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Equality@Work: Advancing Healthy, Safe and Diverse Labour Force in Jordan - Internal Midterm evaluation

QUICK FACTS

Countries: Jordan

Evaluation date: 01 June 2026

Evaluation type: Project

Evaluation timing: Mid-term

Administrative Office: ILO ROAS

Technical Office: ILO ROAS, DWT-Beirut

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Key Words: gender equality, ILS, Governance and Tripartism, Constituents [Use themes as provided in i-eval Discovery](#)

BACKGROUND & CONTEXT

Summary of the project purpose, logic and structure	The project "Equality@Work: Advancing a Healthy, Safe, and Diverse Labour Force in Jordan (2024-2027)" is an 18 million NOK project that represents the latest phase in a decade-long partnership between the Government of Norway and the ILO. The 36-month implementation period (2024-2027) focuses on three interlinked components: legislative reform, the care economy, and digital transformation. The main objective of the project is to 'advance gender equality, safety, diversity, and inclusion in the world of work by promoting policies and laws, strengthening social dialogue, building institutional capacity, and creating sustainable opportunities for women, people with disabilities, female migrant workers, and Syrian refugees to access, thrive, and progress in decent work'. The three outcomes of the project include (i) advanced Decent work through legislative support and capacity development of national partners, (ii) enhanced decent work conditions in the Care Economy, and (iii) empowered female workers and employers across female dominant sectors through digital transformation.
Present situation of the project	Project implementation is currently ongoing, with an anticipated closure date of April 2027.
Purpose, scope and clients of the evaluation	The purpose of this mid-term evaluation is to assess the project's performance during its first half (April 2024 to February 2026) and provide evidence-based recommendations for any necessary adjustments in the remaining period. The evaluation examined the relevance, coherence, efficiency, effectiveness, potential impact, and sustainability of the project so far, reflecting findings on the project's strategy, operational flow, and the extent to which cross cutting themes - such as environment issues, International Labour Standards (ILS), social dialogue, and the inclusion of PWDs and refugees – have been considered. The scope of this evaluation covers project activities implemented at the national level, including trainings and awareness-raising sessions conducted across 8 governorates in Jordan. The primary clients of this evaluation include the ILO ROAS and the ILO Jordan project team, the ILO tripartite constituents (including MoL, JCI, GFJTU), and the donor (government of Norway).
Methodology of evaluation	This evaluation followed a mixed methods approach, relying on available information collected through the desk review and primary qualitative data collected through in-depth semi-structured interviews with 27 key project stakeholders (of which 74% were female) as well as structured telephone interviews with 24 beneficiaries (of which 100% were female). As part of this mixed methods approach, the evaluation includes three case studies,

presented as Emerging Good Practices, to highlight successful results and scalable methodologies.

Gender was mainstreamed throughout the methodology from inception to data collection to data analysis. Analysis of collected data primarily depended on triangulation to validate evaluation findings. Data collection faced some limitations due to reduced stakeholder availability during Ramadan; however, mitigation measures ensured adequate coverage of key informants

MAIN FINDINGS & CONCLUSIONS

The project demonstrates strong relevance to Jordan's national context, aligning closely with the Economic Modernization Vision (EMV) (2023-2033), the National Strategy for Women (2020-2025), and the National Social Protection Strategy. It is also well aligned with the ILO's Programme and Budget (2024-25 & 2026-27) and the United Nations Sustainable Development Cooperation Framework (UNSDCF) (2023-2027), specifically regarding gender-responsive ecosystems. This strategic positioning, which remained consistent throughout the implementation phase, ensured the project's ongoing relevance to the needs of national stakeholders and strengthened national ownership.

By anchoring interventions in ILO gender-related conventions and the UNSDCF priorities, the initiative successfully harmonized domestic policy shifts with international labour standards while ensuring gender considerations were woven into all activities and outcomes. It further demonstrated internal and external coherence by leveraging a decade of ILO-Norway partnership momentum and coordinating efforts with various development partners. Effectively serving as a specialized technical assistance arm, the project's added value lies in providing national actors with critical expertise and international legitimacy that they could not have otherwise accessed or funded. Despite these strategic strengths, the project's design is proving to be operationally ambitious relative to its timeframe and resources, with a broad scope and extensive stakeholder engagement that has increased coordination demands.

This ambition is evidenced by the project attempting to function as a full-scale government technical assistance program—simultaneously tackling the care, education, and health sectors alongside complex legislative reform. Within these sectors, the project is operating across multiple levels, including policy-level advocacy, service-level training, and the capacity building of relevant public sector entities. The project is coordinating with different departments inside government partners. While this multi-layered approach delivers high value for money, it risks diluting strategic impact across too many fronts. A more effective design could have been achieved by

adopting a focused pillar approach, limiting the scope to two primary thematic areas. This would have reduced the coordination overhead and allowed for deeper institutional anchoring and more realistic timelines for achieving results.

The project has achieved several important technical results. Notable achievements include the Cabinet's approval of gender-sensitive amendments to the Labour Law – specifically regarding Articles 29 and 69 – which have also been approved by the Lower House and are awaiting final endorsement. Further technical results include progress in institutionalizing workplace policies on violence and harassment, and the successful rollout of the Unified Contract Platform in the private education sector. The platform, which has registered nearly 37,000 contracts and is integrated with key government systems, represents a significant step towards improving transparency and compliance in wage and employment conditions at scale.

Awareness-raising campaigns and training activities have also effectively increased workers' knowledge of labour rights and developed their skills. The project implemented a comprehensive training programme for 28 care providers across eight governorates, achieving a very high satisfaction rate among participants. Similarly, the project carried out a comprehensive training for over 600 teachers, resulting in a more equipped skillsets and higher self-confidence reported by participants. Overall, beneficiaries reported significant improvements in practical skills and a heightened sense of professional empowerment, with participants citing increased confidence in their work environments. The project's 13 awareness-raising sessions led to more informed beneficiaries who reported an improvement of their understand of their labour rights and who shared newly gained knowledge with their colleagues.

However, overall effectiveness and momentum are primarily hindered by shifting national priorities and competing interests, which, compounded by a broad project scope have limited progress across the three project outcomes. Legislative ratification remains uncertain due to political dynamics and competing stakeholder interests. In the care economy, while technical outputs such as the National Framework for Daycares have been developed, limited government endorsement and shifting policy priorities have hindered progress towards official endorsement. Similarly, legal disputes surrounding the Unified Contract Platform pose risks to sustaining achieved results.

Despite these challenges, the project has demonstrated high operational efficiency, delivering a wide range of activities within a

relatively limited budget and timeframe through extensive coordination with national partners. At the same time, the breadth of interventions has contributed to delays and diluted focus in some areas, as mentioned above. By operating at the policy, training, and entity-capacity levels across multiple sectors at once, the project design strains and stretches the ‘strategic bandwidth’ to ensure that technical outputs are successfully institutionalized against shifting national priorities.

The project shows promising early signs of impact, particularly in reframing the care economy as a public policy priority and strengthening government capacity to monitor labour conditions through digital tools. It has contributed to advancing gender-responsive policy dialogue and building institutional capacity among key partners, fostering a degree of national ownership and “learning by doing.”

Nevertheless, sustainability remains uncertain. While the project design includes elements of a transition strategy, these have not yet been fully operationalized. The sustainability of key results depends on factors such as the final endorsement of labour law amendments, formal adoption of the National Framework for Daycares, and resolution of legal challenges affecting the Unified Contract Platform. While legal regulations and the Collective Bargaining Agreement (CBA) provide a solid legal basis for these initiatives, a risk remains that progress may not be fully sustained without stronger institutional anchoring—specifically the practical capacity of national partners to adopt, monitor and enforce these frameworks independently—and a clearer phased handover of responsibilities.

Conclusion:

The project is strategically well-positioned within Jordan’s policy landscape and demonstrates strong relevance, coherence, and technical quality. It has delivered important outputs and contributed to advancing gender equality in the world of work, particularly through legislative support, digital innovation, and awareness raising. However, its ambitious scope, combined with external political and institutional constraints, has limited the pace of progress in some areas. While the project shows clear potential for longer-term impact, particularly in strengthening labour market governance and promoting the care economy, its sustainability will depend on consolidating gains, securing policy adoption, and strengthening institutional ownership in key areas during the remaining implementation period

RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES

Recommendations	• Mitigate the conflict in the education sector on the unified contract and its digitization through urgent social dialogue. • Streamline and prioritize the National Framework for Daycares to match government capacity, focusing on a phased implementation workplan that aligns with immediate national priorities.. • Prioritize the endorsement and implementation of legislative reforms specifically linked to conventions C183, C156, and C190 through targeted political engagement. • Optimize resource allocation for the remaining implementation period to ensure the completion and institutionalization of high-impact deliverables. • Enhance the inclusion of PWDs through a systematic approach. • Operationalize a clear sustainability and exit strategy to ensure that sustainability gains—already established at the individual, institutional, and national levels—are fully achieved and maintained through the phased transfer of project responsibilities.
Main lessons learned and good practices	Emerging Good Practices: • The project employs a three-phased strategic roadmap: initiating collective bargaining agreements (CBAs), digitizing unified contracts, and finalizing inter-agency integration among the MoE, MoL, and SSC. This systematic approach scales labour protections and advances gender equality across the entire female-dominant private education sector. • Establishing strict alignment with Jordan’s national framework and strategies, specifically the EMV and the National Strategy for Women, led to a strong level of relevance of the project to the national context and to stakeholder’s need as well as to a high level of ownership by national partners. This alignment is operationalized through systemic reporting to the EMV platform. • The project’s strategic alignment of national labour legislation with ILS, through evidence-based intensive advocacy, led to Cabinet and Lower House endorsement of gender-sensitive amendments to the labour law that are aligned with ILS. Lessons Learned: • Rapid digital transformation of labour contracts can trigger significant backlash from employer organizations if the tools are perceived purely as compliance burdens rather than market stabilizers, and if employers are not adequately engaged from the very beginning of the initiative and throughout implementation. • A mismatch between a broad, ambitious project scope and

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limited resources (time, financial, human) risks diluting strategic impact and dampen the project's effectiveness in achieving its results, despite meeting many of the activity-based indicators.

- Explicitly mentioning PWDs as a target group in the project's main objective does not translate into meaningful inclusion without a mandated 'inclusion by design' framework and the integration of PWDs in subsequent implementation.