were largely met. The progress reporting does not provide insight into the quality of the training or the satisfaction of participants.

In contrast, qualitative evidence consistently reports poor training quality, inconsistent delivery, limited practical content, and the absence of effective work-based learning, job placement, or follow-up under the skills component. Concerns were also expressed about the credibility and accuracy of the graduate certificates provided by the firm. As a result, participants did not report improved employability or

¹³ A detailed presentation of the data is made in Annex C.1 and C.2. The triangulation of qualitative and quantitative sources and synthesis of results is included as Annex C.3.

sustained employment attributable to the training. This is consistent with the Progress Report statement of “No Progress” on work placement.¹⁴

Entrepreneurship support shows more positive but uneven results. Qualitative case studies indicate that some participants were able to establish income-generating activities aligned with their circumstances. Despite initial success, these enterprises remain small, fragile and vulnerable to shocks, with no systematic evidence of sustainability or possibility to grow. Critically, the project does not provide graduates access to other forms of institutionalised support, particularly for mentoring and micro-finance.

Cross-cutting patterns along the Theory of Change. Across both outcomes, triangulation highlights a consistent pattern: evidence is strongest where causal pathways are simple, immediate, and aligned with delivery-focused monitoring (short-term employment and income support). It is weakest where results depend on untested assumptions, outcome-level monitoring, and sustained change over time (employability, livelihoods, and impact). Quantitative reporting is reliable for documenting activities and outputs. Outcome progress is limited to quantitative reporting, which is largely narrative, not based in evidence and, therefore, not considered reliable assessing the plausibility and limits of outcome-level change. These patterns illustrate the practical effects of the design and governance limitations identified in Section 3.1 and provide the empirical basis for the assessment of performance against the OECD DAC criteria in Section 3.3.

Developing the capacity of Jordanian counterpart institutions

The evaluation observed and validates EIIP Phase VI’s contribution to institutional capacity development, in the public sector (Municipalities, MOLA and the Ministry of Agriculture) and counterpart entities. Monitoring data indicate that public sector officials and private partners were trained in different aspects of employment-intensive approaches and Local Resource Based Technology, and that local trainers and institutions strengthened their capacity to deliver entrepreneurship modules.

These output achievements were observed during the evaluation field visits. They represent tangible institutional gains and may support future programming. This capacity was built progressively during project implementation. It was training-based and still being structurally institutionalised within municipalities, ministries and partner organisations, including as new systems and procedures. As such, while institutional strengthening is a positive output result, it was not yet sufficiently operationalised to sustain employability transitions or guarantee longer-term livelihood outcomes beyond the project period.

¹⁴ The Progress Report ending March 2025 does not provide insights on the reasons behind the “No Progress” status.

As a further element of capacity building, the evaluation observed that the selection of participating municipalities followed a structured and competitive process. Documented criteria included poverty levels, presence of refugees, municipal capacity, avoidance of overlap with other programmes and the availability of long-term maintenance financing. This competitive approach, combined with participatory engagement mechanisms, was expected to enhance the potential for sustainability by incorporating capacity and financing considerations at the selection stage.

3.3 Assessment of the Evaluation Criteria

Section 3.3 provided a comprehensive assessment of the Evaluation Criteria. The assessment draws on the triangulated data, and the raw qualitative and quantitative data in the Annexes. Responses are shaped by the reconstructed Theory of Change and organised according to the revised Evaluation Questions, as delivered in the approved Inception Report (04 December 2025).

Across the OECD-DAC criteria, several structural drivers consistently influenced multiple dimensions of EIIP Phase VI performance. These include the absence of a fully operationalised Theory of Change, limited results-based risk modelling, weakly specified causal/transition pathways from outputs to outcomes and impact, and limited adaptive learning through performance monitoring. The unreliability of Outcome reporting was a particular constraint.

These drivers were present and expressed differently across Relevance, Coherence, Effectiveness, Efficiency, Sustainability, and Impact. While each criterion is assessed independently below and supported by criterion-specific evidence, cross-references are used where appropriate to avoid unnecessary repetition and to preserve analytical clarity.

3.3.1 Relevance

Relevance is assessed as Satisfactory (lower range). EIIP VI was aligned with vulnerability and short-term employment needs. The alignment of employability pathways with labour-market realities and institutional capacity was substantially weaker.

Revised Evaluation Questions for Relevance

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 grounded in evidence of local needs, labour-market conditions, municipal priorities, and environmental relevance?

Q1. To what extent does the reconstructed Theory of Change reflect the realities of vulnerability, labour-market constraints, and institutional capacity in Jordan?

As a proxy for project design, the reconstructed Theory of Change aligns strongly with Jordan's vulnerability context in relation to short-term income needs. High unemployment, limited decent work opportunities for youth and women, and persistent economic fragility make labour-intensive public works relevant as a stabilisation mechanism. Triangulated beneficiary evidence confirms that temporary wages were highly valued. They contributed directly to debt repayment, food security, education and essential household expenditures.

However, alignment weakens in relation to longer-term employability and resilience. Assumptions that short-duration training and entrepreneurship support would translate into improved employability or sustained employment, did not fully reflect labour-market demand or absorption constraints, geographic disparities, or institutional limitations in employment services and accredited training systems. The ToC was, therefore, partially aligned: robust for stabilisation, not robust for a development orientation or transition.

Q2. Did the design include the assumptions and enabling conditions required for outputs to lead to improved livelihoods?

The design included sufficient enabling conditions for short-term employment delivery. Municipal coordination, recruitment processes, and wage arrangements were appropriate to achieve income-generation outputs. However, enabling conditions required for sustained livelihood progression were not assessed, specified or operationalised. Employer engagement, structured work-based learning, credible certification pathways, and systematic access to finance were assumed rather than clearly embedded. As noted under the cross-cutting structural drivers, transition mechanisms were insufficiently risk-modelled, limiting the plausibility of progression from outputs to durable livelihood outcomes.

Q3. Were the perspectives of ILO constituents and vulnerable groups incorporated into programme logic and targeting?

Participation of women, refugees, and persons with disabilities was evident at the output level. Beneficiaries reported safe and respectful working conditions in public infrastructure works and reforestation. This reflects responsiveness to vulnerability criteria and inclusive targeting.

However, structural barriers affecting longer-term employment, such as care responsibilities, mobility constraints, regulatory limitations for refugees, and employer accommodation gaps, were not systematically addressed within transition design. While national counterparts were engaged in implementation, evidence of deep tripartite integration shaping employability pathways was limited. Inclusion was therefore stronger in access than in sustained empowerment.

Q4. Were site-selection criteria and programme choices grounded in evidence of local needs and labour-market conditions?

Public works were aligned with municipal service priorities and community infrastructure needs. Environmental interventions aligned with broader sustainability objectives. However, evidence of systematic local labour-market diagnostics informing skills targeting or enterprise support themes was limited. Programme choices were more strongly grounded in vulnerability and infrastructure needs than in detailed labour-demand analysis, constraining alignment with longer-term employment dynamics.

Summary Assessment of Relevance

EIIP Phase VI was highly relevant to the immediate vulnerability and income needs of participants, and to the infrastructure and afforestation needs of the municipalities. As designed, the project's relevance as a transitional development intervention was less relevant due to a misalignment between employability ambitions and labour-market and institutional realities.

3.3.2 Coherence (Internal and External)

Coherence is assessed as Satisfactory (lower range). EIIP VI showed good internal coherence within its public works. Unclear sequencing and limited integration with employment systems and private sector limited external coherence.

Revised Evaluation Questions: Coherence	
5.	Outcome 1 and Outcome 2 as a coherent pathway, or parallel interventions?
6	Alignment with ILO policies, national frameworks, municipal planning, Gender Equality, Diversity and Inclusion commitments, and UN/partner initiatives.
7	Harmonisation with similar ILO/donor efforts, avoiding duplication and promoting coordination
8	Alignment with broader gender equality and disability inclusion objectives (national/international)
9	Did institutional relationships support or hinder the ToC causal pathways?

Q5. Outcome 1 and Outcome 2 as a coherent pathway, or parallel interventions?

EIIP VI demonstrated strong internal coherence within Outcome 1 (short-term employment/public works), where the logic linking municipal priorities, employment days, and income stabilisation was clear and consistently implemented.

Coherence between Outcome 1 and Outcome 2 was not strong. The Two Outcomes operated as parallel streams, not as a sequenced livelihood pathway.¹⁵ The project did not define or operationalise a structured transition mechanism (eligibility criteria, sequencing, referral/selection logic, timelines, follow-up) that would enable participants to move from short-term work into skills utilisation, placement, or enterprise development at scale. As a result, the programme's internal architecture did not consistently support progression from stabilisation outputs toward durable livelihood outcomes.

Q6. Alignment with ILO policies, national frameworks, municipal planning, gender commitments, and UN/partner initiatives?

On policy and implementation alignment, EIIP VI was coherent with ILO normative commitments (decent work, organisational health and safety, inclusion) in its public works and afforestation implementation, and it aligned well with municipal planning and local service delivery priorities through the identification and delivery of community infrastructure and environmental works.

Coherence weakens when assessed against the programme's stated development orientation, particularly regarding how skills, WBL, and enterprise support were expected to connect to labour-market systems and sustained employment. The project's coherence with the broader employment ecosystem (employment services, employer organisations, financial systems, formal certification) was limited, reducing the plausibility that the employability stream could operate as intended within national systems.

On gender and disability inclusion, coherence within both Outcomes was strong at the level of access and participation, where inclusion targets were met or exceeded, and the ILO provided safe work environments. However, it was weaker for longer-term livelihood strategies, where structural barriers were not systematically integrated into the transition design.

Q7. Harmonisation with similar ILO/donor efforts, avoiding duplication and promoting coordination?

Evidence indicates that EIIP VI made a concrete contribution to harmonisation, through project mapping and coordination mechanisms designed to improve planning and reduce duplication across BMZ-funded initiatives. The progress report documents that GIS mapping consolidated a large portfolio of projects (ILO EIIP phases, GIZ, UNOPS) specifically to support coordinated planning and to avoid duplication.

¹⁵ This finding is made notwithstanding evidence that some beneficiaries from previous ILO projects were Outcome 2 beneficiaries.

This coherence appears stronger for the public works/infrastructure and geographic planning dimensions than for employability systems integration. Coordination mechanisms improved visibility and complementarity of investments, but the skills/employability stream still lacked structural engagement in labour-market institutions, limiting functional coherence beyond mapping and general coordination.

Q8. Alignment with broader gender equality and disability inclusion objectives (national/international)

The project demonstrated credible alignment with inclusion objectives at output level (participation targets and consistent implementation of inclusive access in short-term employment). However, alignment was weaker at outcome level because the programme did not systematically address the structural barriers that shape sustained labour-market participation, such as care responsibilities, mobility constraints, refugee regulatory constraints, and employer-side accommodation (reasonable accommodation and inclusive hiring practices). As a result, inclusion coherence was strongest for access to temporary work, but did not yet translate into a coherent, sustained employability strategy for women and persons with disabilities.

Q9. Did institutional relationships support or hinder the ToC causal pathways?

Institutional relationships supported Outcome 1 delivery: collaboration with municipalities and relevant ministries enabled implementation that was aligned with local priorities and feasible delivery arrangements for infrastructure and environmental works.

Institutional relationships were less effective for Outcome 2 causal pathways, which required stronger labour-market and service-system linkages (training quality assurance, placement networks, employer partnerships, and follow-up services). The skills component illustrates this constraint clearly: despite scale of training, reported placement outcomes were minimal and not sustained, and the service agreement with the provider was terminated due to weak performance in translating training into employment outcomes.

Summary Assessment of Coherence.

Institutional arrangements were coherent for delivery of public works and short-term stabilisation, but did not adequately support the causal pathways required for transition to sustained employment and resilience, consistent with the broader finding that the ToC linkages between outcomes were not operationalised.

3.3.3 Effectiveness

Effectiveness is assessed as Satisfactory (lower range). The majority of outputs were delivered, especially under Outcome 1. Outcome-level and output 2.1 performance in skills and transition components were substantively weaker.

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, WBL 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 experienced the project's interventions, and did project activities challenge or reinforce existing barriers and norms?

16. How did the project's achievements contribute to ILO's cross-cutting policy drivers including gender equality, social dialogue, environmental sustainability <https://web.whatsapp.com/>, and labour standards?

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

What unintended positive or negative effects emerged at community, household, institutional, or participant levels?

Output Validation

Q10. Did the project meet all of its planned outputs? How did activities contribute to the quantity and quality of outputs?

Short-term employment and workdays (Outcome 1): The project met or exceeded planned outputs for short-term employment and workdays. Delivery systems were mature and well established through municipalities, which supported scale and consistency. Qualitative evidence aligns with strong output delivery, and participants generally describe works as organised, well supervised, and predictable.

Environmental assets (afforestation/green works): Environmental outputs were delivered at scale (trees planted/area covered), and cooperation with counterpart institutions supported implementation. However, the reporting notes that outcome-level environmental effects (e.g., survival rates, longer-term environmental improvements) were not yet evidenced, and quality/sustainability cannot be confirmed at the time of evaluation.

Municipal infrastructure outputs: Infrastructure outputs were partially delivered: some works completed, others ongoing/delayed. Field observations suggest most completed works were functional and of acceptable quality, with some strong examples. However, the evaluation also documents systemic issues affecting quality assurance and sustainability (planning readiness, technical design quality, oversight), and at least one site is flagged as presenting serious technical concerns.

Skills training (Outcome 2.1): Numerically, skills training outputs were reported as achieved (beneficiaries trained), but the evaluation evidence indicates serious quality and delivery problems: inconsistent duration, limited practical content, credibility issues with certification, and non-delivery of key elements (work-based learning and job placement). Therefore, output quantity was achieved, but output quality appears weak.

Enterprise support (Outcome 2.2): Entrepreneurship training and seed funding support were delivered to a subset of beneficiaries, and qualitative case evidence suggests this component produced the clearest livelihood-oriented results among Outcome 2 activities. As observed, the evaluation assessed these as small-scale and fragile, with sustainability partially dependent on follow-on support and access to finance that were not systematically provided.

Q11. To what extent is output-level monitoring data accurate, complete, and consistent with beneficiary and stakeholder experience?

Based on the triangulated evidence, Output-level monitoring is generally accurate and consistent for Outcome 1 delivery (jobs/workdays and public works). Participant experience broadly corroborates that outputs occurred as reported. Output tracking appears reliable where indicators are straightforward and observable (employment cycles, wages, workdays, completed works).

For Outcome 2, especially skills training, the evaluation identifies a gap between reported outputs and beneficiary experience. While monitoring indicates training was delivered, participant testimony highlights important inconsistencies in duration and delivery modality, and a lack of credibility in certification. This suggests that output monitoring for training captured “counts” but did not adequately validate quality, completeness, or adherence to contractual requirements.

Result, monitoring is strong for delivery outputs (Outcome 1), but insufficiently robust for quality assurance and validation in skills training, and not effective in measuring post-support outcomes for enterprise activities.

Outcome Evidence Generation

Q12. What evidence exists that short-term employment led to increased income security, reduced vulnerability, or improved employability among participants?

Income security and reduced vulnerability: The report contains strong qualitative evidence that short-term employment provided critical temporary income relief. Participants commonly report using wages to repay debts (rent, utilities), cover basic needs, and manage immediate household pressures. The effect is consistently

described as stabilising but temporary, with many households returning to vulnerability after project cycles ended.

Employability: Evidence of improved employability beyond the project is weak. Some participants report informal skill acquisition and improved work discipline through worksites, but the evaluation indicates limited translation into post-project employment. Structural constraints (weak labour demand, regulatory barriers for refugees, gender norms) reduce the likelihood that short-term work experience alone improved employability in a durable way.

Result, strong evidence for temporary income stabilisation; limited evidence for sustained employability gains.

Q13. To what extent did trainees, WBL participants, and entrepreneurship beneficiaries acquire skills/confidence/capacities that improved prospects?

Trainees and WBL participants (Outcome 2.1): The evaluation finds **limited evidence** that trainees acquired job-relevant skills that improved prospects. Beneficiaries report training was basic, often desk-based, sometimes video-delivered, and insufficiently practical. Critically, work-based learning and job placement—the mechanisms that would translate training into prospects—were largely absent or reported as “no progress.” Certification was inconsistently provided and not viewed as credible, reducing its value for labour-market signalling.

Entrepreneurship beneficiaries (Outcome 2.2): Evidence is more positive for entrepreneurship beneficiaries. Case evidence suggests training plus mentoring and seed support increased confidence and enabled some participants, particularly women needing flexible/home-based work and at least one specialised youth case, to establish income-generating activities. However, the evaluation stresses these are fragile livelihoods, vulnerable to shocks, and not systematically connected to longer-term support systems.

Result, skills/WBL evidence is weak; entrepreneurship capacity gains are evident but threatened by sustainability constraints, particularly related to finance.

Q13. Which assumptions in the reconstructed Theory of Change held true, partially held, or did not hold, and why?

The reconstructed Theory of Change was based on the project document and the Progress Report format. The theory held true for:

- Short-term employment would generate immediate income support and temporary stabilisation for vulnerable households. Evidence strongly supports this.
- Public works can generate visible local assets where planning and oversight are adequate. Evidence supports this in many sites, though unevenly in a minority of cases.

Held partially true:

- Environmental/afforestation outputs would translate into durable environmental benefits. Positive delivery occurred, but longer-term effects (e.g., survival rates, sustained environmental improvement) were not evidenced at the evaluation time.
- Entrepreneurship support can enable livelihood improvements for some beneficiaries. Evidence supports positive results, but sustainability is uncertain without additional support and access to financing. These would have to be institutionalised outside of the project.

Did not hold:

- Skills development would translate into improved employability and sustained employment. Evidence indicates poor training quality, lack of placements, weak certification credibility, and minimal attributable employment outcomes.
- The implicit transition logic from Outcome 1 (short-term work) to Outcome 2 (training/enterprise) as a pathway to sustainable livelihoods. The programme elements operated more in parallel than as a sequenced pathway, and enabling conditions for transition were not present.

Reasons given in the report include: labour-market absorption constraints, limited institutional anchoring (employment services, finance), weak ToC articulation/testing, and implementation/oversight failures in contracted training delivery.

14. What contextual, institutional, economic, or behavioural factors enabled or constrained outcome-level change?

Enablers included:

- High vulnerability and scarcity of jobs increased uptake and relevance of short-term employment.
- Municipal engagement and alignment with local priorities enabled effective delivery of Outcome 1 outputs, and benefits to families and communities.
- Safe, inclusive worksites supported participation of women and persons with disabilities at output level.

Constraints:

- Structural unemployment and weak labour demand limited pathways from Output 1 activities and training to jobs.
- Refugee regulatory constraints and concerns about permits/social assistance trade-offs reduced feasible employment transitions.
- Geographic variation and local labour-market weakness (especially in more remote areas) constrained post-project opportunities.
- Limited institutional embedding for Outcome 2 (weak linkages to recognised training systems, employers, finance providers).

- Governance/oversight weaknesses and delayed corrective action, especially regarding the skills service provider, constrained outcome achievement.
- For women, care responsibilities, mobility constraints, and social norms reduced feasible transition to formal work; for persons with disabilities, lack of systematic tailored support limited longer-term pathways.

Gender, Disability, and Social Inclusion

Q15. How have women and people with disabilities experienced interventions, and did activities challenge or reinforce barriers and norms?

Women and persons with disabilities generally experienced Outcome 1 employment as safe, dignified, and inclusive, which is a meaningful achievement in contexts where worksite norms and accessibility often exclude these groups. Women reported positive supervision, respect, and increased confidence; in some locations, participation contributed to greater household acceptance of women's work.

However, while the project reduced barriers to participation in short-term employment, it did not systematically address the structural barriers that limit women's and persons with disabilities' access to sustained livelihoods (care burdens, mobility limits, limited tailored employment supports, narrow labour demand). Outcome 2 did not provide a reliable bridge to longer-term opportunities, so participation gains did not consistently translate into durable changes in norms or economic inclusion.

The results challenged barriers at the level of access to short-term work, but did not shift the underlying constraints that shape long-term labour-market exclusion.

Q.16. How did achievements contribute to ILO cross-cutting policy drivers: gender equality, social dialogue, environmental sustainability, labour standards?

Gender equality: The project contributed primarily through inclusive access to short-term employment and safe worksites for women. Evidence of longer-term gender equality outcomes is limited because pathways to sustained livelihoods were weak.

Social dialogue: The evaluation found no evidence of substantive social dialogue outcomes (e.g., structured tripartite engagement shaping implementation or labour-market systems change). If social dialogue occurred, it is not documented or visible in a way that allows a strong evaluative conclusion.

Environmental sustainability: The project contributed through delivery of green works and afforestation outputs and some environmental/community assets. The evaluation does not establish longer-term environmental impact, but the alignment of activities with environmental objectives is evident.

Labour standards: Outcome 1 implementation appears aligned with decent work principles, including wage setting, basic occupational safety, and respectful worksite management. Participant testimony supports the view that working conditions were better than informal alternatives, and inclusion was operationalised in practice.

Engagement with the Private Sector

Q17. To what extent did the project engage with the private sector (including main employers' organisation) to enhance employability?

The evaluation found limited private-sector engagement in ways that would materially enhance employability outcomes. The skills development component lacked effective employer linkage, job placement partnerships, or work-based learning arrangements that connect beneficiaries to labour-market demand. The report also indicates limited engagement with tripartite actors and the broader employment ecosystem in relation to Outcome 2 transition objectives.

If there was engagement with the main employers' organisation or structured employer partnerships, it is not evidenced clearly enough in the report to support a strong claim. Accordingly, private-sector engagement was insufficient to achieve employability objectives at scale.

Unintended Effects

Q18. What unintended positive or negative effects emerged at community, household, institutional, or participant levels?

- Positive unintended effects (not described in the documentation and supported by qualitative narrative):
- Dignity and psychosocial benefits: participants, including educated unemployed individuals, valued the respect and conditions of EIIP work compared with informal labour alternatives.
- Increased confidence and, in some cases, greater household acceptance of women's participation in paid work.
- Community-level benefits where public spaces (parks, shared infrastructure) improved community use and local ownership.

Observed negative unintended effects / risks:

- Opportunity cost for trainees: some participants described Output 2.1 skills training as lost time that could have been used for income generation, given the lack of training and employment returns.
- Risks linked to weak oversight in the Output 2.1 training contract: inconsistent delivery, questionable certification, and potential fiduciary/contract management concerns.
- For some infrastructure sites, technical/planning weaknesses created risks to quality and potential downstream safety/heritage concerns. At least one site is described as particularly concerning, and was reported to the ILO.

3.3.4 Efficiency

Satisfactory: Resources were efficiently deployed for short-term employment. Return on investment in skills development and employability components were substantially weaker.

Revised Evaluation Questions: Efficiency
19a. To what extent were time, resources, and inputs deployed in ways that realistically supported both short-term employment and longer-term employability objectives?
19b. 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?

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

The evaluation finds that time and resources were deployed efficiently in support of short-term employment objectives, but less effectively in advancing longer-term employability goals.

For Outcome 1, delivery systems were well-established, operational processes were clear, and resources were channelled effectively through municipalities to generate employment days and visible infrastructure outputs. The deployment of funds toward labour-intensive public works translated directly into employment generation and local asset creation, demonstrating operational efficiency in achieving short-term results.

However, when assessed against longer-term employability objectives, resource deployment appears less efficient. Skills development and work-based learning components did not yield commensurate outcome-level gains relative to the time and financial inputs invested. Delays in identifying and addressing performance issues in training delivery reduced the effectiveness of these investments. Similarly, the absence of structured transition pathways, employer engagement mechanisms, and institutional anchoring limited the return on resources intended to improve employability.

Entrepreneurship support shows comparatively better alignment between inputs and outcomes at a small scale, with some beneficiaries establishing income-generating activities. Nonetheless, the lack of systematic follow-on support and integration with financial ecosystems constrained the sustainability of these investments.

Overall, resource use was efficient in delivering short-term employment outputs, but less efficient in translating investments into sustained employability outcomes.

19b. Were delivery arrangements (procurement, contractor management, site management, ESC coordination, training delivery) efficient and fit for purpose?

Delivery arrangements for short-term employment and municipal works were generally fit for purpose. Municipal coordination enabled timely mobilisation, and site management structures were functional in most locations. Employment Support Committees facilitated local-level coordination and beneficiary selection processes, contributing to implementation continuity.

However, weaknesses emerged in contractor management and oversight within the skills development component. Evidence indicates that performance shortcomings in training delivery—including inconsistencies in modality, duration, and certification—were not addressed with sufficient speed or corrective action. The evaluation also notes gaps in documentation linking payments to verified delivery milestones, raising concerns about the robustness of contract management systems in this component.

Infrastructure delivery shows variation: while many sites functioned effectively, delays, planning gaps, and uneven technical oversight affected efficiency in certain cases. These issues did not negate output delivery overall but reduced implementation smoothness and, in isolated instances, raised quality concerns.

In summary, delivery arrangements were largely effective and efficient for Outcome 1, but contractor oversight and quality assurance mechanisms for Outcome 2 were not sufficiently robust to ensure efficient and purpose-fit implementation.

20. Did the project achieve reasonable value for money in relation to its outputs and emerging outcome-level changes?

The evaluation finds that the project achieved reasonable value for money in relation to short-term employment outputs and public works delivery. The conversion of financial resources into employment days and visible community assets appears proportionate and aligned with programme objectives. Given the high vulnerability context, the short-term income support generated represents a tangible and immediate return on investment.

However, value for money is more mixed when assessed against longer-term employability and livelihood outcomes. Investments in skills training yielded limited evidence of improved employment prospects, reducing the outcome-level return on those expenditures. Entrepreneurship support generated promising but small-scale results, with sustainability dependent on additional ecosystem linkages not fully embedded within the project.

From an efficiency perspective, the strongest value for money is found in the labour-intensive public works component. The weakest value-for-money case relates to skills development under Outcome 2.1, where quality and transition failures reduced the effectiveness of invested resources.

Overall, the project demonstrates good value for money for immediate employment generation and community asset creation, but limited value for money in achieving sustainable employability outcomes.

3.3.5 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?

Q21. What project elements were intended to ensure the sustainability of Outputs and Outcomes?

Based on the triangulated evidence, the evaluation did not identify an explicit sustainability strategy or formal exit plan. The progress reports describe training, institutional engagement, and coordination mechanisms that support implementation and may contribute to sustainability. However, they do not document formalised handover arrangements, budgetary absorption of the new capacity, or institutional embedding within permanent government systems. Accordingly, while sustainability-supporting measures were implemented, the evidence available does not demonstrate that long-term continuation was structurally secured.

The project incorporated several elements intended to support sustainability at both output and outcome levels. At the output level, sustainability was expected to derive from embedding in local institutions. Municipal infrastructure and public works were implemented through municipal structures, implying that completed assets would be absorbed into existing maintenance systems. Afforestation activities were implemented in coordination with relevant national authorities, suggesting institutional responsibility beyond the project period.

For Outcome 2, sustainability was implicitly expected to derive from capacity-building: trainees would acquire employable skills, entrepreneurship beneficiaries would establish viable micro-businesses, and local actors such as Employment Support Committees would strengthen community-level employment coordination. While these elements reflect an intention toward sustainability, the evaluation finds that many of the enabling conditions required for sustained outcomes were not systematically embedded. For skills and entrepreneurship components, sustainability depended heavily on external labour demand, follow-on support, and institutional linkages that were not fully secured within the project design.

Overall, sustainability mechanisms were stronger and more explicit for infrastructure and afforestation than for employability and livelihood pathways.

Q22. To what extent is there evidence that environmental assets, municipal works, or afforestation sites will be maintained and used beyond the project period?

Evidence suggests that most completed municipal works were functional and being used at the time of evaluation. Where projects aligned clearly with municipal priorities and planning frameworks, prospects for continued use are reasonably strong.

However, sustainability depends on the fiscal and technical capacity of municipalities to maintain infrastructure, which varies across the project locations.

Field observations and stakeholder interviews show mixed evidence regarding whether all participating municipalities possess the financial resources and technical capacity required to ensure long-term maintenance, sustainability, and, in at least one case, timely completion of works. ILO Performance Reports do not assess this dimension of sustainability. Accordingly, while the competitive selection framework strengthens the likelihood of sustainability, the evidence does not demonstrate that sustainability was structurally secured across all sites.

Afforestation and environmental assets show delivery-level success (trees planted, sites established), but longer-term sustainability, such as survival rates, maintenance regimes, irrigation continuity, and environmental impact, is not yet evidenced. Maintenance responsibilities appear to rest with relevant authorities, but the evaluation does not provide systematic evidence confirming long-term maintenance plans, budget allocations, or technical oversight.

In summary, infrastructure and environmental assets are likely to remain in use where ownership is strong and maintenance systems exist, but there are risks in contexts of limited municipal resources and variable planning readiness.

Q23. Did training providers and municipal partners demonstrate ownership or institutional uptake that could sustain benefits after closure?

Municipal partners demonstrated an operational ownership in implementing public works, particularly where projects aligned with identified local needs. This suggests some institutional uptake at the infrastructure level. Institutional uptake appears weaker in relation to skills development and employability pathways. The training provider's performance challenges and the limited integration of training components into recognised national systems reduce confidence in sustained impact. There is little evidence that training systems, employment services, or employer networks have absorbed or institutionalised the approaches introduced.

Overall, municipal-level ownership of infrastructure is evident to some degree, while institutional uptake for employability systems is limited.

Q24. What conditions, financial, institutional, market-related, or behavioural, would be necessary for Outcome-level changes to persist?

The evaluation observed that several conditions would need to be in place for sustained outcome-level change to occur:

- *Financial conditions:* Stable municipal budgets for infrastructure maintenance; access to microfinance and small business capital; and funding streams for continued training or employment support services.
- *Institutional conditions:* Stronger anchoring of skills training within accredited national systems; formal employer partnerships and placement mechanisms; structured coordination between municipalities, employment services, and private-sector actors.

- *Market-related conditions:* Improved labour-market absorption capacity; demand for the specific skills developed; and accessible markets for micro-enterprises.
- *Behavioural conditions:* Continued confidence and participation of women and persons with disabilities; household acceptance of women’s work; and sustained beneficiary motivation and risk tolerance in entrepreneurship.

Absent these conditions, outcome-level changes, particularly those linked to employability and enterprise sustainability, are unlikely to be sustained.

Q25. Are there foreseeable risks to sustaining benefits, given the reconstructed assumptions and risk pathways?

The evaluation identifies foreseeable risks as including:

- **Labour-market risk:** Persistent structural unemployment and limited private-sector growth may prevent skills and enterprise beneficiaries from sustaining income gains.
- **Institutional risk:** Limited integration of training and entrepreneurship support within national systems reduces institutional continuity after project closure.
- **Financial risk:** Municipal fiscal constraints may limit maintenance of infrastructure and environmental assets over time.
- **Oversight and governance risk:** Weaknesses observed in contractor oversight—particularly in skills delivery—highlight vulnerabilities in quality assurance that could undermine longer-term credibility.
- **Gender and inclusion risk:** Without continued structural support (e.g., childcare solutions, mobility accommodations, disability-inclusive employment mechanisms), initial gains in participation may not translate into durable inclusion.
- **Environmental sustainability risk:** Without confirmed maintenance systems and monitoring of afforestation sites, environmental outputs may degrade.

Sustainability prospects are strongest for visible infrastructure outputs that are locally valued and institutionally absorbed. Sustainability prospects are significantly weaker for employability and livelihood outcomes, which depend on external market conditions, institutional embedding, and follow-on support mechanisms that were not fully secured within the project design.

3.3 6 Impact (Possibility for 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

Q 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?

Based on the evidence available, the evaluation concludes project does not provide a credible trajectory toward sustained resilience and longer-term livelihood improvement for vulnerable Jordanians and Syrian refugees. This gap resulted from a design deficiency.

The strongest and most consistently evidenced pathway is the short-term employment component. Participants report that wages contributed to meeting basic needs, servicing debts, and stabilising household pressures. These effects are meaningful in a context of high vulnerability and limited job availability, and they indicate that EIIP VI has delivered tangible short-term benefits aligned with the intended impact direction.

However, evidence is limited that the project has established a reliable pathway from temporary employment into sustained employability, durable income security, or longer-term resilience. Skills training and work-based learning mechanisms did not function as a consistent bridge to employment outcomes, and evidence of improved employability is weak. Entrepreneurship support shows more promising emerging effects for a smaller subset of participants, but sustainability remains uncertain and dependent on enabling conditions (finance, markets, mentoring) that were not consistently secured.

For Syrian refugees in particular, structural constraints, including labour-market segmentation, regulatory requirements, and limited upward mobility, reduce the likelihood that short-term work experience or basic training alone would lead to durable improvements.

Overall, EIIP VI demonstrates credible impact potential through short-term income support and community assets, but the evidence indicates that longer-term impact trajectories remain fragile and incomplete.

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

For the intended impact (improved living conditions, income security, and resilience) to materialise, several enabling conditions would be required beyond those currently evidenced:

- **Labour-market enabling conditions:** stronger labour demand; better matching between skills offered and local market opportunities; and improved pathways into decent work for women, youth, and refugees.

- **Institutional enabling conditions:** stronger use of skills development in accredited national systems; clear institutional responsibility for employment facilitation; and effective partnerships with employers and employer organisations.
- **Transition mechanisms:** structured sequencing from short-term employment into employability pathways (training + work-based learning + placement), with clear criteria, timelines, and follow-up support.
- **Business ecosystem support:** sustained mentoring, market linkage support, and reliable access to microfinance and working capital for entrepreneurship beneficiaries.
- **Inclusion enablers:** childcare and safe transport options for women; targeted disability accommodations and workplace inclusion mechanisms; and support that addresses regulatory constraints affecting refugees.
- **Municipal and environmental maintenance capacity:** reliable budget allocations and technical systems to maintain public works and afforestation sites.

Without these enabling conditions, benefits are likely to remain short-term and episodic rather than cumulative toward resilience.

Q28. 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?

Evidence of longer-term or emerging effects for women and persons with disabilities is most visible in psychosocial, confidence, and social inclusion dimensions, rather than sustained economic resilience.

Women reported positive experiences of safe, dignified participation in short-term employment, which in some cases contributed to increased confidence and greater acceptance of women's work within households and communities. These changes, while not universal or systematically tracked, represent emerging social inclusion effects that may support resilience over time if reinforced through continued opportunity and supportive systems.

For persons with disabilities, the project demonstrated inclusion in access to short-term work and, in some instances, task adjustments. This contributes to social inclusion by normalising participation and demonstrating capability in public works settings. However, the evaluation provides limited evidence that these experiences translated into sustained employment pathways or longer-term economic resilience, largely because transition mechanisms and tailored supports were not systematically embedded.

Emerging effects are more apparent in inclusion and empowerment than in durable livelihood change, and their persistence will depend on follow-on opportunities and structural supports.

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

Several alternative strategies and design features could have strengthened the likelihood of long-term impact:

1. *A clearer sequenced pathway from Outcome 1 to Outcome 2:* Establish a structured progression from short-term employment → targeted training → work-based learning/placement → employment retention support or enterprise start-up support. This would require explicit eligibility criteria, sequencing timelines, and follow-up mechanisms.
2. *Employer-anchored training and placement design:* Shift skills development toward demand-led models with employer co-design, worksite-based learning, and verified placement agreements. This would increase credibility and labour-market relevance, especially if linked to recognised certification systems.
3. *Stronger institutional anchoring within national employment and training systems:* Integrate training and employability support through accredited TVET structures, public employment services, and partnerships with employer organisations to sustain benefits beyond the project period.
4. *Enhanced quality assurance and contract performance mechanisms for training delivery:* Introduce stronger verification of training quality, attendance, certification credibility, and deliverable completion before payments are released. This would reduce risks of under-delivery and improve outcome-level returns on investment.
5. *Targeted inclusion measures linked to livelihood sustainability:* For women, childcare support, flexible scheduling, safe transport, and pathways into home-based or locally viable work. For persons with disabilities: tailored placements, assistive accommodations, and disability-inclusive employer partnerships.
6. *Entrepreneurship as a supported pathway rather than a standalone intervention:* Pair start-up support with longer mentoring, market linkage, and guaranteed access to microfinance, all through institutional partners. Build cohorts and peer-support mechanisms to reduce isolation and failure rates.
7. *Local labour-market diagnostics embedded in site and activity selection:* Ensure that site selection and training/enterprise themes reflect local demand conditions, not only vulnerability criteria, to increase the probability of sustained outcomes.

Taken together, these adjustments would have increased the likelihood that short-term employment gains could accumulate into durable employability, income security, and resilience outcomes.

3.3.7 Cross Cutting Issues

Cross-Cutting Issues (Nationality, Gender, and Disability). While not an evaluation criterion, the evaluation was asked to assess the use and effectiveness of engaging both Jordanian and Syria participants (social cohesion), and meeting targets for the inclusion of gender and Persons with Disability. Triangulated evidence (Annex 3) indicates that EIIP Phase VI applied cross-cutting inclusion principles consistently at the level of targeting and access, particularly under Outcome 1.

Participation of Jordanians and Syrian refugees was broadly aligned with project objectives and contextual constraints, and qualitative evidence confirms that both groups valued access to short-term employment as a critical source of temporary income. While Syrian refugees face additional regulatory and labour-market barriers, triangulated evidence does not indicate systematic exclusion within project delivery itself. However, these structural constraints significantly limited the plausibility of progression beyond short-term employment for refugees, particularly under skills development and employability components.

Gender inclusion was a relative strength of the project at output level. Quantitative data show meaningful participation of women in short-term employment, and qualitative evidence highlights that worksite arrangements, occupational safety measures, and task selection enabled women to participate safely and with dignity. Women participants consistently reported positive short-term income effects and valued the flexibility and proximity of work. However, evidence suggests that gender-specific constraints, such as care responsibilities, mobility limitations, and restricted labour-market opportunities, were not systematically addressed beyond output delivery. As a result, participation did not translate into sustained employment or livelihood outcomes for most women, particularly under Outcome 2.

Inclusion of persons with disabilities was evident at the level of access to short-term employment, and qualitative evidence indicates that EIIP worksites were generally perceived as safe and accommodating. Participants with disabilities reported positive experiences of inclusion and income support under Outcome 1. However, evidence of tailored support, reasonable accommodation beyond worksites, or linkage to longer-term employment or livelihood pathways is limited. As with other groups, benefits for persons with disabilities were largely confined to the duration of project-supported employment.

Finding on Cross-cutting issues: Across all cross-cutting dimensions, a consistent pattern emerges: inclusion was effectively operationalised for short-term employment outputs, but did not extend meaningfully to employability, livelihoods, or sustainability. Structural barriers related to nationality, gender roles, disability, and labour-market conditions were recognised but not systematically addressed through design, results logic, or institutional partnerships. These findings reinforce the conclusion that EIIP Phase VI functioned primarily as an inclusive delivery mechanism for short-term stabilisation, rather than as a programme capable of addressing deeper inequalities in access to sustained employment and livelihoods.

3.4 Summary of Evaluation Criteria Ranking

The evaluation findings across the OECD-DAC criteria are summarised below:

Criterion	Rating	Summary Finding
Relevance	Satisfactory (lower range)	Strong alignment with immediate vulnerability and income needs. Weaker alignment of employability components with labour-market

		realities and institutional capacity required for durable change.
Coherence	Satisfactory (lower range)	Internal coherence within public works. Limited sequencing between outcomes and weak integration with national employment systems and private-sector actors.
Effectiveness	Satisfactory (outputs); Unsatisfactory (transition outcomes)	Majority of planned outputs were delivered, particularly short-term employment, infrastructure and reforestation. However, the transition to sustained employment and resilience outcomes was not achieved at scale.
Efficiency	Satisfactory	Resources were efficiently deployed for employment generation. Lower returns were observed in skills and employability investments due to weak transition performance.
Sustainability	Unsatisfactory	Limited institutional embedding, weak labour-market integration, and insufficient transition mechanisms reduce the likelihood that livelihood gains will persist beyond the project period.
Possibility of Impact	Unsatisfactory	While short-term stabilisation effects were evident, a credible pathway toward sustained income security and socio-economic resilience was not established.

3.5 Note on Overall Rating

Giving one overall rating means summarising performance across several stages of the results chain in a single judgement. The OECD DAC criteria assess performance from design and relevance through outputs, outcomes, sustainability and impact. However, the rating system allows only one combined score.

In the case of EIIP Phase VI, performance was satisfactory in delivery of short-term employment and infrastructure outputs, but unsatisfactory in transition to sustained employment, resilience, sustainability, and impact. The project delivered short-term stabilisation outputs effectively but did not achieve its development-oriented objective of sustained employment and resilience. Structural governance and design limitations were the primary constraint.

3.6 Assessment of the Reconstructed Theory of Change

3.6.1 Review of the Theory of Change

The reconstructed Theory of Change provided an explanation of how EIIP VI was expected to contribute to improved living conditions, income security, and resilience

through a combination of short-term employment, skills development, entrepreneurship support, and community asset creation. When assessed against available evidence, the ToC is partially validated.

The early-stage causal pathway, linking labour-intensive public works to short-term income generation and immediate vulnerability reduction, held true. Participants consistently reported that wages from short-term employment contributed to debt repayment, food security, and the management of essential household expenditures. The causal mechanism between temporary employment and short-term income stabilisation was direct, contextually appropriate, and supported by evidence.

The pathway linking public works and afforestation activities to improved community assets also held at the level of output and immediate use. Infrastructure was delivered and utilised, and environmental sites were established. However, longer-term sustainability of these assets depends on maintenance capacity and institutional follow-up, which remain uncertain.

The intermediate and longer-term pathways relating to employability and livelihood sustainability were not consistently validated. The causal link between skills training and improved employability did not hold strongly in practice. While training outputs were delivered numerically, evidence indicates weaknesses in delivery quality, limited practical content, inconsistent certification credibility, and insufficient work-based learning and placement mechanisms. As a result, the expected progression from training to sustained employment did not occur.

The entrepreneurship pathway partially held at an individual level. Some beneficiaries established income-generating activities and reported increased confidence and agency. However, these outcomes were small-scale and dependent on continued access to markets, mentoring, and finance. The ToC implicitly assumed that entrepreneurship inputs would translate into sustained livelihood improvements, but enabling ecosystem conditions were not systematically secured.

Overall, the reconstructed ToC was most valid where the causal chain was direct and largely under project control (short-term employment and asset delivery). It was less valid where the pathway required labour-market absorption, institutional embedding, or sustained external support. Implicit assumptions, particularly regarding employability transitions and institutional uptake, proved optimistic relative to contextual realities.

3.6.2 Implications of Causal Breaks for Project Performance

The degree to which the reconstructed Theory of Change held directly shaped the project's performance profile. Where the ToC was validated, particularly in relation to short-term employment, the project demonstrated strong effectiveness. Outputs were delivered at scale, wage income reached vulnerable households, and immediate stabilisation effects were consistently reported. This contributed to credible short-term improvements in income security and generated visible community assets aligned with municipal priorities.

Where the ToC assumptions did not hold, most notably in the employability pathway, performance at the outcome level was weaker. Skills development activities did not

consistently translate into improved employment prospects, and the anticipated transition from temporary employment to sustained livelihoods did not materialise at scale. Weak integration with employer networks, limited institutional anchoring, and inconsistent quality assurance reduced the effectiveness and value-for-money of Outcome 2 investments.

The partial validation of the entrepreneurship pathway resulted in emerging positive effects for some individuals but did not establish a systemic livelihood model capable of generating durable resilience across the target population. The performance implications are, therefore, structural rather than incidental. The project did not establish a sufficiently embedded or sequenced transition to support sustained employability and resilience. As a result, the overall impact trajectory remains strongest in relation to short-term income support and community-level outputs, and weaker in relation to longer-term livelihood transformation.

In summary, project performance mirrors the strengths and limitations of the reconstructed Theory of Change: strong where causal pathways were direct and internally controlled, and weaker where outcomes depended on external systems, labour-market conditions, and institutional integration. The direct effect of these causal breaks is that the project did not meet its objective of achieving long-term changes in employment or livelihoods, living conditions, socio-economic resilience, “through increased access to income, longer-term employment opportunities, and improved community and environmental infrastructure.”

4 Conclusions

4.1 Conclusion and a Way Forward

The conclusion focuses on insights into current and potential future programme models for (green) Employment Intensive Infrastructure, enterprise development, and skills training. These insights are informed by the performance of EIIP Phase VI, and earlier project iterations, and by changes in the Jordanian, regional, and multilateral context. The conclusion argues that short-term, projectised, and stabilisation-focused employment and livelihood interventions are becoming less relevant to the Jordan context. It proposes that such interventions should be purposefully developed into long-term programmes, national or regional in scope, that are institutionally embedded into public and private systems, and implemented through trusted partnerships.

Jordan's labour market remains constrained by persistent structural pressures. Despite policy commitments to strengthen private-sector-led growth, the economy continues to generate insufficient decent employment, particularly for youth, women, and populations in rural and peripheral areas. Exposure to regional instability and external shocks reinforces labour-market volatility. As a result, employment creation and livelihoods remain among Jordan's most pressing development challenges. This becomes more evident as the context gradually shifts away from acute humanitarian response and stabilisation.

At the same time, the regional humanitarian context is evolving. While the Levant remains unstable, early and uncertain changes in Syria, including refugee returns during 2025, may gradually reduce demand for short-term humanitarian and stabilisation interventions in Jordan. This shift does not diminish the need for employment support, but it does weaken the rationale for short-term, project-based delivery models that are not designed to address long-term labour-market development.

Evidence from EIIP VI shows that the current EIIP model, as designed and implemented, is effective in delivering short-term employment and income support, but is not effective as a transitional or development-oriented intervention. Employment-intensive works, skills training, and enterprise support were implemented largely as stand-alone, time-bound activities, without clear pathways linking outputs to sustained improvements in employment, income, or living conditions. These limitations are structural to the project model rather than contextual. Hence, they would persist regardless of changes in the humanitarian environment.

As Jordan's needs shift toward longer-term development, the relevance of the current projectised EIIP model is declining. Sustaining relevance and donor engagement will require a transition toward programme models that are explicitly development-oriented, system-focused, and institutionally embedded. EIIP, skills development, and enterprise support, therefore, need to move beyond stand-alone

projects and be anchored within credible national public institutions, private-sector actors, and labour-market systems capable of sustaining results over time.

The evaluation finds that the ILO is well positioned to support a transition toward more development-oriented employment and livelihood programmes. Its comparative advantage lies in its technical expertise, convening power, and tripartite mandate, which enable engagement with governments, employers, and workers. Rather than acting primarily as a direct implementer of projectised activities, the ILO can add greatest value by supporting programme design, strengthening institutional capacity, coordinating stakeholders, and providing oversight of nationally owned employment and livelihood programmes, including integration of the EIIP model into national systems.

4.2 Recommendations

The evaluation presents seven strategic and two operational recommendations. The strategic recommendations respond to three underlying assumptions, related to changes in Jordan's development context, evolving conditions in Syria, and increasing constraints within the multilateral system.

In Jordan, private-sector development, decent work, and sustainable livelihoods are expected to remain among the highest development national priorities. At the same time, an evolving transition in Syria and the return of more than 200,000 refugees during 2025 are likely to reduce demand for humanitarian and short-term stabilisation interventions in Jordan. These may diminish the relevance of the EIIP model, as currently deployed in Jordan.

In parallel, to remain relevant in an increasingly resource-constrained funding and multilateral environment, the ILO will need to transition its EIIP, skills development, and enterprise training models toward a more explicit long-term development orientation. This will also require improvements in programme governance, management, and performance reporting, at a minimum to ensure alignment with the ILO's own internal standards.

The evaluation observes , drawing in part on observations from ILO technical specialists, that a shift toward development-oriented programming requires the institutionalisation of these interventions. This implies integrating EIIP, skills development, and enterprise support within national public and private institutions and trusted partnerships. Doing so would allow the ILO to better leverage its tripartite mandate and move away from projectised delivery toward higher-value functions, including programme design, technical advisory support, stakeholder convening, and programme oversight.

Strategic Recommendations

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

Recommendation 1: Ensure full compliance with the ILO Internal Programme Governance. Future EIIP and related programmes should fully comply with the ILO Internal Governance Manual, including requirements for theory-based design, results-linked risk management, and performance monitoring. ILO personnel may require training or refresher.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Regional Office	High	Medium-term	Medium-Low
Recommendation 2: Require all programmes have an explicit Theory of Change. All EIIP and related interventions should have a clearly articulated Theory of Change, with explicit assumptions, risk models and causal pathways linking outputs, outcomes, and impact, as a condition for internal approval.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Regional Technical Specialist	High	Medium-term	Low
Recommendation 3: Redesign or reposition the EIIP model. The ILO should either redesign EIIP as a genuinely development-oriented programme with a defined transition pathway to long-term change, or reposition it explicitly as a short-term stabilisation instrument without development claims.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan with Regional Technical Specialists	High	Long-term	Low
Recommendation 4: The ILO should enter into long term partnerships with credible national public and private institutions, to institutionalise EIIP, enterprise, and skills training, prioritising partnership-based approaches over stand-alone, tender-driven project approaches.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Medium-term	Low
Recommendation 5: Reassert the ILO's tripartite mandate as the core programme logic. Future employment programmes should place government, employers' organisations, and workers' organisations at the centre of design, governance, and implementation, and a value added to institutionalizing EIIP, Enterprise and Skills Training.			

Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Long-term	Low
Recommendation 6: Refocus the ILO's role on its core comparative advantage. Within an institutionalised and partnership-based framework, the ILO should reduce its direct role in project implementation and refocus on convening tripartite stakeholders, programme design, technical leadership, institutional capacity development, oversight and related high value activities.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	High	Medium-term	Low
Recommendation 7: Align resource mobilisation with the redesigned programme model. The ILO should translate its revised approach to EIIP, enterprise, and skills training into a new resource mobilisation strategy, renewing partnerships with donors around development-oriented, institutionally embedded programme models, focused on operationalising its tripartite mandate.			

Operational Recommendations

These recommendations relate specifically to EIIP Phase VI. They are operational matters and should be addressed separately from strategic recommendations.

Addressed to:	Priority	Implementation	Level of Resources
ILO Regional Office	High	Short-term	Medium
Recommendation 8: Conduct an internal review of Output 2.1 to establish the circumstances leading to the service provider's non-performance on delivery and assess any contractual, financial or other irregularities.			
Addressed to:	Priority	Implementation	Level of Resources
ILO Jordan	Medium	Medium-term	Low
Recommendation 9: Undertake a follow-up with enterprise graduates within six months to document outcomes and, where feasible, support sustainability by facilitating referrals to mentoring and financial services.			

Evaluation Annexes

Annex A: Lessons Learned and Good Practice



Independent Final Evaluation of “Employment through Labour Intensive Infrastructure Programme in Jordan (Phase VI)”

Project DC/SYMBOL: JOR/22/03/DEU

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

Date: 21 January 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	Programmes perform better when causal pathways and assumptions are explicit and realistic.
Brief description of lessons learned	The evaluation demonstrates that clearly articulated causal pathways and realistic assumptions, usually expressed in a Theory of Change, are a prerequisite for effective programme performance. Where EIIP VI relied on implicit or weakly defined causal logic, particularly regarding transitions from work experience or skills training to employability, or from enterprise support to sustainable income, then effectiveness was constrained. Also, implementation and monitoring lacked a clear basis for assessing whether activities were plausibly leading to intended outcomes. By contrast, components with simple and explicit causal logic, such as short-term labour-intensive employment leading to temporary income and stabilisation, performed more consistently. This highlights the importance of results frameworks that make causal pathways and assumptions explicit and aligned with what interventions can realistically achieve in their context.
Context and any related preconditions	EIIP VI was implemented in a context characterised by weak labour demand, high unemployment, regulatory barriers to formal employment for refugees, and limited absorption capacity in local labour markets. Within this environment, short-term labour-intensive employment could deliver temporary income and stabilisation, while transitions to sustained employment, employability, or enterprise viability depended on conditions largely outside the project’s control.

Targeted users / Beneficiaries	ILO personnel and entities responsible for programme design, implementation, oversight and monitoring.
Challenges /negative lessons - Causal factors	Implicit and unrealistic causal assumptions, combined with weak labour-market absorption, constrained effectiveness. Transitions from training or enterprise support to employment/livelihoods were assumed rather than designed, leaving implementation and monitoring without a clear basis to test progress or adapt to structural labour-market constraints.
Success / Positive Issues -Causal factors	Where project causal logic was simple, explicit, and aligned with context, results were more consistent. Labour-intensive employment delivered predictable short-term income and stabilisation because the causal pathway between activities and outputs was realistic.
ILO Administrative Issues	Institutional systems for results-based management and programme design existed, but there was limited evidence that they were used to require, document, and operationalise explicit causal pathways and assumptions. As a result, causal logic was not consistently translated into implementation guidance, monitoring frameworks, or risk management processes.



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Date: 21 January 2026

LESSON LEARNED ELEMENT	Programmes perform better when monitoring tests delivery quality, early outcomes, and causal assumptions across the results chain.
Brief description of lessons learned	The evaluation shows that monitoring systems focused primarily on outputs and compliance do not provide the information needed to safeguard performance or support timely adaptation. In EIIP VI, the absence of systematic monitoring of delivery quality, early outcome signals, and causal progress limited the project’s ability to detect underperformance and respond before weaknesses became entrenched. This demonstrates that monitoring must function as a learning and management tool that tests whether activities are plausibly contributing to

	intended outcomes, rather than serving solely as a reporting mechanism.
Context and any related preconditions	EIIP VI was implemented as a hybrid programme combining short-term employment with longer-term ambitions related to green public infrastructure, employability, and access to more sustainable livelihoods. In practice, this represented a quasi-experimental model that sought to test whether stabilisation-oriented employment could contribute to development-oriented outcomes. Under these conditions, effective performance depended not only on standard programme monitoring, but also on monitoring systems capable of generating learning on delivery quality, causal progress, and results plausibility, to inform assessment and potential replication or scale-up.
Targeted users / Beneficiaries	ILO personnel and entities responsible for programme design, implementation, oversight and monitoring.
Challenges /negative lessons - Causal factors	Monitoring focused on outputs and compliance did not assess delivery quality, early outcomes, or causal progress. This limited the ability to detect underperformance early, test whether activities were contributing to intended outcomes, and adapt implementation before weaknesses became entrenched.
Success / Positive Issues - Causal factors	Institutional monitoring systems functioned primarily as reporting and compliance mechanisms, with limited evidence that they were used operationally to assess delivery quality, early outcome signals, or causal progress. As a result, monitoring information did not consistently support timely decision-making, escalation, or adaptive management.
ILO Administrative Issues	ILO systems emphasised reporting and compliance over learning and adaptive management. Strengthening the operational use of monitoring to assess delivery quality, causal progress, and early outcomes is necessary to support timely decision-making and corrective action.



Independent Final Evaluation of “Employment through Labour Intensive Infrastructure Programme in Jordan (Phase VI)”

Project DC/SYMBOL: JOR/22/03/DEU

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

Date: 21 January 2026

LESSON LEARNED ELEMENT	Programme performance depends on substantive governance that enables timely decision-making and corrective action.
Brief description of lessons learned	The evaluation demonstrates that formal governance arrangements alone do not guarantee effective oversight or timely corrective action. In EIIP VI, while formal governance requirements were met, substantive governance was insufficient to ensure early escalation and resolution of implementation problems, particularly in outsourced delivery arrangements. Weak accountability for quality, limited documentation of decision-making, and delayed intervention reduced the project's ability to respond adaptively to emerging risks and performance issues. This illustrates that effective programme governance must enable clear accountability, informed decision-making, and timely action based on monitoring evidence, especially in complex or decentralised implementation contexts.
Context and any related preconditions	Where delivery is decentralised or contracted, substantive governance mechanisms and clear accountability for quality are a precondition for adaptive management and risk mitigation. EIIP VI was implemented through a multi-layered governance structure involving internal oversight and outsourced service delivery, within a complex operating environment. Under these conditions, effective performance depended not only on compliance with formal governance requirements, but also on the capacity of governance arrangements to enable timely escalation, documented decision-making, and corrective action in response to monitoring evidence.
Targeted users / Beneficiaries	ILO Programme management
Challenges /negative lessons - Causal factors	Formal governance arrangements existed and were complied with, including defined structures, roles, and reporting requirements. However, there was limited evidence that programme governance functioned effectively as a decision-making, oversight, and corrective mechanism.
Success / Positive Issues - Causal factors	Where roles and responsibilities were clearer and delivery was less complex, governance arrangements were sufficient to support routine implementation. This enabled basic delivery continuity, even if adaptive management and early corrective action remained limited.
ILO Administrative Issues	Administrative systems need to function not only as compliance mechanisms, but as operational systems that actively support learning, decision-making, and performance management throughout implementation.



Template 4.2: Emerging Good Practice

Independent Final Evaluation of “Employment through Labour Intensive Infrastructure Programme in Jordan, Phase VI

”Project DC/SYMBOL: JOR/22/03/DEU

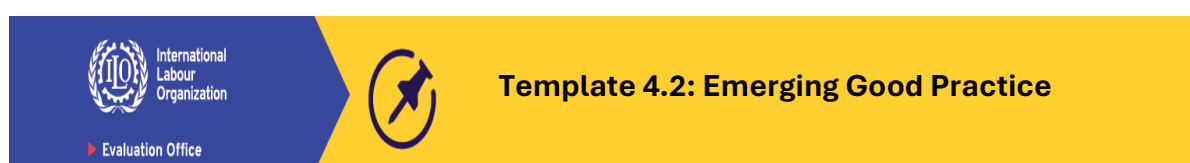
Name of Evaluator: Dareen Alqaseer and David Gairdner

Date: 21 January 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 inclusive work environments that enabled women and persons with disabilities to participate safely
Brief summary of the good practice	The project created work environments that enabled the safe and socially acceptable participation of women and persons with disabilities in labour-intensive public works. This was achieved through attentive supervision, respectful worksite management, and basic adaptations to working arrangements, supporting inclusion within short-term employment activities. Safe conditions were an essential prerequisite to women and PWD being able to participate and benefit.
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.
Establish a clear cause-effect relationship	Supportive supervision, attention to safety, and respectful worksite practices reduced physical and social barriers to participation, enabling women and persons with disabilities to engage in public works and access short-term income opportunities. It gave them, and their families, the confidence needed to participate.
Indicate measurable impact and targeted beneficiaries	The practice contributed to measurable participation by women and persons with disabilities, supported by qualitative evidence of perceived safety, dignity, and inclusion. Direct beneficiaries included women, persons with disabilities, and other vulnerable groups.
Potential for replication and by whom	This practice can be replicated by ILO-supported programmes or partners implementing labour-intensive works, where inclusion

	objectives are explicit and supervisors are trained and accountable for safe and inclusive work environments.
Upward links to higher ILO Goals	The practice aligns with ILO commitments to equality, non-discrimination, and inclusive employment under the Decent Work Agenda.
Other documents or relevant comments	This good practice reflects inclusive implementation at the worksite level and should not be interpreted as evidence of broader labour-market inclusion beyond project participation.



Independent Final Evaluation of “Employment through Labour Intensive Infrastructure Programme in Jordan (Phase VI)”

Project DC/SYMBOL: JOR/22/03/DEU

Name of Evaluator: Dareen Alqaseer and David Gairdner

Date: 21 January 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	Operationalising labour-intensive public works through standardised delivery and basic decent work safeguards
Brief summary of the good practice	The project applied a standardised approach to labour-intensive public works that combined predictable wage payments, basic occupational safety measures, and structured worksite supervision. This operational practice enabled effective and consistent delivery of short-term employment under decent work conditions, supporting income stabilisation for vulnerable participants.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This practice is applicable in contexts with weak labour demand and limited employment absorption, where the primary objective is income stabilisation rather than labour-market transition. It requires sufficient funding, simple work designs, and local capacity to supervise worksites and enforce minimum safety standards.
Establish a clear cause-effect relationship	Standardised wage setting, basic OHS requirements, and routine supervision led to predictable employment conditions and reduced implementation variability, resulting in reliable short-term income and safe participation during the employment period.

Indicate measurable impact and targeted beneficiaries	The practice contributed to measurable outputs including workdays generated, wages paid on time, and consistent participation by vulnerable groups. Beneficiaries included low-income households, women, refugees, and persons with disabilities.
Potential for replication and by whom	This practice can be replicated by ILO-supported programmes or partners implementing labour-intensive public works in stabilisation contexts, provided minimum standards for wage management, supervision, and occupational safety are enforced.
Upward links to higher ILO Goals	The practice aligns with ILO principles on decent work, income security, and inclusive employment, particularly in fragile and crisis-affected settings.
Other documents or relevant comments	This good practice reflects effective operational management of stabilisation employment and should not be interpreted as a mechanism for transition to sustained employment or livelihoods without additional demand-side interventions.

Annex B: Reconstructed EIIP Theory of Change and Logic Model

Based on the original project document, Annex A provides a complete and reconstructed *EIIP Theory of Change*. The Theory was used as a proxy for the programme, for the purpose of evaluation:

If the project provides short-term employment to vulnerable Jordanians and Syrian refugees through short-term labour-intensive works that improve community and environmental assets: and

If the project combines this with skills development, workplace learning, and employment support, focused particularly women, youth and disabled persons;

Then participants are expected to gain temporary income, improved skills, and stronger prospects for sustainable work or self-employment, while communities experience better services, local infrastructure, and greater social cohesion.

Because short-term income opportunities can reduce immediate vulnerability, and when related to relevant training and inclusive labour practices, they can help build the human and social capital needed for longer-term resilience and participation in local economic recovery.

Consolidated Results Matrix: Impact, Outcomes and Outputs

Impact	Improve the living conditions and socio-economic resilience of vulnerable Jordanians and Syrian refugees in targeted governorates, through increased access to income, longer-term employment
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	opportunities, and improved community and environmental infrastructure. The Impact statement includes one indicator: <i>Number of men and women, both Jordanian and Syrian, who benefited from improved access to infrastructure and services</i>. The target provided is 9,000,000, based on the population registry for the participating governorates.
Outcome 1	Outcome 1: Increased short-term income and improved living environment Summary: Focus on providing short-term employment and income support through labour-intensive public works that create or rehabilitate community and environmental assets, improving local living conditions (individual employment through creating public goods). Outcome 1 is achieved through four Outputs, with supporting indicators. Output 1.1: Employment-intensive public works implemented Description: Short-term employment opportunities created for vulnerable Jordanians and Syrian refugees through labour-intensive works. Key indicators: i) Number of short-term jobs created (disaggregated by sex and nationality); ii) Number of worker-days generated. Output 1.2: Community infrastructure created or rehabilitated Description: Small-scale municipal infrastructure works implemented to improve local service delivery and living environments. Key indicators: i) Number of community infrastructure works completed; ii) Number of municipalities supported; iii) Type and scale of infrastructure rehabilitated or created Output 1.3: Environmental and green works implemented Description: Environmental rehabilitation activities carried out, including afforestation and related green works, using employment-intensive methods. Key indicators: i) Area afforested or rehabilitated (hectares); ii) Number of trees planted or seedlings produced; iii) Number of workers engaged in environmental works. Output 1.4: Decent work conditions applied in EIIP works Description: Implementation of EIIP works in line with ILO decent work standards. Key indicators: i) Compliance with occupational safety and health standards; ii) Equal pay for equal work; iii) Application of decent work conditions (contracts, wage levels, working hours).
Outcome 2	Outcome 2: Improved perspectives for longer term employment and income of Syrian refugees and vulnerable Jordanians

Summary: Enhance longer-term employment and income prospects by offering skills development, entrepreneurship support, work-based learning and job placement services to help participants transition from temporary work to sustainable livelihoods. Outcome 2 is achieved through two Outputs, with supporting indicators.

Output 2.1: Skills development and employability support provided

Description: Market-relevant skills development, work-based learning, career guidance, and employment support services provided to improve participants' employability.

Key indicators: i) Number of participants completing skills development or employability training (disaggregated by sex and nationality); ii) Number of participants placed in work-based learning or internship opportunities; iii) Number of participants receiving employment or career guidance services.

Output 2.2: Entrepreneurship development and business support provided

Description: Entrepreneurship training and business development support provided to enable participants to start or strengthen income-generating activities.

Key indicators: i) Number of participants completing entrepreneurship training (e.g. SYIB); ii) Number of participants receiving business start-up or expansion support (including grants); Number of enterprises established or supported.

Observations on the EIIP VI Project Assumptions

No *explicit* assumptions are stated in the Results Matrix of the *EIIP Jordan Phase VI Project Document* (Annex 2), explaining the necessary conditions for the project to succeed. The matrix includes incomplete and brief narrative notes that describe contextual factors or implementation concerns. However, these do not constitute formal or testable assumptions. Instead, the project's underlying assumptions are *implicit* throughout the narrative text, particularly in Sections 1–3, where the logic inputs and outputs under Outcome 1 and Outcome 2 are described. These assumptions concern how temporary employment and skills training are expected to improve living conditions, how training and business support will lead to long-term livelihoods, and how institutional coordination will sustain results after project closure.

There are no clear assumptions on how the programmatic and causal relationships should work. In particular, there is no assumption about the causal relationship between the two Outcomes and sustainable Impact will occur. Table 2 reconstructs *Implicit Assumptions* from the Project Document narrative text. The assumptions are *indictive* and selectively chosen from the text. They will be tested during by the evaluation. Not finding any implicit assumptions on Impact, the report provides an observation.

Implicit Programme Assumptions	
Level	Implicit Assumptions
Impact	Institutional: Municipalities will maintain completed works and afforestation sites after project closure. Social: The combination of short and longer-term employment and community investments will improve living standards and social cohesion. Environmental: Reforestation and green works will contribute to improved environmental assets.
Outcome 1	Economic: Income from short-term employment improves household capacity to meet immediate needs, preventing harmful coping strategies. Institutional: MoA and municipalities will implement infrastructure projects as planned, and workers will receive payments on time. Gender/Social: Women's participation in unconventional jobs will promote inclusion and challenge social norms. Temporary jobs will improve employability, through exposure to formal work practices, social security registration, and gender-inclusive work environments. Decent work standards and participation of women will enhance social cohesion and gender equality in local labour markets.
Outcome 2	Labour Market: Skills development matches market needs and leads to employment or entrepreneurship. Institutional: ESCs and training providers can deliver effective work placement and follow-up services. Economic: Entrepreneurship training and in-kind grants support viable business start-ups. Market absorption assumption: The economy can absorb newly trained workers despite structural unemployment, informality, and regulatory barriers for refugees. Beneficiaries who receive skills training and entrepreneurship support will use these new capacities to secure sustained employment or self-employment. Labour market demand exists for the skills being developed, and trained beneficiaries can overcome legal and social barriers to work. Institutional partners (e.g. ESCs, TVET providers) will have the capacity and networks to match trainees to jobs or support viable business start-ups. Behavioural assumption: Exposure to formalised work and gender-inclusive environments will shift social norms, supporting women's participation and social inclusion.

Transition assumption on the causal relationship between O1 and O2	Exposure to work environments under Outcome 1 will enhance participants' motivation, confidence, and readiness to engage in training or entrepreneurship opportunities under Outcome 2. Beneficiaries completing short-term employment will be identified and referred for participation in skills development and entrepreneurship activities, creating a pathway from temporary work to longer-employment. Income earned and experience gained through Outcome 1 will reduce participants' vulnerability and enable them to invest time and effort in Outcome 2 activities, strengthening their long-term employability and livelihood prospects.
Transition assumption on the relationship between O1 and O2	Observation: For the causal relationship between the Outcomes and Impact to hold, the effects of both outcomes must be sustained beyond the project period. Short-term gains (income, jobs, training, or Improved assets). must translate into <i>lasting improvements</i> in living conditions, employability, and resilience.

Observations on the EIIP VI Risk Matrix

The Annex 5 Risk Matrix in the *EIIP Jordan Phase VI Financing Agreement* appears primarily procedural and compliance-driven, and not a project-specific analytical risk model. The matrix aligns with ILO's institutional requirements under the *Assessment and Management of Environmental and Social Risks and Impacts (E&S)* policy framework, covering standard operational categories such as environmental management, occupational safety, labour conditions, and contractor performance. These are important safeguards but function as compliance instruments rather than as risk mitigation against threats to the achievement of project objectives.

As a result, the matrix focuses on ILO policy and implementation risks (e.g. environmental non-compliance, contractor default, community safety) rather than strategic risks that derive from the project's objectives and assumptions about how change will occur. It does not examine, for instance, whether short-term employment can sustainably improve livelihoods, or whether beneficiaries with training and entrepreneurship support will access longer-term jobs or markets. In effect, the Annex 5 risk matrix is only indirectly linked to the project's success conditions, serving to ensure operational compliance and safeguard management, but it does not articulate or test the causal risks inherent in the Theory of Change or results chain.

Annex C: Benchmarking of Project Governance, Management and Monitoring

This evaluation uses the ILO's *Development Cooperation: Internal Governance Manual* (revised 2021) as a reference framework and benchmark to review the quality

and reliability of EIIP VI project design and reporting.¹⁶ These include the *Project Document* (annexed to the Financing Agreement) and the five Semi-Annual Progress Reports (2022–2025). The review examines the extent to which these instruments align with ILO standards for programme governance, management, and reporting, considering both structural alignment (whether required design elements are present) and substantive alignment (the quality and effectiveness of these instruments).

In applying the Governance Manual, the evaluation distinguishes between *formal* compliance and *substantive* compliance. Formal compliance refers to whether required elements, structures, and templates are present. Substantive compliance is whether these elements are applied and support a clear results logic, evidence-based reporting, informed decision-making, and adaptive management. This distinction is critical, as documents may be formally compliant but not applied in practice.

Benchmarking of the *EIIP VI Project Document* finds broad compliance with required *structure* and scope, but identifies significant weaknesses in *substantive* design. Although the document includes a section titled “Theory of Change,” it does not articulate an explicit theory, relying instead on an implicit and partial logic model. Causal pathways linking activities, outputs, outcomes, and impact are not defined, and key assumptions are not explicitly stated, including those required to support the project’s risk modelling. While a linkage between Outcome 1 and Outcome 2 is implied in the *Project Document*, it is not substantively set out as a sequenced or transitional pathway toward longer-term employment.

As a result, the *Project Document* does not clearly explain how EIIP Phase VI is expected to achieve its stated impact of improving living conditions for Syrian refugees and Jordanians. These design limitations are carried forward into project planning, monitoring, and reporting. Review of the five *Progress Reports* (2022 to 2025) shows that reporting is detailed and consistent at the level of activities and outputs. Quantitative data on jobs, workdays, trainees, infrastructure, and afforestation are comprehensive and internally consistent. With exceptions under Outcome 2, delivery targets are met or exceeded. This suggests a monitoring focus on implementation and output tracking.

The reporting model is structurally and substantively limited to documenting output delivery. Outcome and impact-level reporting is largely narrative, based on assumption or observation and not supported by evidence. There is no systematic measurement of income change, improvements in living conditions, functionality or use of infrastructure, sustainability of employment, or longer-term livelihood

¹⁶ The ILO provided the *Internal Governance Manual*, as the most relevant system-wide standard setting document. The manual provides an overview of the policies, rules, procedures, and tools needed for the ILO to manage its development cooperation projects, and is considered binding (2021: 2)

effects.¹⁷ Causal relationships between outputs and outcomes are assumed rather than assessed and validated, and underlying assumptions are not revisited during implementation.

Although Progress Reports include sections on risks, challenges, and corrective actions, risk assessment remains largely descriptive and focused on contextual factors. Weak outcome-level reporting constrains meaningful risk analysis, as risks are not assessed in relation to expected results or causal assumptions. Early warning signs, most notably under Outcome 2, where skills training did not translate into sustained employment, were evident in narrative reporting as early as 2024, but were not reflected in performance ratings, escalation of programme risk, or strategic course correction.

From a governance perspective, this represents substantive non-compliance with the *Internal Governance Manual*. While required reporting structures are in place, key governance functions are not fulfilled, and Progress Reports cannot be considered reliable beyond the output level. In a system that relies heavily on self-reporting, the absence of third-party verification or independent challenge further weakens assurance over reported results.

Annex D.1: Summary of Quantitative Data

Results from the Semi-Annual Performance Reporting

Annex C.1 summarises EIIP VI results as reported in the five *Semi-annual Progress Reports*. Specific reference is made to the first report (October 2022 – March 2023) as a baseline, and the most recent reporting to 31 March 2025.¹⁸ It presents the results reported at the output, outcome and impact levels, as documented by the project, and highlights the strength and limitations of the available evidence.

In line with the findings of the *Programme Governance Review*, the reported information is treated as reliable at the level of activities and outputs. Outcome and impact-level reporting is largely descriptive, not based in evidence and, therefore, not treated as evidence of achieved change. Accordingly, the emphasis in this section is on summarising the reported delivery and stated results, which are subsequently tested through triangulation with qualitative data, rather than on assessing performance.

Outcome 1: Increased short-term income and improved living environment for Syrian and Jordanian women and men in host communities.

Outcome 1 is reported as *on track* across the reporting period, based primarily on the delivery of short-term employment, afforestation activities, and municipal infrastructure

¹⁷ A Worker Survey was done at the end of the project. The data was not available until after project closure and could not be used as an input to project governance.

¹⁸ The final project report to 31 December 2025 was not complete and not available to the evaluation.

works. Outcome-level reporting aggregates the achievement of output targets and narrative assumptions regarding their expected effects on income and living conditions. No direct measurement of income change, household effects, or improvements in the living environments is reported. Hence the Outcome statement is not substantiated with evidence.

Output 1.1: Short-term employment opportunities.

Output 1.1 is reported as completed and exceeding its original targets. During the reporting period, the project generated 2,771 short-term jobs, surpassing the target of 2,500 jobs, and delivered 261,079 decent workdays, compared to an original target of 220,000 workdays. Participation of priority groups is reported as 957 women and 136 persons with disabilities, corresponding to 87,278 workdays for women and 12,291 workdays for persons with disabilities. These figures are reported consistently across report sections.

Narrative reporting highlights the scale and timeliness of employment delivery, compliance with decent work standards, and inclusive participation. Short-term employment is presented as providing immediate income support to vulnerable Syrian refugees and Jordanians. However, reporting does not include evidence on income change at household level, duration of income effects beyond the employment period, or beneficiary use of earned income. Outcome-level effects are, therefore, inferred from output delivery rather than demonstrated.

Output 1.2: Sustainable management of forest areas through green jobs.

Output 1.2 is reported as completed and exceeding delivery targets. The project documents the planting of 120,680 trees across 345.7 hectares, compared to an original target of 87,500 trees. Activities were implemented in cooperation with the Ministry of Agriculture and are credibly framed as contributing to national afforestation and climate-related priorities.

Narrative reporting emphasises geographic coverage, completion of planned planting activities, and alignment with national strategies. While indicators related to sustainability, such as tree survival rates at 12 months, are referenced, they are not yet measured or reported. As a result, reporting confirms physical delivery of afforestation outputs, but does not provide evidence of environmental outcomes or improvements in living conditions attributable to these activities.

Output 1.3: Improved local infrastructure in host communities.

Output 1.3 relates to the rehabilitation and construction of municipal infrastructure through labour-intensive works. Reporting indicates that 15 municipal projects were planned, with 5 projects completed and 10 projects ongoing at the time of the most recent report. The 2025 report assessed that the output was “on track”, despite 10 projects being ongoing, while the 2024 report noted delays. Projects include sidewalks, roads, public spaces, schools, parks, and water-related infrastructure.

Narrative commentary highlights progress in implementation and cooperation with municipalities, while also noting delays and administrative challenges in some locations. Corrective actions are described in general terms, such as adjustments to implementation arrangements. Reporting focuses on project initiation and completion

status; it does not include information on functionality, use, maintenance, or community-level effects of the infrastructure delivered. Improvements in living environments are, therefore, assumed rather than evidenced.

Table 4: Outcome 1 Summary of Reported Output Results

Output	Indicator / Target	Reported Achievement	Evidence Type
1.1 Short-term employment	2,500 jobs	2,771 jobs	Quantitative
1.1 Workdays	220,000 workdays	261,079 workdays	Quantitative
1.2 Afforestation	87,500 trees	120,680 trees	Quantitative
1.3 Municipal projects	15 projects	5 completed, 10 ongoing	Administrative

Assessment of Outcome 1: Outcome 1 is reported as *on track*, based primarily on the delivery of short-term employment and community infrastructure outputs. While output delivery is well documented and consistently reported, the Progress Reports do not provide direct evidence of increased income at household level or measurable improvements in living conditions. Outcome-level achievement is, therefore, inferred from output delivery rather than demonstrated in evidence, and is presented descriptively.

Impact Reported: No impact is reported or inferred in the narrative.

Outcome 2: Reported results on longer-term employment and income

Outcome 2 reporting is less consistent than Outcome 1. While outputs related to skills development were delivered, outcome-level reporting indicates that these activities did not translate into sustained employment. Therefore, Outcome 2 showed “No Progress”. It was also early to determine whether entrepreneurship support contributed to income generation, and no result was given. Reporting on Indicator 2.2 was deferred, not failed. Narrative reporting acknowledges significant constraints affecting outcome achievement, including labour market conditions.

Output 2.1: Enhanced skills development opportunities of Syrian refugees and Jordanians.

Output 2.1 focused on employability-oriented skills development, including technical and vocational skills aligned with selected occupations (TVET), work-relevant practical skills acquired through short-term placements, and foundational employability skills such as work discipline, punctuality, and workplace norms. The target group was primarily EIIP participants, many of whom had low levels of formal education and limited prior labour-market attachment. Output 2.1, therefore, would offer a progression pathway from project-based work experience to skills training and onward employment.

According to the first Progress Report, the design was informed by a brainstorming workshop with stakeholders from government, the private sector and international

organisations.¹⁹ Reporting indicates that 1,103 beneficiaries completed training activities, exceeding the original target of 1,000 trainees. Participation targets for women and persons with disabilities were also reported as met. Training modalities included technical and vocational education and training, work-based learning, and employment services delivered through contracted providers. There was no narrative on the quality and completeness of training.

Despite this delivery, reported outcome-level results are weak or non-existent, Outcome indicators were reported as *behind track*. The Progress Reports indicate that only 20 job placements were achieved (1.8%), and that these placements were not sustained. Already in the 2024 reporting period, narrative reporting highlights multiple structural barriers affecting employment outcomes, including limited labour market absorption, wage expectations, transportation costs, work permit constraints for Syrian refugees, fear of losing social assistance, and capacity limitations of the service provider. While these constraints are clearly described, programme and risk reporting does not indicate a corresponding revision of outcome expectations or a systematic adjustment of the intervention approach.

Output 2.2: *Improved skills of Syrian refugees and Jordanians in entrepreneurship development plus means to start their own businesses.*

Output 2.2 focuses on entrepreneurship training and in-kind support for business start-up. Reporting indicates that 392 beneficiaries received entrepreneurship training and that approximately 166–177 beneficiaries received in-kind grants to support business initiation. Narrative reporting notes that many supported beneficiaries registered businesses and commenced operations.

However, outcome-level evidence remains limited. The Progress Reports do not provide information on income generated, business viability, potential sustainability beyond initial start-up, or longer-term livelihood effects. While entrepreneurship is presented narratively as a potentially more promising pathway than wage employment, these claims are not supported by follow-up data or outcome indicators.

Table 5: Outcome 2 Summary of Reported Results

Output	Indicator / Target	Reported Delivery	Reported Outcome Evidence
2.1 Skills training	1,000 trainees	1,103 trained	20 placements, not sustained
2.2 Entrepreneurship	~170 grants	~166–177 grants delivered	No income or sustainability data

¹⁹ ILO, Progress Report October 2022 – March 2023. The skills component was informed by a stakeholder brainstorming workshop that helped identify a broad range of potential sectors. The document review did not identify another a supporting labour market analysis. The workshop does not appear sufficient to replace a demand-driven market study or employment strategy.

Assessment of Outcome 2

Outcome 2 is reported as not achieved or deferred. While outputs related to skills development and entrepreneurship support were delivered, outcome-level progress is not demonstrated in evidence. Output 2.1 is explicitly assessed in the Progress Reports as “*No Progress: workers were trained but not placed in job opportunities,*” with only 20 reported job placements that were not sustained. Output 2.2 shows strong output performance but is reported as pending measurement at the end of the implementation period. As a result, Outcome 2 achievement cannot be verified from the reporting. Notably, the reporting appears to treat the Outputs separately, and not jointly contributing to one Outcome.

Impact Reported: No Impact based in evidence is reported or inferred.

Performance reporting on cross cutting issues

Progress Reports indicates that participation targets for women, persons with disabilities, and Syrian and Jordanian beneficiaries were generally met across project outputs. Reporting focuses on inclusion in activities rather than on differentiated outcomes or benefits for these groups.

Table 6: Reported Participation by Gender, Disability, and Nationality

Dimension	Output / Component	Reported Target	Reported Achievement	Reporting Notes
Gender (Women)	Output 1.1 – Short-term employment	~30% women	957 women out of 2,771 jobs (~34–35%)	Target met / exceeded; output-level participation only
	Output 2.1 – Skills training	~30% women	Target reported as met	No outcome-level gender analysis
	Output 2.2 – Entrepreneurship	Not specified	Women reported as participants	No gender-disaggregated income or sustainability data
Persons with Disabilities (PwDs)	Output 1.1 – Short-term employment	~5% PwDs	136 PwDs; 12,291 workdays	Target met; no reporting on accessibility or outcomes
	Output 2.1 – Skills training	~5% PwDs	Target reported as met	Participation only
	Output 2.2 – Entrepreneurship	Not specified	PwDs reported as participants	No outcome data
Nationality	All outputs	Syrian refugees and vulnerable Jordanians	Participation targets reported as met	No outcome disaggregation by nationality

Risk and Mitigation

The Risk Matrix in the Project Document (Financing Agreement Annex 5) is narrowly framed and primarily focused on Compliance and Safeguard risks. Related risks are largely internal and technical, and described as controllable through procedures and safeguards. There is almost no treatment of contextual, economic, or labour-market risk, and no explicit link between risks.

By contrast, the Progress Reports use a different risk model. The focus is on contextual and structural factors, such as: labour market conditions; work permit constraints for Syrian refugees; trade-offs with social assistance; municipal capacity constraints; procurement and institutional delays; and partner performance issues.

These contextual risks, while clearly described in narrative reporting, are not formally integrated into a project's risk matrix, outcome feasibility, or adaptive management. As a result, risk management remains fragmented and weakly connected to adaptive management or mitigation, performance and results within the project.

The lack of evidence on when or how the risk model changed implies that risk management evolved informally rather than through a documented, results-based process, limiting its usefulness for oversight and learning.

Therefore, risks were increasingly identified correctly in practice. However, they were not integrated into a coherent, documented, outcome-oriented risk management framework. In the absence of a theory of change, the project nonetheless monitored largely appropriate risks in its Progress Reports, shifting attention from compliance- and safeguard-focused risks in the original Risk Matrix toward more relevant contextual and structural constraints, including labour market conditions, work permit regimes, municipal capacity, procurement delays, and partner performance.

These risks were accurately described and, in some cases, mitigated through operational measures, with evidence of improved delivery performance over time. However, this evolution in risk identification occurred informally and was not translated into an updated risk matrix, explicit assessment of outcome feasibility, or systematic adaptive management. As a result, while the “right” risks were increasingly recognised in practice, risk management remained fragmented and weakly connected to performance ratings, escalation decisions, or strategic course correction, particularly at the outcome level.

Annex D.2: Summary of Qualitative Data

Stakeholder Interviews, Case Studies and In-depth Interviews and Focus Group Results

Outcome 1: Increased short-term income and improved living environment for Syrian and Jordanian women and men in host communities.

Annex C.2 integrates qualitative findings related to the two labour-based components of the project. Review of the qualitative data indicates that participant experiences across the two works streams – Infrastructure and Afforestation – were similar, with

no analytically significant differences observed.²⁰ This suggests implementation consistency across infrastructure and afforestation activities. Accordingly, and to avoid duplication, the qualitative findings for Outputs 1.1 and 1.2 are presented jointly.

Output 1.1: Short-term employment opportunities through municipal infrastructure.

Output 1.2: Sustainable management of forest areas through green jobs.

Overall Experience: Across all focus groups, participants described their experience of participation in EIIP VI works as positive. Participants consistently reported that the project provided a rare and valued opportunity for short-term employment in contexts where work and income opportunities were extremely limited. Both Jordanian and Syrian beneficiaries emphasised that the work was well organised, supervised, and predictable compared to informal labour market options. Most expressed a willingness to participate again if given the opportunity, indicating high perceived value despite the temporary nature of the employment.

Financial Relief and Stability: Participants consistently described EIIP wages as providing critical for short-term financial relief. Income earned during the three-month cycle was commonly used to repay accumulated debts, including rent, electricity, and water bills, as well as to cover education and health-related expenses. Most participants emphasised that, while the income was modest, it was crucial and helped stabilise household situations during acute financial stress. They also described EIIP employment as paid at a decent wage, above the prevailing local market rate and with better working conditions. For many households, particularly in high-unemployment areas such as Mafraq, the project represented the only reliable income source available during the implementation period. However, participants generally reported they returned to financial instability after the project.

Skills and Learning: Participants reported gaining practical, work-based skills through on-site learning, particularly in construction, maintenance, farming, and afforestation activities. Skills acquisition was largely informal and occurred through observation and support from more experienced workers. Younger participants and unskilled workers highlighted learning basic technical tasks and improved work discipline. However, many participants, particularly women, indicated that opportunities to apply these skills (construction and maintenance) outside similar projects were unrealistic, due to weak labour market demand and, for women, prevailing social norms, reducing their perceived usefulness beyond the project period.

Dignity and Work Environment: A strong and consistent theme across focus groups was the sense of dignity associated with EIIP employment. Participants reported respectful treatment, clear task allocation, and supportive supervision. Women highlighted feeling safe and respected at worksites, and participants noted that issues raised were addressed. Educated beneficiaries, including those with university

²⁰ This qualitative data was gathered through Focus Group Discussions and field observations.

degrees, stated a preference for EIIP employment over private-sector work, for reasons associated with dignity, also citing comparatively better wages and working conditions.

Project Duration and Continuity: Participants across all locations reported that the three-month duration was insufficient to achieve meaningful financial stability. Many stated that longer or repeated project cycles would allow households to plan, reduce debt more sustainably, and avoid immediate return to unemployment and financial instability. Several beneficiaries described reliance on projects as a coping strategy in the absence of viable alternatives. These statements qualify but do not diminish the importance of short-term financial relief.

Labour Market Access and Location: Labour market access varied significantly by location. Participants in Irbid and Jerash, particularly men with prior experience and skills, reported occasional access to daily or part-time work before and after the project, and some women in Jerash transitioned to employment with other international organisations. In contrast, beneficiaries in Mafraq reported virtually no employment opportunities outside EIIP, citing geographic isolation and weak local labour demand. Notwithstanding these differences, only a small number of participants reported securing temporary or permanent employment that could reasonably be attributed to EIIP VI.

Refugee-Specific Constraints and Social Cohesion: Syrian refugee participants consistently highlighted legal and regulatory constraints, particularly work permit restrictions, as major barriers to employment. Many stated that NGO and UN-supported programmes were the only legal, formal and accessible income options available to them, regardless of education, skills or experience. In the mixed focus groups (Jordanian and Syrian Refugees), participants reported good working relationships between Syrian and Jordanian who basically lives similar conditions

Gender and Disability: Across focus group discussions, women and persons with disabilities reported that EIIP participation provided rare access to paid work in environments perceived as safe, respectful, and inclusive. Women consistently described positive treatment at worksites, clear supervision, and a safe environment, which contrasted with their experiences or expectations in informal private-sector employment. Incidents or conflicts did occur but appear to have been few and were resolved.

In several locations, particularly Jerash and Balqa, women reported increased confidence and family acceptance of their participation in paid work. Also, we met with almost 30% of the Focus group participant were holding a bachelor degrees but unemployed since graduation.

Participants with disabilities reported feeling included and supported, with tasks adapted informally and assistance provided by supervisors and co-workers. However, they also noted that inclusion was not systematically tailored for their needs across all work activities. Overall, beneficiaries described EIIP as enabling dignified participation for women and persons with disabilities, while recognising that broader labour market and contextual constraints limited post-project opportunities, particularly in more remote areas.

Output 1.3: Improved local infrastructure in host communities

Evaluator's Field Observations

Municipality-based construction works under Outcome 1 were implemented across 15 locations, based on proposals submitted by municipalities and approved budgets. Evaluator field observations indicate that most completed works are of acceptable quality and functionality. In most locations visited, works resulted in tangible improvements to public spaces, community facilities, and environmental assets. In particular, the creation and rehabilitation of parks and shared public areas strengthened community use and ownership. In some cases, works appeared to exceed initial expectations, such as in Mahes, where high-quality outcomes were achieved despite limited prior construction experience among workers.

The evaluation also observed positive capacity building and institutional effects in several locations that can be attributed to the EIIP VI. Municipal engineers and local contractors reported increased exposure to international technical standards, and renovation works contributed to greater community engagement with public spaces. The opening of the Deer Reserve, with active municipal involvement, demonstrated the potential for municipal works to generate environmental and social benefits when planning, coordination, and oversight are adequate.

Notwithstanding, the field visits identified systemic planning, technical, and oversight weaknesses that affected implementation efficiency and introduced risks to infrastructure quality and sustainability. In several cases, municipal financial readiness was not adequately assessed prior to approval, resulting in implementation disruptions. For example, in Kufrenga Municipality, outstanding municipal debt led to the freezing of the non-labour project budget on transfer, requiring coordination between ILO and the Ministry of Local Administration to resolve the issue and retrieve the funds.

Implementation was further affected by delays in beneficiary selection and project initiation, which produced multiple extensions and uneven completion across sites. As a result, the overall project period concluded while some locations still had remaining works, limiting consistency in completion and handover. These delays point to weaknesses in planning assumptions and scheduling, particularly given that similar implementation models have been used in previous ILO projects.

Evaluator observations also identified recurring challenges related to technical documentation and design quality. Bills of Quantities and technical designs prepared by municipal engineers were, in several cases, incomplete, difficult to interpret, or insufficiently aligned with required technical standards. These shortcomings complicated monitoring, follow-up, and accurate assessment of completed versus outstanding works. These shortcomings indicate gaps in both municipal technical capacities, and the ILO's oversight arrangements.

A site-specific technical concern of particular significance was observed at Umm Al-Jimal, where the project aimed to construct a 3.5 km water channel to manage rainwater flows within a protected archaeological area. Due to budget limitations, only 2 km of the channel were completed. Evaluator observations indicate that the

constructed section will not effectively contain or redirect water, as the works remain incomplete and the municipality partially closed the channel in an attempt to slow water flow before releasing it toward adjacent streets and the archaeological area.

The Evaluator further observed the absence of documented approvals from the Ministry of Water and Environment and the Ministry of Tourism and Antiquities, as well as the lack of specialised hydraulic engineering oversight. Given the site's exposure to sudden water flows from Syria, these conditions pose material technical, safety, and heritage risks, including the potential for structural failure and damage to the archaeological site. These observations highlight serious planning and oversight deficiencies that warrant clarification and follow-up, and review of the ILO's technical oversight.

Overall, Evaluator observations indicate that while most municipal infrastructure outputs were acceptable and, in some cases, highly positive, systemic weaknesses in planning, technical design, and oversight limited efficiency, consistency, and confidence in longer-term sustainability. At the time of evaluation, approximately one month after project closure and with some works still pending completion, the indicator related to municipal maintenance at 12 months could not be meaningfully assessed.

Outcome 2: Improved perspectives for longer term employment and income of Syrian refugees and vulnerable Jordanians.

Output 2.1: Enhanced skills development opportunities of Syrian refugees and Jordanians.

The qualitative assessment of Output 2.1 is based on three Case Studies, with participants from a diverse subset of participants. They included one Jordanian man (26) with secondary education and prior experience in municipal services, and two Syrian participants: a 26-year-old man engaged intermittently in informal work, and a 42-year-old woman with dependent children who was unemployed at the time of interview. The woman reported significant household caregiving responsibilities and reliance on family income, while the men described unstable or informal employment situations prior to training.

Expectations on entry: Participants reported entering the skills training with clear expectations that it would improve their employability and lead to access to work. All three expected that training would either result directly in a job opportunity or provide recognised skills and certification that would make employment more attainable. These expectations were shaped by their prior participation in EIIP and this training opportunity was communicated, which participants understood as a step toward more stable employment rather than a stand-alone learning activity.

Training delivery and learning experience: Participants described the delivery of training by Miami Business Solutions as mixed quality, irregular and limited in depth. One participant reported that his training lasted one week, although the certificate issued indicated a training period of more than one month. The other two participants reported training lasting closer to one month. All characterised the training content as basic, desk based and insufficient to develop practical, job-ready skills. Two

participants stated that parts of the training were delivered through video-based sessions rather than in-person instruction, with limited or no opportunity for interaction, hands-on practice, or feedback. Overall, participants did not consider the training to be of good quality or sufficient to meet their expectations.

Certification and perceived value: Experiences with certification were inconsistent. One participant reported receiving a certificate that overstated the duration of training delivered, while another did not receive a certificate at all. Participants indicated that certificates were not perceived as credible or valuable in the labour market and did not improve their confidence in seeking employment. None reported that employers recognised the validity of the certification as provided by Miami Business Solutions, and participants did not consider it useful in supporting job applications. The certificates, therefore, were not credible, and had no value to the participants.

Employment linkage and follow-up: Participants consistently reported the absence of employment linkage or any follow-up support. None experienced work-based learning placements, employer referrals, job matching, or post-training follow-up. After completing training, participants were not contacted regarding employment opportunities and were left to search for work independently. As a result, participants did not experience the training as a bridge to employment.

Post-training outcomes and coping strategies: Post-training outcomes varied. One participant secured employment independently in the logistics sector. Another participant found intermittent informal work in gardening, characterised by irregular income and instability. The third participant remained unemployed and reported continued reliance on family income, with household vulnerability unchanged or worsening. None attributed any outcome whatsoever to the EIIP VI training. Not post-training income or employment to the skills acquired, certification received, or contacts made through the programme.

Overall assessment by participants: Participants stated that their expectations were not met. Across the Case Studies, there was strongly expressed dissatisfaction with the short and inconsistent duration of training, limited practical content, lack of credible certification, and the absence of employment support or follow-up. Participants also described the experience as involving lost time and effort, noting that they had committed to the training in the expectation that it would improve their employment prospects, but did not perceive any return for their investment in terms of skills, income, or job opportunities. For them, it represented a missed opportunity to pursue alternative income-generating activities during the training period, reinforcing perceptions that the training had limited practical value. In addition, the participants reported not receiving the transportation from that should be given to them.

Governance and Oversight Concern Requiring Further Review: Evidence reviewed by the evaluation indicates persistent weaknesses in governance, oversight, and contract management related to the Output 2.1 component. Performance concerns were already identified in project reporting during 2024, approximately one year prior to the eventual cancellation of the service provider's contract. However, the

evaluation did not find evidence of timely corrective action, escalation, or early intervention in response to these warning signals.

The evaluation identified implementation irregularities, including wide variation in the quality, duration, and modality of training delivered; the non-delivery of core contractual obligations such as employment placement; lack of oversight and/or quality assurance of training materials and schedules; irregular and inconsistent provision of participant per diems. These issues were systemic rather than isolated and persisted over an extended period.

Of particular concern is the financial dimension of contract management. Available information indicates that the majority of the contract value was disbursed prior to contract termination, despite accumulating evidence that agreed deliverables were not being provided. The evaluation was not able to verify how payment approvals were linked to performance milestones or delivery verification, as procurement, payment approval, and contract termination documentation were not made available despite repeated requests.

These issues were not explicitly anticipated or systematically monitored within the project's risk matrix, which focused primarily on contextual, environmental, and social risks and did not adequately address delivery, performance, or fiduciary risks associated with external service providers. Observed gaps in risk management, contract oversight, and performance assurance related to the skills service provider are also not consistent with the ILO Internal Governance Manual's standards for effective internal control and accountability.

Qualitative Observations on Output 2.1

Participants entered the skills development component with clear expectations that training would improve their employability and lead to access to work, reflecting strong demand for pathways beyond short-term employment. In practice, training delivery was experienced as irregular, limited in duration, and insufficiently practical, with inconsistent certification and no effective linkage to work-based learning or job placement. Participants did not report improved employment prospects attributable to the training, and several described the experience as a missed opportunity. Taken together, the evidence indicates a failure in delivery and project oversight, whereby training outputs were "achieved" but did not function as a credible pathway to employment.

Output 2.2: Improved skills of Syrian refugees and Jordanians in entrepreneurship development plus means to start their own businesses.

Qualitative data for Output 2.2 was gathered through in-depth, story-based interviews with beneficiaries who received training, mentoring, and seed funding support. The interviewees included two Jordanian women and one Syrian refugee male youth, all of whom had previously participated in EIIP municipal works and were seeking more sustainable livelihood options. The women were primary caregivers with significant household responsibilities that constrained their ability to engage in formal, full-time employment outside the home, while the refugee youth possessed specialised artisanal skills but lacked access to stable income opportunities aligned with those

skills. All three entered the entrepreneurship component from situations of economic vulnerability and limited labour market access, and their cases illustrate the diverse starting conditions, constraints, and aspirations that the intervention sought to address.

Observed results from in-depth case studies: Across the three case studies, the entrepreneurship support component contributed to the establishment and operation of income-generating activities that were compatible with participants' personal constraints and skills profiles. All interviewees reported that the combination of entrepreneurship training, mentoring, and a modest seed grant enabled them to transition from temporary or precarious income sources toward more stable, self-directed economic activities.

The two women interviewed both established home-based businesses that allowed them to reconcile income generation with caregiving responsibilities and restrictive social norms around women's mobility and working hours. In both cases, prior participation in EIIP had provided short-term income but did not offer a sustainable livelihood pathway. Through the entrepreneurship component, each woman developed a registered or semi-formal business model, acquired equipment and inputs using the seed grant, and began generating regular monthly income. While earnings remained modest, both reported improved financial stability, increased self-reliance, and enhanced dignity associated with independent income generation.

The Syrian refugee youth interviewed leveraged the entrepreneurship support to formalise and scale a skills-based enterprise aligned with his artisanal expertise. The seed grant enabled initial investment in tools and materials, while mentoring supported business development and market access. At the time of interview, the enterprise generated substantially higher and more stable income than previous short-term employment, including through partnerships with private firms and access to national and international markets. The case also demonstrated integration of environmental sustainability principles through recycling and upcycling of construction materials.

Beyond income effects, all three participants highlighted non-financial outcomes, including increased confidence, strengthened professional identity, and a greater sense of economic inclusion. Two participants reported creating additional income opportunities for others on a temporary or part-time basis, indicating limited but positive spillover effects. None of the interviewees reported reliance on employment placement or referral mechanisms; instead, outcomes were achieved through self-employment supported by mentoring, seed capital, and adaptive business models.

Taken together, the case studies suggest that the entrepreneurship support component was capable of generating meaningful livelihood outcomes for a small number of participants, particularly where business models were flexible, home-based, or aligned with specialised skills and market niches. However, these results reflect individual trajectories.

The in-depth interviews are consistent with broader observations on the limits and potential of entrepreneurship support under EIIP VI. While the small businesses established through the programme demonstrate promise, they remain nascent,

fragile, and highly vulnerable to financial, market, and household-level shocks. This vulnerability is particularly pronounced for women entrepreneurs with caregiving responsibilities and limited access to capital, markets, and networks.

The interviews suggest that projectised support is insufficient to ensure sustainability, even where initial outcomes are positive. Sustained viability and scale-up require continued access to mentoring, skills upgrading, market development support, and finance, which are more effectively delivered through established national institutions, including technical and vocational training systems and microfinance providers. These findings reinforce the need for future entrepreneurship support to be embedded within national, institutionalised frameworks, with the ILO playing an advisory and catalytic role rather than relying on stand-alone project arrangements.

Qualitative Observations on Output 2.2

The qualitative data indicates that entrepreneurship support under EIIP VI enabled participants, women and men, to establish income-generating activities that were well suited to their circumstances, including caregiving responsibilities, limited mobility, and constrained access to formal employment. For women, flexible, often home-based business model were relevant and appropriate to immediate livelihood needs. However, these enterprises remain early-stage, fragile, and highly vulnerable to financial, market, and household shocks, indicating that stand-alone, projectised support is insufficient to ensure sustainability. Continued access to mentoring, market linkages, and finance is required.

Interviews with ILO Personnel (all outputs)

The field study included interviews with six ILO project implementation and field staff. The following is a summary of their perceptions, based on experience and participant feedback.²¹

Outcome 1: ILO staff reported that participants valued EIIP employment as a critical source of short-term income in contexts of scarce alternatives, with wages primarily used to meet immediate household needs. Based on staff supervision and helpline feedback, working conditions were generally perceived by participants as fair, dignified, and safer than informal labour, particularly for women and persons with disabilities. Staff also noted recurring participant feedback that employment duration was too short to generate lasting financial stability.

For infrastructure and afforestation works, staff reported visible improvements to public spaces and generally satisfactory implementation, alongside recurring challenges related to municipal capacity, financial constraints, and approval delays that affected timelines and consistency across sites.

²¹ These observations are presented as contextual and managerial perspectives to inform interpretation of findings. However, they are not treated as an independent source for triangulation, given their role in project implementation.

Outcome 2: ILO staff feedback indicates that participants were dissatisfied with skills training delivery, citing limited duration, weak practical content, inconsistent certification, and the absence of effective work-based learning or job placement, with no reported employment outcomes attributable to the training. These comments were persistent. They were reported early to ILO management, but without mitigating action, and were not captured in the progress reporting until 2025.

By contrast, entrepreneurship support was described by staff as more relevant to participants' circumstances, particularly for women, enabling flexible, often home-based income activities. However, staff consistently noted participant concerns regarding the fragility of their businesses, and the lack of follow up support or financing options.

Annex D.3: Triangulation of Quantitative and Qualitative Data

Neither the quantitative reporting nor the qualitative evidence provides a sufficient basis to assess impact-level change. The evaluation, therefore, limits its triangulation to outputs and outcomes, consistent with the project's results framework and available data.

At **Outcome** level, both Outcome 1 and Outcome 2, triangulation reveals a divergence between narrative Outcome statements in the Progress Reports and the available qualitative evidence. While Progress Reports describe achievement of Outcomes related to employability and sustainable livelihoods, neither the quantitative indicators nor the qualitative findings provide sufficient evidence to substantiate these claims. Qualitative evidence consistently highlights short-term effects, fragile or isolated livelihood trajectories, and the absence of defined or functioning transition pathways. Rather than confirming reported Outcomes, the qualitative findings reinforce the conclusion that Outcome-level reporting is not supported by verifiable evidence and, therefore, not reliable.

There is no attempt from any evidence source, qualitative or quantitative, to quantify the project's **Impact**. The remaining triangulation focuses at the **Output** level.

The triangulation of quantitative and qualitative evidence confirms a high degree of consistency at the level of activities and outputs, while revealing important limitations in the translation of these outputs into sustained outcomes. Quantitative reporting reliably documents the scale and coverage of EIIP VI implementation, including participation levels, workdays generated, infrastructure outputs, skills training delivered, and entrepreneurship grants disbursed. Qualitative evidence corroborates these outputs by confirming that participants experienced predictable access to short-term employment, training, and support activities broadly as reported.

Triangulation is strong at the level of short-term income effects. Quantitative data confirm the delivery of paid employment opportunities, while qualitative evidence consistently indicates that EIIP VI income was used to meet urgent household needs and provided critical, though temporary, financial stabilisation. There is no contradiction between data sources on this point, and qualitative findings strengthen confidence in the relevance and immediate effects of EIIP VI interventions for vulnerable households. The evaluation also assumes (but did not test) that this

support was particularly relevant in the context of regional conflict and the economic downturn in Jordan.

At the level of **skills development and employability**, **triangulation reveals divergence** between reported outputs and experienced outcomes. Quantitative data indicate that training targets were met under Output 2.1, while qualitative evidence demonstrates that training delivery was irregular, of limited duration and quality, and not linked to work-based learning or employment placement as intended. As a result, qualitative evidence challenges any inference that training outputs translated into improved employability or labour market outcomes, despite achievement of numerical targets.²² The qualitative shows evidence of evidence dissatisfaction with the quality of training.

Similarly, **triangulation of evidence on employment outcomes indicates limited effects beyond the project period**. Quantitative reporting does not document post-project employment outcomes, and qualitative evidence confirms that only a small number of participants accessed employment after EIIP participation, largely through independent or contextual pathways rather than as a result of project-supported transitions. Taken together, the data do not support claims of sustained employment outcomes attributable to EIIP VI.

For municipal infrastructure (Output 1.3), triangulation combines quantitative reporting on completed works with evaluator field observations. Quantitative data confirm delivery of infrastructure outputs across multiple municipalities, while qualitative and observational evidence indicates that most works were functionally acceptable, though uneven in quality. Evaluator observations further identify systemic planning and oversight weaknesses, and in at least one case concern technical and safety risks, which are not visible in quantitative reporting alone. The two sources are, therefore, complementary rather than contradictory.

For **entrepreneurship support (Output 2.2)**, triangulation suggests that while quantitative data confirm the delivery of grants and training, qualitative case studies provide the primary evidence on outcomes. These indicate that entrepreneurship support enabled meaningful income generation for the participants interviewed, particularly where business models were flexible, home-based, or aligned with specialised skills. However, the qualitative evidence also highlights the fragility of these enterprises and the limits of projectised support, pointing to sustainability risks that are not captured in quantitative indicators. All three enterprises appeared fragile and vulnerable to financial shocks (e.g. illness in the family, price increases). They also did not have access to the financing needed to scale up. Prospects for sustainability, therefore, are uncertain.

²² For Output 2.1, the March 2025 Progress Report found “No Progress: workers were trained but not placed in job opportunities.” The reporting provides information on the number of persons trained, but makes no effort to assess the quality or participant satisfaction.

Overall, triangulation across data sources supports a consistent interpretation of EIIP VI as an intervention that was effective in delivering activities and short-term income support but not effective in generating sustained employment or livelihood outcomes. Quantitative data provide a reliable account of delivery, while qualitative evidence is essential for assessing outcome plausibility, identifying implementation weaknesses, and understanding why expected transitions did not materialise. Constraints on outcome measurement and attribution limit the strength of conclusions at impact level, but the combined evidence base is sufficient to support robust findings on effectiveness, efficiency, and sustainability.

For cross-cutting issues (gender, disability, and social cohesion), triangulation of quantitative and qualitative evidence indicates consistent inclusion of women, persons with disabilities, and both Jordanian and Syrian participants across EIIP VI activities. Quantitative data confirm that participation targets for these groups were met. While qualitative evidence does not verify numerical proportions, it provides a credible confirmation that inclusive participation occurred in practice, including women's access to safe and dignified work environments, task adaptation and informal support for persons with disabilities, and joint participation of Jordanians and Syrians in shared worksites and community activities.

Qualitative findings further suggest that these arrangements contributed to positive social interactions and perceptions of fairness, reinforcing social cohesion at community level. Taken together, the evidence supports the conclusion that inclusion was achieved substantively, even where quantitative indicators alone are insufficient to capture its quality or social effects.

Outcome 1: Short-term income, infrastructure and employability			
Output	Quantitative evidence	Qualitative evidence	Triangulation assessment
1.1 & 1.2 Short-term employment	Targets for participation, workdays, and wages met; employment delivered at scale	Participants consistently report positive work experience, fair wages, dignity, and critical short-term financial stabilisation	Strong convergence: Quantitative delivery is confirmed by qualitative experience; effects are temporary but meaningful
1.1 & 1.2 Employability	Limited or no systematic post-project employment outcomes reported	Participants report weak labour demand and limited ability to apply skills beyond EIIP	Convergence: Both sources indicate limited employment outcomes beyond project duration
1.3 Municipal infrastructure	Infrastructure works completed across multiple municipalities	Evaluator observations confirm most works are functional but uneven, with planning and oversight weaknesses and site-specific risks	Complementarity: Quantitative data confirm delivery; qualitative evidence reveals quality, risk, and sustainability issues not visible in reports

Outcome 2: Skills development and entrepreneurship

Output	Quantitative evidence	Qualitative evidence	Triangulation assessment
2.1 Skills development	Training targets met; large numbers reported trained; limited employment outcomes	Case studies and interviews report irregular delivery, weak quality, no WBL or placement, and no employment outcomes	Divergence: Output targets achieved, but qualitative evidence challenges any inference of employability or employment impact
2.2 Entrepreneurship	Grants and training delivered to selected beneficiaries	Case studies show meaningful income generation for a small number, but businesses are fragile and highly vulnerable	Complementarity: Quantitative data confirm delivery; qualitative data are essential to assess outcomes and sustainability

Cross-cutting issues

Theme	Quantitative evidence	Qualitative evidence	Triangulation assessment
Gender & disability inclusion	Participation targets for women and persons with disabilities met	Women and PWDs report safe access, adapted tasks, dignity, and inclusion	Convergence: Quantitative inclusion is substantiated by qualitative experience
Social cohesion (Jordanian & Syrian)	Joint participation reported	Positive interaction and shared worksites reported; perceptions of fairness noted	Complementarity: Qualitative data add social meaning not captured quantitatively

Annex D.4 Concluding Observations on Data Triangulation

Triangulation of quantitative and qualitative evidence confirms strong convergence at the level of activities and outputs, particularly for short-term employment, income support, and inclusive participation. Qualitative findings corroborate reported delivery while demonstrating also that effects were largely temporary and did not translate into sustained employment or livelihood outcomes. For skills development, triangulation reveals a divergence: reported outputs were achieved, but qualitative evidence shows poor quality, limited relevance, and no employment effects. These results suggest inadequate programme governance. Overall, progress reporting is reliable for documenting delivery and compliance, but not for assessing outcomes or impact, which are largely inferred and not supported by evidence.

Annex E: List of Documents Consulted

Project Documents

EIIP KfW Phase VI Jordan programme Result Matrix updated June 2025

ILO, Employment Intensive Investment Programme, Phase VI (EIIP) in Jordan, Progress Report 1 October 2024 – 31 March 2025

ILO, Employment Intensive Investment Programme, Phase VI (EIIP) in Jordan Progress Report 1 April – 30 September 2024

ILO, Employment Intensive Investment Programme, Phase VI (EIIP) in Jordan Progress Report, October 2022 – March 2023

ILO and KfW, Financing Agreement, 30 October 2022 (Annex 1: ILO Jordan, Employment Intensive Investment Program EIIP Jordan, Phase VI)

ILO Jordan, *Employment Intensive Investment Program*, EIIP Jordan, Phase VI, July 2022

International Labour Organisation Evaluation Policy and Guidance

ILO, The ILO Development Cooperation Internal Governance Manual, International Labour Organization 2021.

Background Literature

World Bank, *Jordan Economic Monitor, Fall 2022 - Public Investment: Maximizing the Development Impact*

World Bank, *Jordan Economic Monitor - Spring 2022: Global Turbulence Dampens Recovery and Job Creation*, Spring 2022

Annex F.1: List of Stakeholder Interviews

Organization	Name	Position
International Labour organization (ILO)	Shailendra Jha Kumar	Former Project CTA
	Racha Elassy	Former Project CTA
	Farah Al Azab	Senior Officer M&E
	Vitalii Eldani	Programme Officer Regional Programming Unit
	Omar Abu Ameireh	Procurement Officer
	Anas Al Bakhiet	Senior Officer Infrastructure Engineer
	Khaled Abu Rashed	National Officer agriculture Engineer
	Abdullah Jaradat	Former Skills & enterprise Assistant

	Qais Kharis	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 Abdelqader Manaseer	Head of Department
Municipality of Bassilyah	Fatemah Nassar	Engineer /Project manager
Municipality of Mahis	Ahmad Ghnaim	Engineer /Project manager
Municipality of Umm El Jimal	Amad Adamat	Engineer /Project manager
Municipality of Bani Obaid	Rula Massad	Engineer /Project manager
Municipality of Dhiban	Odai Hawatmeh	Engineer /Project manager
Municipality of Mirad	Safaa Alzubi	Engineer /Project manager
Municipality of Hallabat	Islam Mhawesh	Engineer /Project manager
Municipality of Kufrankeh	Waed Ananbeh	Engineer /Project manager
King Hussien Foundation	Mohammad Al Zoubi	Director of Community Development Centre

Annex F.2: List of Focus Groups, Case Studies and In-depth Interviews

The evaluation completed seven Focus Group Discussions with 74 EIIP Outcome 1 participants, in Mafraq, Irbid, Balqa and Jerash. The groups included a balanced cross section of Syrian and Jordanian participants, men and women (in segregated and mixed groups) and Persons with Disability.

Focus Group Discussions with Outcome 1 Participants		
Location	Participants	Output 1.1. Municipal Infrastructure and Output 1.2 Afforestation
Mafraq	13 Male (9) participations (3) Syrian, 1 PWD and 5 Jordanian.	1.1 Municipal Infrastructure
Mafraq	12 Female participations (4 Syrian women and 8 Jordanian)	1.1 Municipal Infrastructure

Mafrq	10 (4 male 1 Syrian/ 6 Female 2 Syrian women)	1.2 Afforestation
Irbid	18 Mixed male/female (12 men 3 Syrian) and 6 women (2 Syrian and 2 PWD)	1.1 Municipal Infrastructure
Irbid	9 Mixed male (5) and female (4), Jordanian	1.2 Afforestation
Balqa	10 mixed Female (4) and Male (6) of which 3 were Syrian.	1.1 Municipal Infrastructure
Jerash	6 Female 4 Male /11 (2 Syrian women 2 Syrian men.	1.1 Municipal Infrastructure

Annex G: Text of In-depth Interviews with Entrepreneurship Graduates

Case Study 1: Najah's Story

Najah is a 32-year-old Jordanian woman and the primary caregiver for eight orphaned children. Before the COVID-19 pandemic, she worked in the private sector at Orange Jordan, earning approximately 580 JOD per month. Following the loss of her job and income during the pandemic, Najah's household became highly vulnerable. She initially coped by producing handmade accessories from home and later secured short-term employment with Sahab Municipality.

Seeking a more sustainable livelihood, Najah joined the second phase of the King Hussein Foundation's "Start Your Business" programme. She received training, mentoring, and a 2,000 JOD start-up grant. Najah established and registered a business specialising in event planning and customised gift design. The business expanded to include school and embassy events, including one major project with the Saudi Arabian Embassy that generated approximately 1,800 JOD in one month. Her business now generates around 350 JOD per month on average and employs two people on a part-time basis.

Najah gained national recognition, including a personal meeting with Her Majesty Queen Rania of Jordan. She aims to establish a dedicated workspace to employ and train vulnerable women and already leads craft training sessions in her community.

Najah's ambition is to have a dedicated space or workshop, where I can hire women from my local community especially those facing difficult circumstances. I want to provide them with skills, income, and confidence. Currently, she is already leading craft training sessions for women. The constraint on Najah's ambition is financing to scale up her business.

A message would you like to share with other women facing similar challenges: *I want every woman to know that circumstances do not define your limits. Even in the hardest moments, there is always a way forward. With determination, support, and belief in yourself, it is possible to turn challenges into opportunities and dreams into reality. I see women in my neighbourhood who have potential and amazing skills but we need a decent opportunity and similar project like the one I received from KHF.*

Case Study 2: Zuhoor Story

Zuhoor is a 31-year-old Jordanian woman and the primary caregiver for her elderly parents, both of whom suffer from chronic illnesses. Due to her caregiving responsibilities, Zuhoor is unable to leave the home for full-time employment, placing her at heightened risk of economic exclusion and income insecurity. Zuhoor previously participated in the (EIP)program with Municipality, which provided short-term income support. While this experience offered temporary financial relief, it did not address her need for a sustainable, flexible livelihood compatible with her caregiving role.

Based her motivation and technical background, Zuhoor was selected to participate in the King Hussein Foundation's entrepreneurship support program for small business development. At the time of enrolment, Zuhoor possessed tailoring skills and initially intended to establish a tailoring business. However, through market assessment and business advisory services provided by the program, she was advised to pivot toward a more viable and less saturated market.

With guidance from programme mentors, Zuhoor transitioned her business concept to laser printing services, an income-generating activity that could be operated from home and aligned with market demand. She received training in proposal development and business planning and was awarded a seed grant of 2,000 JOD to purchase the necessary equipment and materials. Ongoing technical support and mentoring from the King Hussein Foundation supported her during the business start-up phase.

One year after launching her enterprise, Zuhoor's business generates an average monthly income of approximately 200 JOD. contributing directly to household expenses and improving financial stability. During periods of increased demand, she engages a freelance graphic designer, creating additional short-term income opportunities and strengthening service quality. Beyond financial outcomes, the intervention has enhanced Zuhoor's self-reliance, confidence, and sense of economic inclusion.

The ability to work from home has enabled her to balance caregiving responsibilities with productive economic activity. Zuhoor's experience highlights the importance of adaptive entrepreneurship support, combining market analysis, skills development, and seed funding to enable women to transition from temporary employment and vulnerability toward sustainable, home-based income generation.

What are your future goals? What message would you share with other women in similar situations? *I want to gradually expand my services, attract more regular clients, and increase my monthly income. My long-term goal is to fully stabilize my business so that it can cover household expenses consistently, while still allowing me to remain at home with my parents. I would tell them women that even if you cannot leave your home, you still have value and skills that can be turned into income. With the right guidance and support, it is possible to build a livelihood that fits your life, take a step to join NGO's programmes.*

Case Study 3: Abdulrahman's Story

Abdulrahman is a 26-year-old Syrian refugee and skilled mosaic artist residing in Jordan. Prior to establishing his business, Abdulrahman participated in the EIIP program with the Jerash Municipality, which provided short-term income support and basic work experience. While beneficial, the intervention did not offer a sustainable livelihood pathway aligned with his artistic skills and long-term aspirations. Recognizing the growing need for environmentally sustainable solutions within the construction and design sectors, Abdulrahman developed an innovative business concept rooted in circular economy principles.

His enterprise focuses on the recycling and upcycling of discarded stone materials, transforming construction waste into high-quality mosaic art and architectural design elements. This approach reduces material waste, promotes resource efficiency, and adds economic value to otherwise discarded inputs. With support from an entrepreneurship grant of 2,000 JOD, Abdulrahman was able to acquire tools, secure raw materials, and establish production capacity. The seed funding enabled him to transition from temporary employment to a sustainable, green livelihood while formalizing his environmentally responsible business model.

Today, Abdulrahman's enterprise generates an average monthly income of approximately 1,500 JOD, significantly improving his economic self-reliance. His primary clients include engineers, architects, and construction contractors, reflecting strong market demand for sustainable and aesthetic design solutions. Through a strategic partnership with a larger construction and design company, Abdulrahman has expanded his production capacity and access to high-value projects.

In parallel, Abdulrahman has leveraged digital marketplaces such as eBay and Etsy and his website to showcase and sell his recycled mosaic artwork internationally, enabling global market access and diversification of income streams. His work has received national recognition, including contributions to large-scale mosaic projects in Jordan, demonstrating that recycled materials can meet high artistic and technical standards.

Beyond income generation, Abdulrahman's project contributes to broader green economy objectives by diverting stone waste from landfills, reducing demand for newly extracted raw materials, and promoting sustainable production practices within the construction sector. The enterprise exemplifies how youth-led innovation can integrate environmental sustainability with economic inclusion. His experience highlights the effectiveness of combining entrepreneurship support, green innovation, and market linkages to enable vulnerable youth to build resilient livelihoods while contributing to environmental sustainability.

Question: What message would you share with other young people in similar situations?

I want them to know that talent is powerful, but it needs opportunity. When skills are supported with trust, training, and resources, they can become a source of dignity and success. Even small ideas can grow into something global.

Annex H: 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 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	1. To what extent was the project design relevant to the constituents' needs and present country context? Were constituents, including workers' organizations and the main employers' organisation involved in the formulation of the project design? Were the needs of women, people with disabilities (PWDs), refugees, internally displaced people (IDPs), and most vulnerable groups well-articulated in the project design?	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?

	2. How were the criteria for selecting the project sites developed and applied? In particular, how did the projects ensure that the chosen sites align with the identified needs and priorities of the target population? What type of stakeholder consultations or assessments were conducted to ascertain the relevance of the selected sites to the overall goals of the project? Were the employers and workers involved in setting the criteria?	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	3. To what extent did the project harmonize with similar efforts of the ILO and the donor, avoiding duplication and promoting a coordinated approach? 4. How well was the project aligned with broader gender equality disability inclusion objectives and strategies at the national and international levels?	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	5. Did the project meet all of its planned Outputs and Outcomes? Why were the results achieved/ not achieved? 6. How did the projects' achievements contribute to ILO's cross-cutting policy, drivers including gender equality, social dialogue, environmental sustainability and labour standards? 7. What were, if any, the unintended positive/negative consequences of the project's interventions?	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, WBL 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 experienced the project's interventions, and did project activities challenge or reinforce existing barriers and norms? 16. How did the project's achievements contribute to ILO's cross-cutting policy drivers including gender equality,
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		social dialogue, environmental sustainability https://web.whatsapp.com/, and labour standards? 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 18. What unintended positive or negative effects emerged at community, household, institutional, or participant levels?
Efficiency	8. To what extent have the project's activities been cost-efficient? Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve all outcomes? 9. To what extent can the projects' results justify the time, financial and human resources invested in the project?	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	10. How sustainable are the results achieved by the projects likely to be? What measures have been considered to ensure that the key components of the projects are sustainable beyond the life of the project? Did the project try to consult and build the capacity	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?

	of social partners (workers and employers) to ensure sustainability? 11. To what extent the short-term employment opportunities provided by the project enhanced the employability of the target groups? 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?	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	12. To what extent has the financial stress of refugees and vulnerable host communities been eased by the creation of short-term employment opportunities? 13. How has the project impacted or likely to impact the women participants and the people with disabilities. Were there any unintended impacts? 14. What else could have been done to better realize the project objectives?	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?