

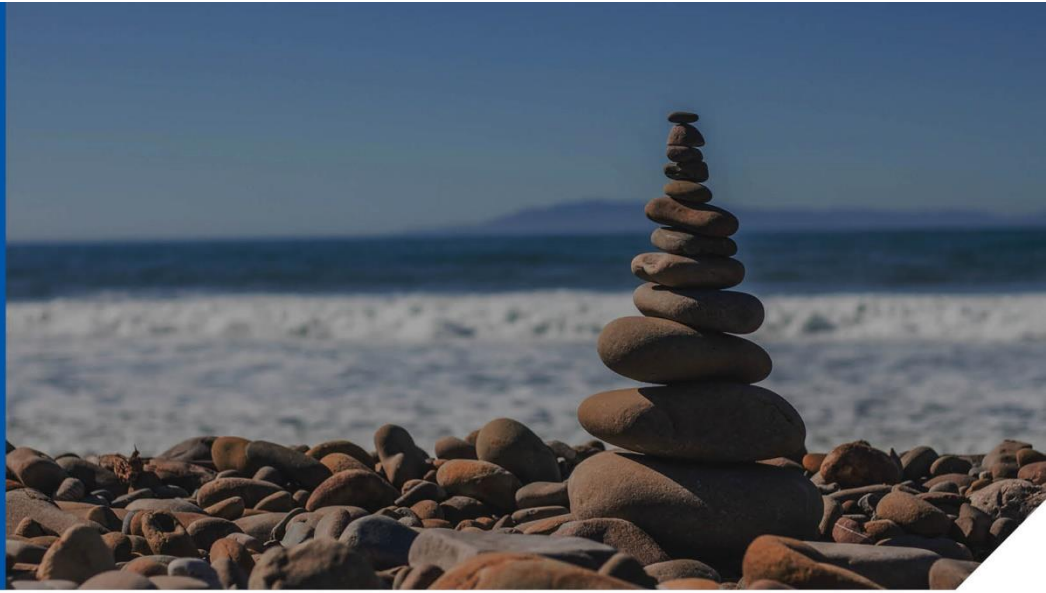


International
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i-eval Discovery



Formalizing Access to the Legal Labor Market for Refugees and Host Communities in Jordan, Phase II

ILO DC/SYMBOL: JOR/19/05/USA

Type of Evaluation: Project

Evaluation timing: Final

Evaluation nature: Independent

Project countries: Jordan

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SDG(s): SDG 8 "Promote sustained, inclusive, and sustainable economic growth, full and productive employment and decent work for all"

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Name of consultant(s): Rani Khoury

Name of Evaluation Manager: Hiba Al Rifai

Evaluation Office oversight: Naomi Asukai

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List of Abbreviations

CAQA	Center of Accreditation and Quality Assurance
CBOs	Community Based Organization
CEO	Chief Executive Officer
CTA	Chief Technical Advisor
DWCP	Decent Work Country Program
EFE	Education for Employment
ESC	Employment and Service Center
ETVET	Employment Technical and Vocational Education and Training
FGD	Focus Group Discussion
GFTU	General Federation of Trade Unions
GSO	Guidance and Support Office
ILO	International Labour Organization
JD	Jordanian Dinar
JRF	Jordan River Foundation
JRP	Jordan Response Plan
M&E	Monitoring and Evaluation
MEU	Middle East University
MoL	Ministry of Labor
NET	National Employment and Training Company
NGOs	Non Governmental Organizations
OECD DAC	The Organisation for Economic Cooperation and Development – Development Assistance Committee
OJT	On-the-Job Training
OSH	Occupational Safety & Health
PPP	Public Private Partnership
PRM	Bureau of Population, Refugees, and Migration
PTI	Princess Taghrid Institute
RBM	Results Based Management
RFP	Request for Proposal
ROAS	Regional Office for Arab States
RPL	Recognition of Prior Learning
SDG	Sustainable Development Goal
SMEs	Small and Medium Enterprises
ToR	Terms of Reference
TOT	Training of Trainers
TVSDC	Technical and Vocational Skills Development Commission
UNEG	United Nations Evaluation Group
UNHCR	The United Nations High Commissioner for Refugees
US	United States
VTC	Vocational Training Corporation
WDB	Women Do Business
YWCA	Young Women's Christian Association

Executive Summary

BACKGROUND & CONTEXT	
Summary of the project purpose, logic and structure	<p>The project "Formalizing Access to the Legal Labor Market for Refugees and Host Communities in Jordan – Phase 2" is a result of a collaboration between the ILO and the US Department of State to support the formal labor market participation of Jordanians and refugee men and women, including the provision of training and certification, business development support, employment services, and work permits.</p> <p>The main goal of the project is to enhance Jordanian and refugee beneficiaries' access to the formal labor market and decent work, to be achieved through the following outcomes: (i) Jordanians and refugees benefit from on the job trainings and the chance to have their skills validated through the application of the Recognition of Prior Learning model in several sectors; (ii) Jordanian and refugee women are supported to enter and remain in the formal workforce through targeted packages of support and business development services; and (iii) Syrian refugee have access to work permits. The project was implemented in nine governorates across Jordan and was managed by a team composed of full time ILO staff and ILO consultants.</p>
Present situation of the project	The project has ended as of the end of September 2021
Purpose, scope and clients of the evaluation	<p>The purpose of this final evaluation is to assess the overall achievements of the project against its planned outcomes/objectives and outputs to generate lessons learned, best practices and recommendations. The evaluation investigated the relevance, design, efficiency, effectiveness, potential impact, sustainability, and management arrangements of the project, reflecting findings on the extent to which the project has achieved its stated objectives, produced the desired outputs, and realized proposed outcomes/objectives. The evaluation also identified strengths and weaknesses in the project design, strategy and implementation as well as lessons learned with recommendations. Furthermore, the evaluation touched upon cross cutting issues including gender equality, disability, social dialogue, environmental sustainability, and COVID 19. The evaluation covered the entire of the 2nd phase of the project, from September 2019 to September 2021. While the project itself overlapped between its 1st and 2nd phases, this evaluation caters only for the 2nd phase. The clients of this evaluation include the ILO and the US Department of State.</p>

Methodology of evaluation	<p>This evaluation followed a mixed methods approach, relying on available quantitative data collected through the desk review and primary qualitative data collected through interviews with project stakeholders & partners as well as through focus group discussions (FGDs) with beneficiaries. Gender was be mainstreamed throughout the methodology from inception to data collection to data analysis.</p>
MAIN FINDINGS & CONCLUSIONS	<p>The evaluation has found that the project was relevant to the ILO DWCP, ILO P&B, the Jordan Response Plan and fit well in the context of the ongoing crisis in Jordan. The project team provided a quick and relevant response to the COVID-crisis through implementing various contingency strategies. The design of the project was found to be mostly coherent and logical, with appropriate changes introduced during the cost-extension process. But while the chain of results were found to be coherent, the results themselves could have been better formulated according to result based management principles, and a better set of risks and assumptions could have been formulated during the design stage. In spite of the evolving situation in Jordan influenced by the COVID crisis, the target selection of the project remained valid throughout the project lifecycle. The project design was found to have included ILO's cross cutting issues of gender equality, non discrimination and social dialogue.</p> <p>The project was successful in leveraging new financial resources to maintain operations of the project, through a cost extension that enabled the project to successfully continue its operations for another 12 months. However, the evaluation has found that the project has been largely affected by the COVID crisis as the project faced significant delays during the implementation period due to the various repercussions of the crisis in Jordan. But even before the onset of the COVID crisis, the project started on a slow pace with the first implementing partner being involved more than 5 months into the 12-month project. Given the significant delays faced during implementation, the project team had no option but to spread the ambitious project targets across a large number of partners in a swift manner, in order to be able to reach the large targets of the project. This meant that the project had to directly contract some of the project's implementing partners without launching a competitive bidding process. There were 9 implementing partners in the project, 5 of which were explicitly mentioned in the project documents and the donor had approved them before implementation. The efficiency of the project could have been improved if the selection of the remaining partners was done through the usual bidding process. This is because a proper bidding process would have ensured competition and more options for a timely delivery of tasks.</p> <p>In spite of the pandemic-related challenges faced during implementation, the project managed to achieve many of its intended outcomes and outputs, while partially achieving others. A total of 3,503 beneficiaries had their skills recognized through the RPL methodology and 831 beneficiaries were placed in jobs. With</p>

regards to skills development, a total of 876 received vocational training, out of which 430 female beneficiaries received training tailored for women. In addition, the project facilitated the issuance of more than 25,000 work permits for Syrian refugees working in Jordan. As such, the project was able to attain significant achievements despite of the challenges faced during implementation. Having said that, a number of factors limited the overall performance of the project, including a weak overarching project framework the short timeline of the project, a suboptimal M&E plan, and a weak level of communication and coordination with ILO's technical backstopping units.

The use of local skills among project team members has helped the program reach many of its targets. The evaluation has found a relatively high level of coordination between the project team and implementing partners under this project, as well as with ILO constituents, where the project contributed to bringing ILO constituents closer together, but private sector representatives could have been more involved in the project. The evaluation has found some positive changes in the capacity of national partners as a result of this project, especially given the ToT activities undertaken in the project. There was limited national ownership for this project by national partners, as this project is considered a purely humanitarian project by most. But this weak national ownership is not unique to this project alone, but affects most of humanitarian projects in response to Syrian refugee responses in Jordan. A main positive feature of the project has been its contribution to social cohesion between Syrian refugees and Jordanian host communities.

RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES

Recommendations	<ul style="list-style-type: none"> • Improve the design of future projects, including any redesign adjustments • Carry out an audit for main partners of the project • Taking into account the context of humanitarian response, minimize the financing of unsustainable activities under future projects as much as possible • Enhance engagement with employers in future projects • Carry out a market assessment to identify high-value and in-demand skills for future projects • Improve project governance, including formulating robust M&E frameworks and plans, to enhance the effectiveness of future projects to achieve results • Enhance coordination with strategic stakeholders, including employer representatives and ILO's technical backstopping units • Reconsider types of training provided in future projects, especially trainings provided for women. • Ensure the incorporation of ILO's cross cutting issues into the design of future projects
Main lessons learned and good practices	<p>Lessons Learned:</p> <ul style="list-style-type: none"> • The direct contracting of project partners, coupled with

lackluster communication and coordination with ILO's technical backstopping units has adversely affected the efficiency and effectiveness of the project.

- The suboptimal M&E plan of the project, coupled with a large number of implementing partners, created a distance between the project team and some project activities, which in turn led to a weak quality control mechanisms for the project.

Emerging Good Practices:

- Instead of providing financial incentives, one of the implementing partners under this project provided door-to-door transportation for beneficiaries using tourist buses and provided each beneficiary with one meal per day. Through this way, the implementing partner guaranteed that beneficiaries are attending due to a genuine interest in the training itself and not because of the financial incentives being provided. An added benefit was that the project utilized tourist buses which were dormant due to the COVID crisis, and also utilized its productive kitchen which employs vulnerable Jordanians
- One of the implementing partners of the project adopted a fully fledged public-private partnership (PPP) methodology in its training program, in order to attract active private sector participation throughout all stages of the training program, including the design of training material and the selection of trainers and facilities. This has allowed for a market-driven approach that equipped trainees with the skills and knowledge required in the Jordanian labor market
- One of the implementing partners of the project implemented a very quick and effective response to the COVID 19 crisis, through launching an e-training platform in order to provide the theoretical training to beneficiaries on time, and not to disrupt the project's training schedule. The establishment of the e-training platform was jointly financed by the project and by the implementing partner.

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.

Project Background

Almost a decade has passed since the onset of the Syrian refugee crisis, and Syria remains the world's largest refugee crisis. Over these 10 years, the ongoing crisis has exacerbated economic challenges in Jordan, especially challenges related to the domestic labor market. In 2016, Jordan, in partnership with the international community, committed to improving the living conditions and resilience of both Syrian refugees and Jordanian host communities, thereby establishing the Jordan Compact: an agreement in which the international community agreed to make concessional trade and finance available to Jordan, on the condition that the former formalizes the employment for 200,000 Syrian refugees.

The project "Formalizing Access to the Legal Labor Market for Refugees and Host Communities in Jordan" is a result of a collaboration between the ILO and the US Department of State to support the formal labor market participation of Jordanians and refugee men and women, including in the provision of training and certification, business development support, employment services, and work permits. This included certification of Jordanians and refugee job seekers utilizing the Recognition of Prior Learning (RPL) methodology, which was applied to multiple occupations across various sectors. By providing a clear and efficient pathway to formalize, develop and accredit skills, the project aimed at supporting refugees to obtain work permits and access decent work opportunities. It has also enhanced access to decent work through the provision of targeted support, particularly for women. It helped embed the principles of the Jordan Compact to increase economic opportunities in host countries; thus supporting developmental response and reducing poverty. It has also helped the government of Jordan to deliver on the commitment it has made to issue 200,000 work permits to Syrian refugees. The project is part of the ILO program of support to the Jordan compact and falls within the framework of the ILO Decent Work Country Program of Jordan (2018-2022).

The project began its activities in 2018 under the 1st phase, and kicked off the 2nd phase in 2019. According to the reviewed project documents, there was an overlap between the 1st phase of the project which was implemented between 2018 and 2020, and the 2nd phase of the project which was implemented between 2019 and 2021. This evaluation caters for the 2nd phase of the project only. In other words, this evaluation will only cover 2nd phase of the project, which was implemented between September 2019 and September 2021, at a total cost of \$4,508,958, across a number of geographical locations in Jordan. While the project was intended to be carried out in one year only, a cost extension to the project was implemented mainly increasing the duration by 12 months and the project budget by \$2,491,222 due to the COVID-19 pandemic and its socio-economic impact, which hindered the flow of project activities. In specific, a nation-wide lockdown instituted between March and May of 2020 disrupted most activities, specially that the nature of most activities under the project depended on direct interaction with beneficiaries. Therefore, more time was needed to implement the 2nd phase activities. The cost extension also increased the number of targeted beneficiaries reached through the project bringing up the total number of direct beneficiaries to 29,600, 25,000 of which are beneficiaries who were supported to obtain work permits.

The project logframe, consisting of the project goal, objectives and outputs is presented below, and can also be viewed in graphical form in annex 1. The logframe provided a defined scope for this evaluation, and acted as the main reference for the evaluation process.

Table I Project Logframe

Project Logframe

Goal		
<i>Enhance Jordanian and refugee beneficiaries' access to the formal labor market and decent work in the Amman, Irbid, Zarqa, Mafraq, Jarash, Ajloun, Tafaila, Madaba and Karak governorates¹ by: (a) enhancing employability in the formal labor market through skills development, work safety trainings and expansion of the On Job Training & Employment, Recognition of Prior Learning model to new occupations; (b) supporting female workers to enter and remain in the formal work force through targeted packages of support and business development services; and (c) facilitating the issuance of work permits, including through a web-based e-counseling platform</i>		
Objectives/Outcomes		
Jordanians and refugees benefit from on job trainings and the chance to have their skills validated through application of the Recognition of Prior Learning model in several sectors	Jordanian and refugee women are supported to enter and remain in the formal work force through targeted packages of support and business development services	Syrian refugees have access to work permits
Outputs		
Adaptation of OJT and Certification models	Evidence-based understanding of key barriers to female labor force participation and better target employment services.	Guidance and Support Offices (GSOs) are upgraded and maintained.
Provision of OJT, RPL and Vocational Training certification	Supporting access and retention of decent work opportunities for Jordanian and refugee women.	GFJTU is capacitated to issue flexible work permits
	Business development support to Jordanian and refugee women entrepreneurs.	Enhanced Job Placement with Social Protection
	National and regional stakeholders have information to better understand and address female labor force participation.	

Given the absence of any stakeholder analysis in the project document, the evaluator conducted a rapid stakeholder analysis during the inception phase of this evaluation and based on the desk review of project documents and meetings with the project team. A sound understanding of key players and stakeholders in the project was deemed pivotal for informing the field work for this evaluation.

¹ The cost extension added four new governorates as part of the project's goal, bringing the total number of governorates reached by the project's interventions to 9. Originally, the project goal mentioned only 5 governorates only (Amman, irbid, Zarqa, Karak, and Mafraq).

In specific, the rapid stakeholder analysis was based on the quarterly progress reports of the project, the implementation agreements with implementing partners, and discussions with the project team. The stakeholders of the project, including the beneficiaries, are presented in the below table.

Table II Project Stakeholders

Project Stakeholders				
Stakeholder Group:	ILO staff	Implementing partners (trainers)	Cooperating/ Interested Partners	Beneficiaries
	ILO project team	Vocational Training Corporation (VTC)	Ministry of Labor	Objective 1 target: 4,000 (50% Jordanians and 50% refugees) No breakdown of gender exists in the project design
	Relevant staff from ILO ROAS (including crisis specialist (DWCP), regional gender specialist, regional programming unit, and resource mobilization officer)	National Employment and Training Company (NET)		
		Amideast		
		Young Women's Christian Association (YWCA)	General Federation of Trade Unions	
	Education for Employment Jordan (EFE)			
	Relevant staff from ILO HQ (including PARDEV, the Partnerships and Development Corporation Department)	Jordan River Foundation (JRF)	UNHCR	Objective 3 targets: 25,000 work permits (refugees) 3,000 receiving career counseling services for job placement/ matching (50% Jordanians and 50% refugees) 500 receiving support to work injuries (50% Jordanians and 50% refugees) 600 beneficiaries receiving awareness sessions on labor rights and OSH.
Princess Taghrid Institute for Development and Training		US Department of State		

As can be observed from the stakeholder table above, the ILO heavily relied on a large number of implementing partners to implement the project's activities.

Evaluation Background

The evaluation primarily investigated the extent to which the project was able to fulfill its objectives and outputs. The logframe, consisting of the project goal, objectives and outputs is presented in the preceding section , and can also be viewed in graphical form in annex 1.

The evaluation covered the entire timeframe of the 2nd phase of the project, from October 2019 to September 2021, and the entire geographical of the project that included nine governorates across Jordan². While the project itself overlapped between its 1st and 2nd phases, this evaluation caters only for the 2nd phase.

The primary clients and audience of this evaluation include the ILO, ILO ROAS, ILO EVAL, ILO constituents in Jordan, UNHCR Livelihoods Working Group, and the donor: the US Department of State. Secondary users include other project stakeholders and units that may indirectly benefit from the knowledge generated by the evaluation.

Evaluation purpose

The purpose of this final evaluation is to assess the overall achievements of the project against its planned outcomes/objectives and outputs to generate lessons learned, best practices and recommendations. The evaluation aimed at investigating the relevance, design, efficiency, effectiveness, potential impact, sustainability, and management arrangements of the project, reflecting findings on the extent to which the project has achieved its stated objectives, produced the desired outputs, and realized proposed outcomes/objectives. The evaluation also identified strengths and weaknesses in the project design, strategy and implementation as well as lessons learned with recommendations. Furthermore, the evaluation touched upon cross cutting issues including gender equality, disability, social dialogue, environmental sustainability, and COVID 19. The evaluation has complied with the ILO evaluation policy including the protocols and guidelines set forth by the EVAL/ILO, which is based on the OECD DAC and United Nations Evaluation Norms and Standards and the UNEG guidelines.

The ultimate purpose of this evaluation is to provide a learning exercise and to improve future projects of a similar nature. The evaluation also serves to provide an accountability function.

Evaluation Criteria & Questions

In addition to investigating the extent to which the project was able to fulfill its objectives and outputs, this evaluation also focused on the main evaluation criteria of relevance, design, efficiency, effectiveness, potential impact, sustainability, and management arrangements. The evaluation also sought to identify challenges, lessons learned and specific recommendations stemming out of the analysis of the project performance according to the aforementioned evaluation criteria. Moreover, cross cutting issues were also investigated, including gender equality, disability, social dialogue, environmental sustainability, international standards, and COVID-19.

² According to the final version of the project document, the 9 governorates included Amman, Irbid, Zarqa, Mafraq, Jarash, Ajloun, Tafileh, Madaba and Karak

The evaluation aimed at answering the evaluation questions as presented in the ToR for this evaluation. As per the ILO evaluation guidance³, two or three specific evaluation questions should be included per criteria. Given that the ToR contains a total of 41 questions, these were considered to be the evaluation sub questions, whereas the main evaluation questions per each evaluation criteria are listed below. The evaluator has refrained from introducing significant changes to the evaluation questions and sub questions during the inception phase of the evaluation, given that these questions are supposed to have been formulated and validated by relevant stakeholders. Having said that, a few changes were made to some sub-questions to eliminate duplications with other sub-questions, and to re-organize some sub questions under their relevant evaluation criteria. The slight changes can be seen in the evaluation questions matrix presented in annex 2.

Table III Evaluation Criteria & Evaluation Questions

Evaluation Criteria	Main Evaluation Questions
Relevance and strategic fit	To what extent are the project's objectives aligned with sub-regional, national and local priorities and needs, the constituents' priorities and needs, and the donor's priorities for the country?
Validity of design	To what extent are the project design, logic, strategy, and elements valid and have remained valid vis-a-vis problems and needs?
Efficiency	To what extent have outputs been achieved from an efficient use of financial, material, and human resources, including re-purposing in the mitigation of COVID-19 impacts?
Effectiveness	To what extent has the project contributed to the project objectives and more concretely whether the stated outputs have been produced satisfactorily with regards to gender equality, including in the Covid-19 context; in addition to building synergies with national initiatives and with other donor-supported project?
Impact orientation	What have been the positive and negative potential changes and effects caused by the project at the national level, i.e. the impact with social partners, government entities, and beneficiaries?
Sustainability	To what extent has the project provided adequate capacity building to social partners to ensure mechanisms are in place to sustain activities and whether the existing results are likely to be maintained beyond project completion
	To what extent can the knowledge developed throughout the project (research papers, progress reports, manuals, and other tools) still be utilized after the end of the of the project to inform policies and practitioners
Management arrangements	To what extent have efficient operational arrangements supported the timely, efficient, and effective delivery of the project?
Challenges, lessons learned, and specific recommendations	What challenges, lessons learned, and specific recommendations can be derived from the project's experience?

³ ILO (2021) "Checklist4.8 Writing the Inception Report"

Detailed sub questions under each of the main evaluation questions are presented in the evaluation question matrix available in annex 2. The evaluation sub questions were used to answer the respective main evaluation question under each criteria. It is important here to note that the detailed evaluation sub-questions specifically address how gender equality was integrated into the design, planning, and implementation of the project. Moreover, the sub questions also cover cross cutting issues of social dialogue, environmental sustainability and COVID.

Evaluation Timeline

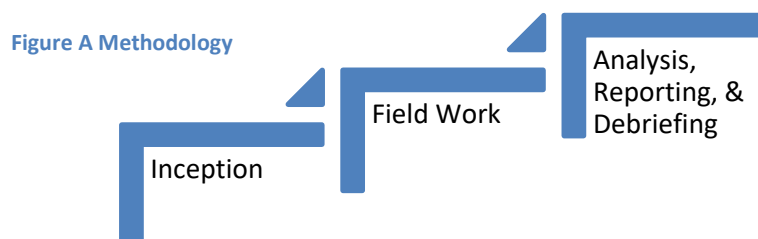
The evaluation took around 15 weeks from its inception until the submission of this final evaluation report. The evaluation process followed the below timeline

Table IV Evaluation Timeline

Activities & Deliverables	October			November				December				January			
	W1	W2	W3	W4	W5	W6	W7	W8	W9	W10	W11	W12	W13	W14	W15
Inception phase (including desk review, kick off meeting with evaluation manager and project team, and meeting with project team, and drafting of inception report)															
Inception Report (Deliverable)															
Field Work phase (including conducting interviews and focus group discussions)															
Analysis & reporting															
Draft evaluation report (Deliverable)															
Preparation of comments log (Deliverable)															
Presentation (Deliverable)															
Finalization of evaluation report (Deliverable)															

Methodology

This evaluation followed a mixed methods approach, relying on available quantitative data collected through the desk review and primary qualitative data collected through interviews with project stakeholders & partners as well as through focus group discussions (FGDs) with beneficiaries. Such a mixed methods approach drew on both subjective and objective sources of data, which has contributed to providing a balanced and insightful evaluation report. Gender was mainstreamed throughout the methodology from inception to data collection to data analysis. The methodology for this evaluation is illustrated in the diagram below.



a) Inception

Following the kick off meeting conducted with the project team and with the evaluation manager at ILO ROAS, a comprehensive desk review process was initiated to prepare for this inception report. The project team provided the evaluator with a number of key project documents on which the desk review process was based. It is worth noting here the desk review process began with the inception phase and remained until the reporting phase. During the desk review, careful attention was put in ensuring that the documents reviewed reflected gender disaggregated information and data.

The evaluator also held an in-depth group meeting with the project team in the inception phase, prior to drafting the inception report for this evaluation. The meeting revolved around pending project document requests and planning for the field work. The methodology implemented for this evaluation was discussed and agreed upon with the project team during the inception phase. Moreover, discussions were held on the issue of gender to ensure an adequate and balanced gender representation during the fieldwork.

b) Field Work Phase

Following the finalization and approval of the inception report, the evaluator began with the field work phase for this evaluation. The fieldwork aimed at having an equal representation of women and men throughout the data collection process, wherever possible. As mentioned, the field work consisted of two main types of qualitative data collection instruments as presented below:

1) **In-depth semi-structured interviews** were used to collect information from all key project stakeholders (as per the list below). The choice of utilizing semi-structured interviews for this evaluation is that they allow for an in-depth discussion around the evaluation questions. The instrument was used to collect qualitative information about the overall performance of the project, and specifically investigated the relevance and strategic fit, validity of design, efficiency, effectiveness, impact orientation, management arrangements, and sustainability of the project. In addition, the interviews gathered information on cross cutting issues of gender equality, social dialogue, environmental sustainability, international standards, and COVID-19. Depending on the stakeholder

group, different dimensions were discussed and data collected. The table below presents the stakeholders met with during this evaluation.

Table V Stakeholders Met During Fieldwork

Stakeholders Met During Field Work		
1) ILO staff and consultants	2) Implementing Partners (training)	3) Cooperating/Interested Partners
ILO Project team	Vocational Training Corporation (VTC)	Ministry of Labor (MoL)
	National Employment and Training Company (NET)	
	Amideast	
Relevant staff from ILO ROAS	Young Women's Christian Association (YWCA)	General Federation of Trade Unions (GFTU)
	Education for Employment Jordan (EFE)	
	Middle East University (MEU)	
	Jordan River Foundation (JRF)	
	Princess Taghrid Institute for development and training (PTI)	

A total of 27 personnel were interviewed for this evaluation, with almost half of interviewees being female (please see annex 3 for details). There is no sampling process for the stakeholders to be interviewed. Instead, the evaluator has met with all main identified stakeholders to gather information and data on all aspects of the project, making sure that female voices are also heard.

2) **Focus group discussions (FGDs)** were used to collect information from the beneficiaries of the project. A total of 7 FGDs were conducted for this evaluation, where participants were selected randomly by each of the implementing partners that hosted and organized the FGDs. It should be noted here that samples for FGDs are not representative of their respective populations. FGDs provided a platform through which beneficiaries from different aspects of the program shared their experience in the project. As this was the only data collection method used to collect information from beneficiaries, it allowed beneficiaries to freely discuss various issues in depth and variety that would not have been possible through surveys. FGDs were structured and directed, in order to obtain required information in a limited amount of time. FGDs were flexible enough to encourage participants to share their personal experiences and perceptions in the project. The below table presents the conducted FGDs for this evaluation. In short, a total of 7 FGDs were conducted in Amman, Ajloun, and Irbid with both Jordanians and Syrians, males and females. Out of these 7 FGDs, 4 FGDs were conducted with female beneficiaries.

Table VI FGDs Conducted During Fieldwork

FGDs Conducted During Fieldwork			
	Population (until Jun2021)	Implementing partner	Proposed FGD

Objective 1	3,503 Jordanians and refugees received RPL training, of which 516 obtained job placements (29% female, 44% were Syrian)	VTC & NET	1 with Jordanian and Syrian males (VTC) 1 with Jordanian and Syrian females (VTC) 1 with Jordanian and Syrian males (NET) 1 with Jordanian and Syrian females (NET)
	100 Jordanians and refugee youth trained (seven training courses)	YWCA	1 with Jordanian and Syrian males 1 with Jordanian and Syrian females
Objective 2	101 female Jordanians and refugees (Women do Business)	JRF	1 with Jordanian & Syrian females
Objective 3	914 Jordanians and Syrians received Career counseling	GSOs	1 with Jordanian and Syrian males 1 with Jordanian and Syrian females
		Total	7
<p>Focus groups did not take place exactly as planned. Two of the implementing partners were not able to organize focus group discussions. Therefore, two of the focus groups were successfully substituted for another partner, but the remaining focus groups (under GFTU), investigating the impact of awareness sessions presented to Syrians, had no alternatives. Therefore, the evaluator implemented telephone interviews to hear from this group of beneficiaries. While more than 10 calls were planned to be conducted, the evaluator stopped at 5 calls, given that 4 out of the 5 beneficiaries contacted were not actually exposed to the awareness sessions.</p>			

The choice of utilizing the above data collection methods (desk review, interviews, and focus group discussion) depended on a preliminary analysis of information needs, sources of information, types of project activities, and the evaluation budget. Moreover, multiple methods were proposed for data collection which allowed for the triangulation of evaluation findings, i.e. the verification of findings derived from one method against a different method or source.

Given the diverse range of activities implemented by the project, the evaluator agreed with the project team to hold focus group discussions with beneficiaries of the main interventions of the project, as listed in the above table. Moreover, and according to the project team, it would have been impossible to gather beneficiaries from across different implementing partners in one focus group. Therefore, focus groups were arranged to be held per the main implementing partners. Also, the evaluator had initially planned to conduct the focus groups with Jordanians and with Syrians separately. However, given the diverse range of activities and target beneficiaries, and given the priority need of having separate gender focus groups, the evaluator and the project team agreed to have both Jordanians and Syrians in the same focus groups, but conducted focus groups separately for males and females. Having said that, the evaluator observed the dynamics between Jordanians and Syrians during the FGDs, and found no need to separate beneficiaries by nationalities. The evaluator made sure to have a sufficient number of focus groups carried out with female beneficiaries in order to ensure an equal representation of views from both male and female beneficiaries.

The project team provided full support and commitment to handle all logistical arrangements for the field work, including the setting up of interviews with main stakeholders and arranging for focus group discussions with beneficiaries through utilizing implementing partners.

Throughout the evaluation process, and especially the field work, the evaluator was committed towards the ILO and towards the stakeholders and beneficiaries of this project to adhere to the highest level of ethical standards. In specific, the evaluator adhered strictly to the ILO code of conduct⁴ throughout all stages of the evaluation, from inception to completion.

c) Analysis, Reporting, and Debriefing

Following the field work, the evaluator began with the analysis of collected data. During the analysis process, a reasoned assessment of facts and findings was conducted to provide answers to the evaluation questions, which were articulated according to cause-and-effect statements based on facts, data, interpretations and analysis. An overall assessment of the project is presented in this final report, after having ensured that findings and conclusions were fully grounded in facts and are triangulated from more than one data source or method. It was ensured that both conclusions and recommendations are not systematically biased towards positive or negative views. Moreover, an analysis was made comparing the experiences of females as opposed to males in this project, but no main differences were found between both groups.

The evaluation questions matrix, available in annex 2, presents the overall framework for analysis. Under the matrix, each main evaluation question was divided into a number of sub questions, and for each sub question, specific data sources and data collection methods were identified. In addition, measures or indicators for the formation of judgments, as well as the method of analysis and assessment have been formulated for each of the evaluation sub questions. As can be seen in the evaluation matrix, questions tailored specifically to gender issues were integrated under almost all evaluation criteria employed for this evaluation, to ensure that any gender dynamics is captured in this evaluation.

It is important here to highlight that all data analysis in this evaluation was based on triangulation in order to enable the evaluator to make sound judgments based on multiple channels of evidence. Generally, triangulation refers to the use of multiple approaches, methods and sources of data and analysis to verify and substantiate data and information. For this evaluation, triangulation was achieved by combining three main methods of data collection (document review, interviews, and focus group discussion) and including various stakeholder groups as key informants for the evaluation. Through this triangulation process, the evaluator aimed at developing high quality analysis to formulate verified findings, from which challenges, lessons learned and recommendations could be derived.

Figure B Triangulation Process

⁴ as presented in ILO (2021) "Template 3.1: ILO Code of Conduct: Agreement for Evaluators"

Following this analysis process, the evaluator began the process of drafting the final evaluation report. The drafting of the final report followed the ILO's guidance⁵ which lays out specific requirements for each formal element of the report, in addition to providing specific details on how to present the conclusions, recommendations, lessons learned, and emerging good practices. The guidance document provided the required templates to be completed, especially with regards to lessons learned and good practices⁶.



Triangulated Findings

Main Findings

This section will present the triangulated evidence-based findings of this evaluation in a concise and clear manner. The findings are presented according to each evaluation criteria and directly answer each of the evaluation sub questions, presented at the top of each subsection. Therefore, this section is sub divided into the evaluation criteria, and the relevant sub questions are presented under each evaluation criterion, followed by a presentation of findings that directly answer these questions.

Relevance

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

The approach of the project fitted well into the context of the on-going crisis, which is characterized by rising informality of work. As a number of former studies on this issue have pointed out⁷, the majority of Syrians working in Jordan have been doing so informally. Increasing informality among Syrian refugees in specific has been a result of a number of interlinked factors that include a complex array of regulatory challenges (e.g. occupations closed to non-Jordanians) as well as skills mismatches. This project, therefore, responded to this issue through formalizing the work of both Syrians and Jordanians working in Jordan. In particular, the project's objective of "enhancing Jordanian and refugee beneficiaries' access to the formal labor market and decent work" directly fits into the context of increasing rate of informal work in the on-going crisis in Jordan. Gender was prioritized through the

⁵ ILO (2021) "Checklist 4.2: Preparing the Evaluation Report"

⁶ Available in ILO (2020) "Guidance note 5.5: Dissemination of Lessons Learned and Emerging Good Practices"

⁷ For example, see: ILO, FAFO (2020) "Facing Double Crisis: Rapid Assessment of the impact of COVID-19 on vulnerable workers in Jordan"

development of a project component that caters exclusively for women. Having said that, problems and needs could have been better analyzed as the next sections will show.

The fit of the project to the ongoing crisis can be also validated by the alignment of the project's objectives with the national priorities in Jordan. The project's objectives are clearly aligned with the Jordan Response Plan (JRP 2018-2020), which is the main national document of Jordan that addresses all aspects of the refugee crisis. In specific, the project was found to be very much aligned with the Livelihood strategic objective of "increased access to formal employment opportunities meeting decent work and protection standards". Overall, the project's focus on facilitating the issuance of work permits contributes significantly to Jordan's commitments, made in the Jordan Compact, to formalize the employment of 200,000 Syrian refugees.

Furthermore, the project's objectives were found to be aligned to two of the three priorities of the ILO Decent Work Country project of Jordan (2018-2022). The first is "DWCP Priority 1: Employment creation contributes to economic and social stability". While this project does not cater directly to job creation, it addresses the issue indirectly through contributing to specific outputs under that objective, namely "1.2.1: Job matching and referral services for job seekers, with focus on decent work placements for women and youth in private sector companies, is provided by 11 Employment Service Centers", "1.2.2 Skills training and Recognition of Prior Learning (RPL) are provided to allow for improved signaling of competencies and facilitate recruitment", and "1.2.4 Access to work permits for Syrian refugees is facilitated in the agriculture and construction sectors". The outputs are aligned with the three main objectives of this project. Moreover, the 2nd priority with which the project's objectives are aligned is "DWCP Priority 3: Social partners increase their contribution to decent work." In specific, the 3rd objective of this project is aligned with an output under the DWCP priority 3, namely "3.2.1 Improved services provided by social partners related to employability and rights at work.

Moreover, the project was found to be aligned with the ILO's Program and Budget (P&B 2018-2019), particularly with policy outcome 6 "Formalization of the informal economy" and to a lesser extent with policy outcome 10 "Strong and representative employers' and workers' organization". Also, the project is linked to SDG 8: "Promote sustained, inclusive, and sustainable economic growth, full and productive employment and decent work for all"

The project was found to respond well to the priorities of the donor, i.e. Bureau of Population, Refugees, and Migration at the US Department of State (PRM). Out of the various policy issues tackled by PRM, the project responds directly to at least two policy issues. The first is 'Livelihoods' which is defined by the PRM to be activities "that allow people to acquire and access the capabilities, knowledge, goods, and assets necessary to live in safety and dignity"⁸. The second policy issue addressed by the project is 'protracted refugee situations' where "employment, education, and freedom of movement play a key role in advancing self-reliance".

With regards to the context of COVID-19, The project team provided a swift and relevant response to the continuous disruptions made by the COVID-19 pandemic throughout the project lifecycle. Contingency plans were prepared and implemented, including converting some theoretical trainings towards remote online learning, lowering the training group number to abide by government regulations, contracting additional partners to meet project targets, and supporting the national vaccination campaign to have fully vaccinated trainees and trainers. Overall, the project provided

⁸ Bureau of Population, Refugees and Migration Website: <https://bitly.co/9Wc2>

quick and relevant responses to continue with the project activities despite operating in a very difficult and unpredictable environment.

With regards to the coordination with UNHCR Livelihoods Working Group, the ILO was an active member of the Group. Periodically, the ILO used to provide updates to the UNHCR Livelihoods Working Group such that international organizations and NGOs active in the livelihoods sector received regular updates on the number of Syrians obtaining work permits over a specific period of time. Reports prepared by the UNHCR on the status of working permits of refugees included information from the ILO. Through this coordination and cooperation, the project was able to contribute to avoiding any duplications in this sector.

Design

Were the project’s strategies and structures coherent and logical (the extent of logical correlations between the objective, outcomes, and outputs)?
Did the target selection remain valid throughout the project lifecycle considering the evolving situation in the country?
How did the tracer study done with women affect the design of the second phase?
Were project’s assumptions and targets realistic, and did the project undergo risk analyses and design readjustments when necessary?
To what extent did the project designs take into account: Specific gender equality and non-discrimination concerns relevant to the project context? As well as concerns relating to inclusion of people with disabilities, environmental sustainability, ILS and social dialogue?

The project's structures and strategies were found to be coherent and logical, in that there is mostly a logical correlation between the objective, outcomes and output of the project. All three outcomes contribute to the main project goal of enhancing Jordanians' and refugees' access to the formal and decent work.

Under the 1st pillar of the project, the outputs of adapting OJT and certification models and the provision of OJT, RPL and vocational training certification, contribute clearly to the 1st outcome of Jordanians and refugees benefitting from on the job training, and having their skills officially validated. Under the 2nd pillar, the outputs of having an evidence-based understanding of key barriers to female labor force participation, coupled with supporting access and retention of decent work opportunities for women and providing them with business development services, contribute to the 2nd outcome of women being supported to enter and remain in the formal workforce. And finally, under the 3rd pillar, supporting the guidance and support offices, and capacitating the GFTU to issue flexible work permits, contribute clearly to Syrian refugee having increased access to work permits.

The cost extension process of the project introduced some changes to the original project design including changing the geographical locations of the project, removing a main output, adding some activities, and correcting the wording of the "output"⁹ categories. Many of these changes were indeed warranted and rightfully done.

While the chain of results were found to be mostly logical and coherent, the results themselves, i.e. project objective, outcome and outputs, could have been better formulated and worded according to

⁹ In the original project document, outputs were actually referred to as "activities", which creates confusion given the overlap with the actual activities. In the cost-extension process, this issue has been corrected where outputs are referred to as "outputs".

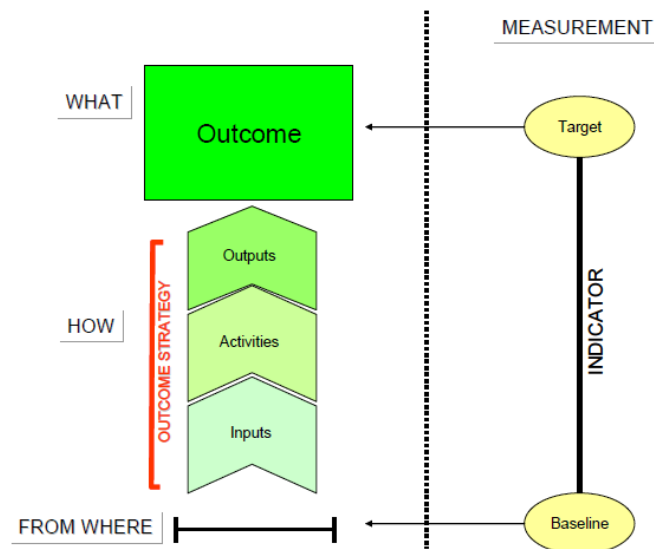
the standard principles of results based management. According to ILO's guidebooks and most other guidance on project management, higher results statements (objective and outcomes) usually state "What" results are intended to be achieved from the intervention, whereas outputs and activities explain "How" to reach the higher level of outcomes and objectives¹⁰. Outcomes should never explain the HOW'. This is illustrated in the below diagram taken from ILO's guidebook on results-based management.

This does not align with how the project's chain of results have actually been formulated during the design, where the project objective and two of the three outcome statements mention the "How" in addition to the "What". According to the ILO guidelines on RBM¹¹, "outcomes are best expressed in simple and direct terms". In addition to this issue, the project's 3rd outcome statement could have

been better formulated. It states that "Syrian refugees have access to work permits", but this has actually been the case from before the project's operations. In other words, the intervention did not provide Syrian refugees with access to work permits, but it enhanced their access. It is important to reiterate that outcomes must represent "significant changes... that are intended to occur as a result of [project's] actions".¹²

The main issues with the project's objective and outcome statements are illustrated in the table below:

Defining Results under RBM



The main issues with the project's objective and outcome statements are illustrated in the table below:

Table VII Ideal Formulation of Result Statements

Result statement (according to project)	Result statement (ideal formulation)
<p><i>Project objective: Enhance Jordanian and refugee beneficiaries' access to the formal labor market and decent work in the Amman, Irbid, Zarqa, Mafraq, Jarash, Ajloun, Tafaila, Madaba and Karak governorates by: (a) enhancing employability in the formal labor market through skills development, work safety trainings and expansion of the On Job Training & Employment, Recognition of Prior Learning model to new occupations; (b) supporting female workers to enter and remain in the formal work force through targeted packages of support and business development services; and</i></p>	<p><i>Project objective: Enhance Jordanian and refugee beneficiaries' access to the formal labor market and decent work in the Amman, Irbid, Zarqa, Mafraq, Jarash, Ajloun, Tafaila, Madaba and Karak governorates</i></p>

¹⁰ ILO (2011) "Results-based Management in the ILO: A Guidebook"

¹¹ Ibid

¹² Ibid, p5

(c) facilitating the issuance of work permits, including through a web-based e-counseling platform	
Project Outcome 1: Jordanians and refugees benefit from on job trainings and the chance to have their skills validated through application of the Recognition of Prior Learning model in several sectors	Project Outcome 1: Jordanians and refugees benefit from on job trainings and the chance to have their skills validated
Project Outcome 2: Jordanian and refugee women are supported to enter and remain in the formal work force through targeted packages of support and business development services	Project Outcome 2: Jordanian and refugee women are supported to enter and remain in the formal work force
Project Outcome 3: Syrian refugees have access to work permits	Project Outcome 3: Syrian refugees have increased/enhanced access to work permits

In addition to the above, there is a number of spelling and grammatical errors that can be found across the project document, in addition to incorrect numberings of outputs and activities, that sometimes lead to information being misunderstood or unclear. Another issue with the design concerns a syntax issue with the project's output statements, which are not consistent in their format. For example, some of the output statements refer to a situation or change to be reached while a few other statements represent an action, and not a result.

A special feature in the design of the project had been the intention to utilize a tracer study done with women to better design the women component of the project. The idea behind the tracer study is for its results to be used in designing this project. Unfortunately, the tracer study did not influence the design, as there is no evidence that the design of the project took into account any of the findings of a tracer study. This is probably due to the poor quality of the tracer study and its results, which could not be utilized in any meaningful purpose. Having said that, the project launched another tracer study during the timeframe of the existing project for the Women Do Business component, which was successful in influencing the design of the subsequent Women Do Business training under the project.

Target selection

In spite of the evolving situation in Jordan influenced by the COVID crisis, the target selection of the project remained valid throughout the project lifecycle. The issues and factors that had led to the target selection during the design phase remained valid until the end of the project. Having said that, the beneficiary target selection process employed by implementing partners did not follow any specific format, and therefore, most implementing partners devised their own methods for the target selection, based on specified targets received from the ILO regarding required shares of nationalities and gender. Some partners employed vulnerability-based selection criteria to select beneficiaries while others relied on the most practical method for recruitment despite of vulnerability or need. Only one of the implementing partners was provided with a list of beneficiaries by the project, based on the partner's request. But according to that partner, there were some issues with the lists, including many people from the same household, and the high variance among participants in terms of their education level which presented challenges in the actual trainings.

ILO cross cutting issues

With regards to the project design's inclusion of various ILO issues, the design was found to place a focus on gender and gender equality and the associated non discrimination. One of the project's three pillars targets women exclusively, and a gender analysis has been incorporated into the design of the project. Moreover, the project design emphasized social dialogue through highlighting that the project will be conducted in close coordination with the Ministry of Labor, the GFTU and agricultural cooperatives. In addition, one of the project's main partners is GFTU, to which the project provided significant support. However, the design of the project did not take into account other ILO issues such as environmental sustainability, international labor standards, and inclusion of people with disabilities.

Design assumptions and risks

Finally, it is worth noting that the project carried out an analysis of assumptions and risks during the design stage of the project, as is evident in the project document. The project complemented its assumptions and risks analyses during the cost extension process that occurred during implementation. Having said that, some of the assumptions were not realistic given the context in which the project was designed in 2019 as well as in 2020 during which the cost extension process took place. For example, the project assumed that "suitable and adequate job opportunities exist to meet the needs and expectations of Jordanian and refugee job seekers". Such an assumption is invalid given that one of the main factors behind the high level of unemployment in Jordan is the inadequate number of suitable jobs being generated by the economy to meet the growing number of job seekers¹³. This challenge was even more pronounced in the context of the COVID crisis, but no further assumption and risk analyses was carried out on this issue during the cost extension process. Another assumption was that "employers are willing to invest time and personnel to help skill their workforce through RPL and job trainings". This assumption did not take into account the defense orders that were issued prior to the cost extension process, which prohibited employers from laying off employees. Such a defense order would naturally act as a deterrent for employers to hire trainees and provide on the job trainings and RPL. Yet another assumption was that "there is sufficient demand for products that female businesses produce", while this evaluation found that the biggest challenge for female businesses established by the project is selling their products, given the low level of demand and market linkages.

Efficiency

Were all resources utilized efficiently to reach the project’s objectives?
How efficient were the coordination efforts with the UNHCR working group?
To what extent has the project been on track in terms of timely achieving the assigned milestones? If not, what factors contributed to the delays?
To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? Does the leveraging of resources take into account the sustainability of results?

The project was successful in leveraging new financial resources to maintain operations of the project and extend it for another year, through a cost extension. The requested amount under the cost

¹³ A multitude of reports on the labor market in Jordan highlight a major problem: the number and quality of generated jobs has been inadequate to meet the growing number of new entrants into the labor market. For example, see: World Bank (2019) "Jobs Diagnostic: Jordan"

extension (\$2,491,222) was higher than the original budget (\$2,222,660), and enabled the project to successfully continue its operations for another 12 months. Moreover, implementing partners who were contracted before the COVID crisis were able to successfully and innovatively repurpose existing financial resources under their contract. For example, one of the implementing partners repurposed financing of face-to-face trainings to partly finance an online learning platform through which the theoretical components of some vocational trainings continued. This online platform, which is partly financed by the implementing agency, will continue to be used for many years to come. Another implementing partner repurposed some of its funding related to international trainers to make reusable kits for women (apron, mug, notebook, water bottle... etc) that were found to be environmentally sustainable. Such a repurposing of financial resources in light of arising challenges is considered a main success by the project.

Having said that, the efficiency of the project has been largely affected by the COVID crisis as the project faced significant delays during the implementation period. The major factor behind such delays was the COVID-19 crisis and its prolonged. Defense orders issued in the context of the crisis prohibited all forms of face to face education and training, which had significantly disrupted project activities, since most required face to face interaction. Even after the government allowed in-person training, mandatory requirements of having the trainees and trainers vaccinated, as well as more stringent requirements for the issuance of work permits, all contributed to delays later on in the project. But even before the onset of the COVID crisis, the project started on a slow pace with the first implementing partner being involved more than 5 months into the 12-month project. This was mainly due to the project team trying to complete the activities from the earlier phase of the project during the timeframe of this 2nd phase of the project, due to the set up of donor funding.

Given the significant delays faced during implementation, the project team had no option but to spread the ambitious project targets across a large number of partners in a swift manner, in order to be able to reach the large targets of the project. This meant that the project had to directly contract some of the project's implementing partners without launching a competitive bidding process, which has adversely impacted the efficiency of the project. There were 9 implementing partners in the project, 5 of which were explicitly mentioned in the project documents and the donor had approved them before implementation. The efficiency of the project could have been improved if the selection of the remaining partners was done through the usual bidding process. This is because a proper bidding process would have ensured competition and more options for a timely delivery of tasks.

Effectiveness

Were all set targets, outputs, and outcomes achieved according to plan?
How well did the women-component reflect the needs and expectations of women participants?
How effective was the coordination with the different stakeholders in supporting the project's objectives?
How have stakeholders, particularly women, been involved in project's implementation, including selection of locations and activities?
How did the outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, and labor standards
What positive or negative unintended outcomes can be identified?
Has the project fostered ILO constituents' active involvement through social dialogue in articulating, implementing and sustaining coherent response strategies to mitigate the effects of the pandemic

on the world of work? To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results?

In spite of the pandemic-related challenges faced during implementation, the project managed to achieve many of its intended outcomes and outputs, while partially achieving others. A total of 3,503 beneficiaries had their skills recognized through the RPL methodology and 831 beneficiaries were placed in jobs. With regards to skills development, a total of 876 received vocational training, out of which 430 female beneficiaries received training tailored for women. In addition, the project facilitated the issuance of more than 25,000 work permits for Syrian refugees working in Jordan.

Under the 1st outcome, the evaluation has found that the project has achieved its 1st outcome. The project was successful in facilitating the certification process for a very large number of Jordanians and Syrians, under a short timeframe.

Under the 2nd outcome, the project successfully provided training and business development services for Jordanian and refugee women to enter into the formal workforce, but such support was not based on a specific targeted package of support as was initially intended and no work has been done on women workers to remain in the formal workforce. This has been confirmed by both implementing partners and beneficiaries. Instead of developing specific targeted packages of support for women, the project ended up following the traditional route of training women on handicrafts and other types of training that actually contribute to reinforcing their gender role in the labor market. The evaluation has therefore found that the project has partially achieved¹⁴ its 2nd outcome, since there was no work done under two out of the four outputs under this outcome (namely, output 2.1 and output 2.4).

Out of the four outputs under this outcome, two have not been achieved, one only partially achieved, and one completely achieved. Women were not supported to formalize their economic activities as intended, as was confirmed by implementing partners and beneficiaries. Registering home-based businesses carries a host of challenges that were not tackled by the project design, and therefore, conditions under the project did not allow for the formalization of women's work under the women component of the project. And as mentioned above, the development of evidence-based targeted support did not take place under the project.

This means that the women-component of the project, i.e. outcome 2, could have better reflected evidence-based and documented needs and expectations of women participants as was originally intended. Instead, this component followed the traditional style of support that provided some women with handicrafts training, and other women with business development services using international ILO material. Having said that, women beneficiaries met with under this component greatly appreciated the support they received from the project. When asked whether the intervention met their needs and expectations, one Syrian woman responded "Any type of support would be much needed".

Under the 3rd outcome, the project successfully increased Syrian refugees' access to work permits through financing the operations of guidance and support offices in various governorates¹⁵, which means that the project achieved its 3rd outcome. The first two outputs under this outcome are more or less the same, and have been achieved in terms of maintaining the operations of six guidance and

¹⁴ Partial achievement means that the outcome has not been fully achieved, i.e. some outputs were not achieved. Under this specific outcome (outcome 2), there was no work done under output 2.1 and output 2.4, which meant that these two outputs were not achieved.

¹⁵ The project financed the operations of GSOs in Amman, Mafraq, Irbid, Zaatari, Zarqaa, and Tafileh

support offices under GFTU, through the use of project funds to finance the rents and salaries of these offices across Jordan. Moreover, the implementation of awareness sessions for Syrians could not be verified, as four out of five beneficiaries spoken with under this component indicated that they have not attended any awareness sessions, despite having their names and signatures on attendance sheets. This raises the question of whether such sessions were actually held by the implementing partner. Awareness raising through social media was implemented through posting an average of 1 post per month at the most.

Overall, the third outcome of "Syrians have access to work permits" has been achieved, as Syrians already had access to work permits from before this project. However, the project contributed to Syrians having increased access to work permits, through financing the operations of six guidance and support offices under the GFTU across different governorates in Jordan.

Coordination

The evaluation has found that there was a high level of coordination between the various members of the project team and the implementing partners under this project, despite their large number. In other words, the project team put significant effort to always be responsive to various issues raised by implementing partners. According to all interviewed implementing partners, the level of support provided by the project team was consistent and frequent, where project team members were always ready to support implementing partners in implementing their part of the project. As one implementing partner put it, "We've worked with other international organizations before, and I can tell you from experience, the working relationship developed with the ILO was the most effective. They are always there to support" . This close and consistent coordination with the implementing partners of the project has greatly supported the achievement of some of the results of the project. And considering the large number of partners, such a close working relationship with all is considered an achievement by the ILO team in this project.

Furthermore, the project contributed to the high level coordination between the ILO and the Ministry of Labour. The MoL is the main strategic partner for ILO in Jordan, and periodic meetings and coordination took place with the ILO throughout the project timeframe. The coordination with MoL was on a high level across all ILO projects, of which this project is part of.

The ILO's work across its many projects, including this one under evaluation, was instrumental to bringing the Ministry of Labour and GFTU closer together on the issue of work permits, which meant that the project was part of a larger effort that helped foster ILO constituents' cooperation, but there was no coordination on issues related to response strategies to mitigate the effects of the pandemic on the world of work.

However, the evaluation has found limited involvement of employer representatives in this project, despite the project document stating that "employer representatives will have strong representation in this project, including the Construction Contractors Association and Jordan Chamber of Industry". But the project coordinated closely with workers' representative GFTU given that the GFTU is one of the project's main implementing partners. The weak involvement by employer representatives meant that the project did not fully foster ILO constituents' active involvement on the project.

It is worth noting here that implementing partners were involved in the design of the intervention, including the selection of locations and activities. Most implementing partners were given the freedom to select the type of trainings provided as well as the locations in which the trainings took place. And many of the project managers on the side of implementing partners were women. For

example, five out of the nine implementing partners utilized women as project managers. This means that women stakeholders were directly involved in the design of the intervention and implementation of activities.

Project's contribution to ILO's mainstreamed strategies

Overall, the project outputs and outcomes contributed strongly to ILO's mainstreamed gender equality strategy given that a whole component of the project was dedicated solely to women and given the engagement and active involvement of women stakeholders in the project. In specific, the 2nd outcomes and its four related outputs contribute to gender equality. Also, the project strived to benefit a significant share of women across other project activities, through setting targets specifically for women. Furthermore, project outcomes and outputs contributed to ILO's mainstreamed labor standards strategy given that the project's focus is on formalizing the work of Jordanians and Syrians. In specific, the 1st and 3rd outcomes and their associated outputs contribute to the formalization of work, which in turn contributes to a better adherence to labor standards.

Nevertheless, the project's contribution to mainstreamed social dialogue strategy did not go as planned given the weak involvement of employer organizations. Having said that, the project's partnership with the GFTU in this project ensured that workers' representatives are actively involved. In specific, the GFTU was the main partner under the third outcome and its related outputs. Moreover, the project contributed to the strategic high-level partnership between the ILO and the MoL.

Unintended outcomes

The evaluation has identified a number of unintended outcomes resulting from this project, both positive and negative. A main positive unintended outcome has been the knowledge gained by the ILO Jordan office on the landscape of potential implementing partners and their institutional and technical capacities. As mentioned earlier, five out of the nine implementing partners in this project were institutions that had never before worked with the ILO. In spite of the challenges associated with working with many partners for the first time in the same project, it has provided an opportunity for the ILO Jordan office to get acquainted with training providers and other relevant institutions working in Jordan.

Another unintended positive outcome has been the project's contribution to the national vaccination drive against the COVID-19. Given that most activities of the project overlapped with defense orders prohibiting face-to-face training for unvaccinated individuals or trainers, implementing partners encouraged training participants to get vaccinated and facilitated the process greatly. One partner even invited vaccination staff to their offices to make it easy for participants to receive the vaccine.

Another unintended positive outcome has been partnerships formed among beneficiaries of the Women Do Business training program. Some of the women graduates of the project formed partnerships among one another given the complementarity of their products. Such partnerships play an important role in further building social cohesion in communities and in developing the product/services mix offered by these women.

The evaluation has also identified a negative unintended outcome resulting from this project, which is facilitating the establishment of informal businesses. Despite the main goal of the project being to enhance Jordanian and refugee beneficiaries' access to the formal labor market, the project has unintentionally financed and facilitated informal self employment and the establishment of informal businesses, under the women component of the project (i.e. outcome 2) as well as in some other

trainings conducted under this project. According to discussions held with the relevant implementing partners as well as with the women beneficiaries, women do not prefer to register their home business or self employment activities with authorities due to two main reasons: (i) fear of having to pay large amounts of taxes and fees, as well as fear of a heavy burden to comply with home-business regulations, and (ii) lack of knowledge and skill among women to register their economic activity. Moreover, Syrians face an extra layer of complexities in registering their business.

Impact Orientation

Are the set of skills generated support better job matching for participants, particularly women? Will beneficiaries be able to graduate to longer-term job and sustainable source of livelihood?
Are women who participated in the Women Do Business trainings/provided with seed funding more integrated in the labor market? How likely are their small businesses to be sustainable?
Are Guidance and Support Offices equipped to issue permits beyond the project's lifespan?
Has the project contributed to social cohesion in the communities between Jordanians and Syrians?
To what extent has the project contributed to strengthening capacities of its national partners so they can better serve the needs of the public and communities?

Given the multitude of training providers involved in the implementation of this project, and the many technical occupational skills and soft skills provided, the evaluation cannot provide a conclusive statement for all beneficiaries of this project on whether their generated skills support better job matching and whether beneficiaries are able to graduate to longer-term sustainable source of livelihood, especially that not enough time has elapsed since the end of the trainings until the period of this evaluation¹⁶. In most trainings, there was no dimension related to job placements, or that there was no time to implement these job placements. However, certain insights were concluded from the various readings and meetings undertaken in this evaluation.

The extent to which generated skills support job matching and long term livelihoods for participants depends on the capacities of training providers, their methodologies, and the occupations on which the trainings occurred. A total of 9 training providers provided very different trainings in a very wide variety of occupations ranging from basic garment training and shawerma maker to more advanced 3d design and printing. And each implementing partner used their own methodology of training which varied significantly from one partner to another.

Implementing partners appreciated the freedom given to them to select training topics, but this has unintentionally led to a very wide range of trainings being provided, some of which were not up to the required standards. According to some beneficiaries met with during this evaluation, equipment for the training was not enough. One participant indicated that "we were 22 women and there was only one gas stove... I am sure that some of the participants did not benefit much". The various skills development activities were not governed well by the project, as the relevant ToRs did not contain sufficient information and details on what exactly is required and the process of reaching the intended results. Upon further investigation, it was found that most of the ToRs were prepared based on unsolicited proposals being received by the various implementing partners, which goes against good governance practices.

¹⁶ For some of the trainings, only one months has passed since graduation to the date of the field work for this evaluation.

The evaluation has found that overall, implementing partners who actively involve and work closely with employers, ultimately provided more market-driven trainings and skill sets. In other words, the more that an implementing partner is engaged with employers, the more relevant the training is for job-matching. Some implementing partners under this project were found to have a continuous working relationship with employers which better contributes to building market-driven skills. Furthermore, beneficiaries who received trainings on occupations that are relatively new to the market of training providers and are in short supply and high demand (such as elderly care) had relatively larger success in finding relevant jobs. In other words, some beneficiaries were trained in occupations that have very low market value or demand, while others were trained in higher valued skills that are more demanded in the labor market.

Overall, a concern was uncovered in this evaluation regarding the skills development component of this project, that is widespread among projects working in this sector. According to discussions held with implementing partners, it was found that beneficiaries would have not attended most trainings under this project without having been provided with a generous financial incentive. Most implementing partners confirmed that without the financial incentives provided to trainees, it would have been too difficult to recruit beneficiaries to attend the training sessions. This means that beneficiaries are placing a low value on these trainings in terms of their skills development and the ability of the training to enhance their chances of finding a job¹⁷. This is also evidenced by statements heard by beneficiaries that would have appreciated to be placed in jobs following the training; one participant mentioned "I wish the project secured me with a job so that I can develop my acquired skills", while another mentioned "I wish they had provided us with jobs after graduating because without practice, we will forget the skills we learned". In fact, the majority of trainings did not include a job matching component.

Furthermore, a main issue concerning the skills development component of the project has been the short timeframe in implementing the training program. Four training providers operating under this project explained that some issues in the training have been rushed given the short timeframe of the project. But upon further investigation, it was found that some of the timelines were actually set by the partners themselves, which indicates a low management and planning capacity on the part of some implementing partners. And in some cases, requests for time extensions could not be accommodated given project delays and the need to complete project activities on time.

For example, the last phase of the Women Do Business training was conducted in around four months. According to the implementing partner, training activities were rushed, and participants did not have sufficient time to prepare their proposals to receive seed funding, and the evaluation of proposal was done in a hurried manner. Moreover, the rushed timeline in the project adversely impacted the success of the final Bazar organized by the implementing partner, and there is no time to conduct follow up visits and further mentoring under the scope of the project.

Another example was provided by another training provider who indicated that there was no time left in their contract to conduct job placements. The provider requested a no-cost extension, but there was no time left in the project to respond to such a request. Yet another training provider mentioned that some of the trainings they provided were squeezed in a shorter timeframe than what is required

¹⁷ It is worth highlighting here that this problem exists in most training projects existing in Jordan that are benefitting Syrian refugees and their Jordanian host communities.

in order to be able to complete activities within the scope and timeline of the contract they had with the ILO.

This issue of trainings being rushed was also heard from beneficiaries met with during this evaluation in FGDs. In one focus group discussion, all participants complained about the short time of the training and how the training was rushed in some areas. According to one participant, "We were pressured near the end of the training period because the material needed more time; at the end, things were very rushed". According to another participant, "I did not receive the whole training because the COVID associated lockdowns cut around two weeks from the training time". In another focus group, one participant mentioned how "I only learned the basics, not a lot.. I was hoping to learn more"

Another issue to highlight here is that many of the skills generated under the various trainings of implementing partners cater to self employment, where job-matching is irrelevant. This was especially true for the women-component of the project, under which most women were trained on skills related to self employment economic activities, but the issue also extends to trainings in other components of the project. These beneficiaries cannot be said to have graduated to a sustainable source of livelihoods given that most of them do not operate on a continuous basis, but rather work on an ad-hoc basis or on a seasonal basis.

Having said that, women who participated in the Women Do Business trainings and were provided with seed funding to establish or develop their business are more integrated into the labor market, than before the project, but have not been fully and formally integrated. Most women were integrated into the informal labor market, as almost all of them did not register their economic activities. And given that many of the businesses are of a seasonal nature and given insufficient links with buyer markets, women beneficiaries under this component have not been fully and formally integrated into the labor market. The project did in fact equip them with basic skills needed to run a business, but missing elements such as linkages with buyer markets, are needed to put them on the path of sustainable livelihoods.

Moreover, it should be highlighted that the RPL component of the project was greatly appreciated by beneficiaries. While the project did not build any new skills under this component, it recognized and authenticated the skills of beneficiaries. Most beneficiaries met with through focus groups appreciated the opportunity presented to them to have their skills validated with an official vocational license. According to one Syrian male beneficiary, "the project helped provide us with official certificates, as we came here without any official papers". Another Syrian male mentioned how "the certificate helped me work on contracts under my name exclusively, whereas before, I had to partner with another person who was officially certified". These benefits also extended to women, where one Jordanian woman indicated that "the certificate has made people more confident in my skills", while one Syrian woman indicated how prior to receiving the certificate, she was afraid to work, but now after she obtained the license, she is much more confident in working and offering her skills.

Guidance and Support Offices

The evaluation has found that guidance and support offices will not be able to issue permits beyond the project's lifespan. This is mainly due to the lack of strategic sustainability features in this component of the project, where the project financed recurring operating expenses of six GSOs across Jordan in terms of financing salaries and rents. In fact, 83% of the contract value with GFTU was used to finance salaries and almost 7% used to finance rents, meaning that almost 90% of funding for the GFTU under this project were spent on unsustainable recurring expenses. In other words, the GSO's

operations were completely funded by the project which means that these offices can no longer operate once the project is over. According to the GFTU, the institution is unable and unwilling to sustain the operations of these offices from their own budget. The institution is now waiting to see if there is further funding coming from the ILO to pay the salaries and rents of these offices. Without such funding, these offices will be shut down.

Capacities of national partners

The evaluation has found some positive changes in the capacity of national partners as a result of this intervention. But while the project provided support to national partners that strengthened their capacities, a significant share of this support has been unsustainable. Significant financial support was provided to national partners to staff and equip offices and centers. The project provided support to the GSOs (GFTU) and to the Employment and Service Centers through financing the human capital in these offices and centers. In spite of being unsustainable, such support has greatly strengthened the capacity of the offices and centers during the project's lifecycle. In other words, the GSOs were capacitated to issue work permits across different governorates in Jordan, and the Employment and Service Centers were capacitated to enhance the provision of career guidance and counseling for job seekers to support better job matching. Moreover, the staff in these employment and service centers as well as a few staff from the GFTU and Ministry of Labor were provided with ToT on career counseling which has strengthened their capacities to provide career counseling and guidance to job seekers.

The project has also strengthened the capacities of some of its implementing partners who provided training under the project. One major example is an implementing partner who established and introduced an online learning platform institutionally into the organization through establishing a virtual lab and online platform that will continue to be utilized in the future. Another example include the development of training material by one implementing partner which will be used in future trainings. Another training provider as well as trainers from the local community were provided with ToT on the provision of Women Do Business which has strengthened their capacities in such training.

Nevertheless, a few other training providers under this project indicated that their capacity did not change as a result from this project. Representatives of one implementing partner indicated that the ILO "promised" them to provide them with capacity building activities, but this never happened.

What was consistent among all training providers is the enhanced financial capacity that the project provided them with. For most implementing partners, the project greatly increased their financial capacity at a much needed time, where slow business activity during the COVID crisis has put many of the implementing partners under financial stress. A few partners indicated that the project has helped them pay salaries and maintain their operations, and was greatly appreciated.

Social Cohesion

The evaluation has found that the project, in its training activities and accreditation activities, contributed significantly to social cohesion in the communities between Jordanians and Syrians. According to most implementing partners who provided training under this project, Jordanians and Syrians developed friendly relations during the course of the training, and such relations were more pronounced in training courses that tackled soft skills and life issues before the actual technical training. According to one Syrian female beneficiary "The most important thing I gained from this project was the friendships I built". The various trainings provided a platform and a space for both Jordanians and Syrians to come together and learn from one another. A Jordanian female beneficiary indicated that "on my birthday, we prepared a group breakfast where each one of us got a dish, we

celebrated my birthday and it was a great day". In one of the trainings, Jordanian and Syrian women built networks with one another to help each other with marketing their newly developed products, and to buy and sell from one another. There was only one training in which no impact was found on social cohesion because the trainings were carried out for Jordanians and Syrians separately.

Other than the training components of the project, other components (i.e. RPL, and issuance of work permits) have indirectly contributed to building social cohesion in communities between Jordanians and Syrians. For the RPL component, one Syrian beneficiary stated that "I now have much more confidence than before", while another mentioned "When I first came to Jordan, I was afraid to work in anything. But now, I am working from home and my situation has improved". Such examples illustrate how the RPL component of the project increased the confidence of Syrians to work, and thus has indirectly built social cohesion between both nationalities. In other words, the vocational certificates obtained by Syrians made them feel they are on par with Jordanians when it comes to labor market opportunities. The same can be said with regards to the work permits component of the project, where Syrians who have obtained work permits are more confident and less worried to join the labor market.

Sustainability

Are the results achieved by the project so far likely to be sustainable- in terms of capabilities, mandate and commitment of stakeholders, and sustainable livelihood sources of beneficiaries (both males and females) ¹⁸ ?

What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project? Are they sufficient?

How effectively has the project built national ownership?

Some sustainable features were found resulting from this project, especially in terms of the capacities of implementing partners. As explained in the previous sections, some of the training providers benefitted from the project through establishing online learning platforms and training materials which will continue to be utilized after the end of this project. Moreover, two different ToT activities provided sustainability of capacities in some of the implementing partner organizations. Overall, these described issues were found to be the main sustainable features of the project, and have helped sustain some results beyond the project lifecycle.

Having said that, the results achieved by the project in terms of capabilities and commitments of national stakeholders could have been more sustainable. But the issue is not with the project itself per se, but rather, the problem lies with the scope and nature of humanitarian funding in the country. A significant share of the project's funds was used to finance unsustainable activities in terms of financing human capital, rents, and other running costs. The project financed the fees of ILO consultants working in employment and service centers, which were established back in 2017 under another externally funded project, and this project under evaluation simply maintained the operations of these centers by financing salaries of ILO consultants working in them. More than 12% of the total project funds was used for this purpose. While this increased the capacity of employment service

¹⁸ Part of this question relating to the sustainable livelihood sources of beneficiaries has been answered and addressed under the preceding 'impact orientation' section. IN specific, this issue has been tackled when addressing the following question under that section: "Are the set of skills generated support better job matching for participants, particularly women? Will beneficiaries be able to graduate to longer-term job and sustainable source of livelihood?"

centers, such support is unsustainable given that the ILO needs to secure another source of funding to continue maintaining the operations of these centers.

In another case, the project's fund were used to finance the operations of guidance and support offices under the GFTU. Almost 90% of the contract value with GFTU was used to finance human capital and rents of the guidance and support offices. While this greatly expanded the geographical coverage of GFTU to issue work permits during the project period, these offices are now threatened to be shut down after the project has ended, given that the GFTU needs to be provided with external funding to continue the operations of these offices. It is worth highlighting here that these offices act only to facilitate Syrian refugees' access to work permits, through making it easier for Syrians to apply. Without these offices, Syrians would still be able to apply for work permits from the Ministry of Labor directorates or from GFTU's Amman office in the case of some types of permits; the GSOs only facilitated the process for Syrians.

Furthermore, one of the two implementing partners of the project under the RPL component mentioned that it is not interested in continuing with the RPL work without external funding like the one received by the ILO. In other words, the RPL work of the implementing partner has ceased along with the end of the project.

The evaluation has found little national ownership of project results, mainly due to the straightforward aspects of the project in terms of training provision and operational nature of the work permit provision. A major example has been GFTU's unwillingness and inability to continue to finance the operations of the GSOs from their own budget following the end of the project. When asked whether the GFTU can itself secure resources to maintain the operations of these offices, the answer was "this is not our project, its theirs (ILO)", indicating a low level of national ownership of this project. The GFTU further explained that their budget is monitored by the Audit Bureau which will not accept the financing of offices to facilitate the issuance of work permits for Syrians. Moreover, one of the two main institutions that handled the RPL component indicated that they are unwilling to continue working on this process without external funding. According to the project team, this project is a straightforward training provision project, which in essence, does not provide the scope of national ownership.

Effectiveness of Management Arrangements

What was the division of work tasks within the project's teams? Has the use of local skills been effective?

How effective was communication between the project's teams, the regional office and the responsible technical department at headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?

How effectively did the project management team monitor the project's performances and results? Did the project report on progress in a regular and systematic manner, both at regional level, to the project and the donors? What M&E system has been put in place, and how effective has it been?

Originally, the project team was intended to be composed of a chief technical advisor who is tasked to lead and overall manage the project, including being responsible for the implementation of all project activities, coordination, and monitoring and evaluation. The CTA would be supported by a national program officer (on a part time basis), a national finance officer, and a national administrative assistant. During the initial months of the project, there was a turnover in the program officer position.

And during implementation, the actual project team which was involved closely in the project's activities included the CTA, a labor market expert, a skills development consultant, a project implementation specialist, and a monitoring and reporting officer. The team was composed of both full time ILO staff and ILO consultants. The division of work among project team members was based on a functional approach where each team member was responsible for his/her areas of expertise in the project. All team members, whether full time ILO staff or consultants, also worked on other projects during the implementation period.

The use of local skills in the project has been very effective. ILO consultants and staff who worked on the project are deeply knowledgeable on the local context and labor market in Jordan. One of the consultants on the project was the former head of the Center of Accreditation and Quality Assurance, which has since 2019 been merged with other entities to form the Technical and Vocational Skills Development Commission, which is very relevant to the scope of this project. Another team member possessed a large network of training providers, which has enabled the project to form partnerships with many implementing partners in a relatively short period of time. Overall the effective use of local skills has enabled the project to achieve a significant share of its targets that would have otherwise been difficult to achieve.

Technical Backstopping

However, the communication between the project team and the technical departments at the regional and global level could have been more effective in overcoming challenges faced in implementation and in enhancing the strategic operations of the project. Technical experts interviewed at the ILO Regional Office for Arab States (ROAS) indicated that they have not been sufficiently consulted during both the design and implementation of the project, and many were not aware of the details taking place in the project. Furthermore, the technical experts were not consulted during the process of selecting implementing partners and preparing the associated implementation agreements. One example is the lack of consultations made with the workers' specialist at ILO ROAS on how to best engage with the labor movement. ILO's Bureau for Workers' Activities (ACTRAV) was also not engaged in the process despite its crucial role in providing guidance and advice on how to best engage workers and labor movements in ILO projects. Similarly, the Skills and Employability specialist was not adequately consulted on the types of trainings and skill development activities that were conducted during the project, which has resulted in a lack of strategic thinking behind the selected trainings. Other examples exist that illustrate ineffective channels of communication between the project team and the responsible technical departments, which have resulted in inadequate technical support from the ILO's backstopping units.

M&E

According to the project document, an M&E plan was supposed to be prepared at the inception phase of the project, specifying qualitative and quantitative indicators for different levels of the results chain and how these indicators will be measured. The project document adds that a significant amount of primary data will need to be collected, through surveys, interviews, group discussions, tracer studies and other means.

Nevertheless, the evaluation has found that a well developed M&E plan was absent from the project and much of what is mentioned in the project document with this regard was not implemented. Instead, the project relied exclusively on the reporting of implementing partners to prepare and submit quarterly progress reports to the regional office and to the donor. This meant that the quality

of monitoring project activities depended mainly on the partner's M&E practices and frameworks, which differed greatly from one partner to another. Moreover, the project did not implement surveys, nor focus groups, nor interviews for the purposes of monitoring implementation. Having said that, the quarterly reporting by the project did a good job in synthesizing inputs coming from many partners on a quarterly basis.

Challenges, Lessons Learned, and Specific Recommendations for Formulation of New Phases

<i>What good practices can be learned from the different phases of the project that can be applied to similar future projects?</i>
<i>What were the main challenges identified? How were these different from the risk assumptions? What were the mitigation steps taken?</i>
<i>What are the recommendations for future similar projects?</i>
<i>What are the benefits of expanding into other locations in future phases, compared to continuing to work for a longer time in the original locations?</i>
<i>What are the challenges, lessons learned and the recommendations regarding the cross-cutting issues of gender equality, social dialogue, and environmental sustainability?</i>
<i>Assess lessons learnt in relation to the Project's response to the impact of Covid-19.</i>
<i>How can delays faced by the project be mitigated in future phases?</i>

In order to properly organize this report, questions under this section that relate to recommendations, good practices, and lessons learned are presented later in this report, following this section. This section will mainly highlight the main challenges identified

Challenges

A number of challenges to the project have been identified during this evaluation. Some of these challenges have already been described in the preceding sections, and therefore, this section will synthesize these challenges, and add other identified challenges not included in preceding sections. The challenges presented here reflect the challenges faced by the project team, project stakeholders, beneficiaries, and the project itself.

1. COVID crisis

Operating a project during the COVID crisis has undoubtedly been challenging, especially given the face-to-face nature of many of the project's activities. Project implementation was suspended in the period between March and May of 2020, and faced setbacks in the period afterwards, mainly due to the nationwide lockdown and subsequent government restrictions over this period and beyond, including the suspension of in-person training. This forced the project to pause some training activities and agreements which caused a delay from original planning. Even after lockdowns have been eased, the government allowed in-person training but only on the condition that both trainers and trainees are vaccinated, with at least the first dose being received 21 days before the training start date. This added further challenges for implementing partners to find and recruit vaccinated beneficiaries, especially that age is the main factor in determining an individual's turn to get vaccinated and in light of the young age range of trainees, many trainees did not meet this condition, which contributed to additional delays. In some cases, the long suspension of in-person training resulted in having many Syrian beneficiaries, who were already registered and waiting for the trainings to start, to drop out. In

some other cases, the COVID crisis and associated measures did not allow some trainings to be fully implemented, and actually led some training activities to be rushed. In order to mitigate the delays associated with the COVID crisis, the project resorted to online alternatives where feasible, especially in covering the theoretical parts of the trainings. Moreover, the project requested implementing partners at the time to reschedule their intended activities taking into account the new context of COVID and the related government decisions.

2. Short timeframe of the project

The short timeframe of the project has presented many challenges for the project. While such a short timeline is usually intended for emergency response humanitarian projects, the scope of the project's results and activities extend beyond a mere emergency response and more towards a development oriented project, which requires more than 12 months of implementation. Originally, the timeline of the project was set to be 1 year, but due to initial project delays as well as delays coming from the COVID crisis, the timeline was extended for another year, with additional activities added. Overall, the evaluation has found that the time allocated for the implementation of the project has not been sufficient given the wide scope of activities, outputs and outcomes. In order to mitigate this challenge and meet the project targets and implement its activities, the project team significantly expanded the number of implementing partners under the project. Despite this, some of the implementing partners were challenged with the short duration of their contract with the project. Some of the trainings were rushed during implementation in order to finish on time and for other trainings that included a job placement component, there was no time for job placement under the scope of the project. This was despite implementing partners setting up their own timelines, but ultimately, they were not successful in meeting the set timelines, which indicates a weak level of planning capacity by some of the implementing partners. Nevertheless, it should also be noted that meeting the set timelines for some of the partners was challenging given the defence orders that unfolded during the pandemic period, including the suspension of in-person training and requirement of vaccinating trainees and trainers. This expansion in the number of partners has also carried its own set of challenges as explained earlier in the report, including an inefficient and ineffective method of contracting partners, governance deficits, additional administrative burden on the project, and suboptimal results.

3. Difficulty in recruiting Syrian beneficiaries

Almost all stakeholders met with during this evaluation indicated that it has been very challenging to recruit Syrians to be part of the project's activities across all components of the project. From training providers to implementers of the RPL model and facilitators of work permits, all stakeholders mentioned how it was very difficult to achieve the targets for Syrian refugees in the project. This issue was especially difficult for some implementing partners who did not have prior access to recruitment channels of Syrians. This led many implementing partners scrambling to find such channels for the recruitment of Syrians, including requesting lists of Syrian refugees from the UNHCR and international NGOs, as well as local CBOs. Another challenge with this regard for implementing partners who provided training under this project was finding vaccinated Syrians, where some partners put significant effort in convincing Syrians to get vaccinated in order to be eligible for the trainings. Moreover, many of the occupations in which Syrians are interested in or skilled at are closed in front of non-Jordanians, which adds a further barrier for recruiting Syrians, especially that training topics have not been strategically selected. Finally, the evaluation has found that Syrians were not very committed to the trainings given the presence of a large number of actors on the ground providing support to Syrians which creates competition among actors, and Syrians end up "shopping" for the

best financial incentives they can get from the available projects, regardless of what the project is actually offering. In one case, an implementing partner mentioned how some of the Syrians in its trainings were requesting that they attend for two hours only, because they had other trainings to attend and receive financial incentives from. Another implementing partner explained how it was very challenging to deal with Syrians dropping out of the training to pursue other more financially-lucrative projects.

4. Limited involvement of employers in project design and implementation

The evaluation has found a limited role for employers to be engaged in the project design and implementation, despite of the project's focus on formal employability. While the project document indicated that "employer representatives will have strong representation in this project, including the Construction Contractors Association and Jordan Chamber of Industry", the evaluation has found that employer representatives had little active representation in this project. This ultimately affected the choice of trainings and skills development activities as the project had no direct links with employers. The involvement of employers ultimately depended on how much implementing partners under this project were engaged with employers in their work and methodologies.

5. Weak overarching project framework

The evaluation has found that the project overall lacked a unifying framework in its delivery. There was no one framework under which implementing partners were operating. For example, there was no consistency in the criteria for the selection of beneficiaries or the selection of training topics and skills to be developed. The suboptimal quality of the project's M&E plan translated into a lack of proper monitoring on project activities, i.e training. This meant that the project's quality control could have been better regarding the trainings provided, or even the quality of jobs in which some of the beneficiaries were placed, as attested by project partners. Furthermore, the project did not utilize the potential collaborations that could have been established between the different components of the project and added more value to results; instead, each component and even sub component worked in isolation, thereby forgoing potential linkages that would have better contributed to the achievement of project results. One example is that the job placements component under the 3rd outcome did not include graduates of trainings conducted under the 1st and 2nd outcomes, which would have enhanced the effectiveness of the project in achieving its results.

6. Limited communication with technical backstopping

The evaluation has found a very limited level of communication with ILO's technical backstopping functions, which ultimately translated into a host of issues for the project. In specific, the project's methodology of engaging with employers and labor movements could have been much more effective had technical specialists been consulted during the process. Moreover, the project's women-component could have been more effective had the project consulted more with the ILO's gender specialist. The lack of consultation of ILO technical specialists is also apparent in the low quality of ToRs issued for implementing partners.

7. Project design carried over from previous phase

The evaluation has found that the project's design was weak, and not much thought has gone into the design process for this project (phase II). After a careful investigation of the underlying factors, the evaluation has found that that many of the project's outputs and activities have been carried forward

as is to this project from the earlier phase. This has undermined the project's achievements of its activities, outputs and outcomes as indicated in the project document.

Conclusions

This section aims at synthesizing the main findings of this evaluation into summary judgments of merit and worth through the use of evaluative reasoning and critical thinking. This section will present the conclusions per each of the main evaluation criteria, in addition to conclusions on ILO's cross cutting issues.

Relevance

The approach of the project fitted well in the context of the on-going crisis, which is characterized by rising informality of work. The project's main objective "enhancing Jordanian and refugee beneficiaries' access to the formal labor market and decent work" directly fits into the context of increasing rate of informal work in the on-going crisis in Jordan. The project has been found to be in alignment with the Decent Work Country project of Jordan (2018-2022), ILO's program & budget 2018, the Jordan Response Plan (JRP 2018-2020), and linked with SDG 8. The project also responded well to the priorities of the donor, and gender was prioritized. The project was able to provide a timely and relevant response to the COVID crisis through supporting implementing partners in carrying out the project's activities.

Design

The project's structures and strategies were found to be mostly coherent and logical, in that there is mostly a logical correlation between the objective, outcomes and output of the project. But while the chain of results were found to be coherent, the results themselves could have been better formulated according to result based management principles, and a better set of risks and assumptions could have been formulated during the design stage to facilitate implementation. In spite of the evolving situation in Jordan influenced by the COVID crisis, the target selection of the project remained valid throughout the project lifecycle. The design included a focus on various ILO cross cutting issues including gender equality and social dialogue, but did not take into account other issues such as environmental sustainability, international labor standards, and inclusion of people with disabilities.

Efficiency

The evaluation has found that the efficiency of the project has been largely affected by the COVID crisis as the project faced significant delays during the implementation period due to the various repercussions of the COVID crisis in Jordan. But even before the onset of the COVID crisis, the project started on a slow pace with the first implementing partner being involved more than 5 months into the 12-month project. Given the significant delays faced during implementation, the project team had no option but to spread the ambitious project targets across a large number of partners in a swift manner, in order to be able to reach the large targets of the project. This meant that the project had

to directly contract some of the project's implementing partners without launching a competitive bidding process, which has adversely impacted the efficiency of the project. There were 9 implementing partners in the project, 5 of which were explicitly mentioned in the project documents and the donor had approved them before implementation. The efficiency of the project could have been improved if the selection of the remaining partners was done through the usual bidding process. This is because a proper bidding process would have ensured competition and more options for a timely delivery of tasks. Having said that, the project was successful in leveraging new financial resources to maintain operations of the project and extend it for another year, through a cost extension. Moreover, implementing partners who were contracted before the COVID crisis were able to successfully and innovatively repurpose existing financial resources under their contract.

Effectiveness

In spite of the pandemic-related challenges faced during implementation, the project managed to achieve most of its intended outcomes and outputs, while partially achieving others. A total of 3,503 beneficiaries had their skills recognized through the RPL methodology and 831 beneficiaries were placed in jobs. With regards to skills development, a total of 876 received vocational training, out of which 430 female beneficiaries received training tailored for women. In addition, the project facilitated the issuance of more than 25,000 work permits for Syrian refugees working in Jordan. The evaluation found that overall, the project has achieved the 1st and 3rd outcomes, and partially achieved the 2nd outcome. Having said that, the women component of the project could have better reflected evidence-based and documented needs and expectations of women participants, and better supported women to formalize their economic activities as was originally intended. Instead, this component followed the traditional style of support that provided some women with handicrafts training, and other women with business development services using international ILO material, with most beneficiaries remaining in the informal sector.

The evaluation has found a relatively high level of coordination between the project team and implementing partners under this project, but coordination with ILO constituents did not amount to a level that is expected of an ILO project and did not take place as planned, mainly due to the weak direct involvement by employers in this project. Having said that, the project contributed to the high-level partnership between the ILO and the MoL. The project also coordinated closely with workers' representative GFTU given that the GFTU is one of the project's main implementing partners. Overall, the project outputs and outcomes contributed strongly to ILO's mainstreamed gender equality strategy given that a whole component of the project was dedicated solely to women and given the high level of engagement and active involvement of women stakeholders in the project.

The evaluation has also identified a number of positive and negative unintended outcomes of the project. Among the unintended positive outcomes, the ILO gained knowledge on the landscape of potential implementing partners and their institutional and technical capacities as a result of this project. The project also contributed to the national vaccination drive against the COVID-19. Another unintended positive outcome has been partnerships formed among beneficiaries of the Women Do Business training program. The evaluation has also identified a negative unintended outcome resulting from this project, which is facilitating the establishment of informal businesses. Despite the main goal of the project being to enhance Jordanian and refugee beneficiaries' access to the formal labor market,

the project has unintentionally financed and facilitated informal self employment and the establishment of informal businesses under various components of the project.

Impact Orientation

The evaluation has found some positive changes in the capacities of national partners as a result of this project, especially given the ToT activities employed across different parts of the project. . The project has also strengthened the capacities of some of its implementing partners who provided training under the project, with one partner establishing an online learning platform which will continue to be used after the end of the project. Nevertheless, some other training providers under this project indicated that their capacity did not change as a result from this project. What was consistent among all training providers is the enhanced financial capacity that the project provided them with. For most implementing partners, the project greatly increased their financial capacity at a much needed time.

The evaluation has also found that the project, in its training activities, contributed significantly to social cohesion in the communities between Jordanians and Syrians. The social cohesion effects of the project were twofold: directly through time spent between Jordanians and Syrians in the project's training activities which has helped establish relationships among them, or indirectly through the RPL and work permit components which have increased Syrian refugees' confidence and made them feel that they are on par with Jordanians when it comes to labor market opportunities

The extent to which generated skills support job matching and long term livelihoods for participants depended on the training providers, their methodologies, and the occupations on which the trainings occurred. There was a weak overarching framework for the project under which implementing partners operated. A total of 9 training providers provided very different trainings in a very wide variety of occupations ranging from basic garment training and shawerma maker to more advanced 3d design and printing. And each implementing partner used their own methodology of training which varied significantly from one partner to another, which unintentionally led to a very wide range of trainings being provided. The evaluation has found that overall, the more that an implementing partner is engaged with employers, the more relevant the training is for labor market needs. Moreover, some beneficiaries were trained in occupations that have very low market value or demand, while others were trained in higher valued skills that are more demanded in the labor market.

A concern uncovered in this evaluation was that beneficiaries would have not attended most trainings under this project without having been provided with a generous financial incentive, highlighting the need of linking training with potential job placement. Furthermore, a main issue concerning the skills development component of the project has been the short timeframe provided to training providers to implement the training program, where some trainings were rushed given the short timeframes allocated to implementing partners. Women beneficiaries that benefit from seed funding were found to be more integrated into the labor market, but not formally and fully integrated.

Sustainability

Some sustainable features were found resulting from this project, especially in terms of the capacities of implementing partners who benefitted from the project through establishing online learning platforms and training materials which will continue to be utilized after the end of the project. Moreover, two different ToT activities provided sustainability of capacities in some of the implementing partner organizations. Having said that, the results achieved by the project in terms of

capabilities and commitments of national stakeholders could have been more sustainable. But the issue is not with the project itself per se, but rather, the problem lies with the scope and nature of humanitarian funding in the country. A significant share of the project's funds was used to finance unsustainable activities in terms of financing human capital, rents, and other running costs. Furthermore, one of the two implementing partners of the project under the RPL component mentioned that it is not interested in continuing with the RPL work without external funding like the one received by the ILO. The evaluation has found little national ownership of project results, mainly due to the straightforward aspects of the project in terms of training provision and the operational nature of the provision of work permits. But this weak national ownership is not unique to this project alone, but affects most humanitarian Syrian refugee response projects being implemented in Jordan.

Effectiveness of management arrangements

Despite a turnover on the project team early on and the diversion of the composition of the team from the original design, the use of local skills in the project has been very effective, and has enabled the project to meet many of its targets. The project team was composed of both full time ILO staff and ILO consultants, and the division of work among team members was based on a functional approach where each member was responsible for his/her areas of expertise. However, the communication between the project team and the technical departments at the regional and global level could have been more effective in overcoming challenges faced in implementation and in enhancing the strategic operations of the project. Furthermore, the evaluation has found that no real M&E plan was developed for this project, which translated into a lack of quality control mechanisms on project activities. Instead, the project relied exclusively on the reporting of implementing partners to prepare and submit quarterly progress reports to the regional office and to the donor. This meant that the quality of monitoring project activities depended mainly on the partner's M&E practices and frameworks, which differed greatly from one partner to another. Having said that, the quarterly reporting by the project did a good job in synthesizing inputs coming from many partners on a quarterly basis.

Challenges

A host of challenges were identified in this evaluation reflecting challenges faced by the project team, project stakeholders, beneficiaries and by the project itself. Identified challenges include the COVID crisis, the short timeframe of the project, the difficulty in recruiting Syrian beneficiaries, limited involvement of employers in the project design and implementation, a weak overarching project framework, limited communication with ILO's technical backstopping unit, and the fact that the project design was carried over from the previous phase.

Lessons Learned

ILO Lesson Learned Template

Project Title: Formalizing Access to the Legal Labor Market for Refugees and Host Communities in Jordan - Phase II
Project TC/SYMBOL: JOR/19/05/USA

Name of Evaluator: Rani Khoury

Date: December 2021

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.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The direct contracting of project partners, coupled with lackluster communication and coordination with ILO's technical backstopping units has adversely affected the efficiency and effectiveness of the project.
Context and any related preconditions	No specific context or related preconditions. The lesson applies to all ILO projects globally.
Targeted users / Beneficiaries	Project Management, ILO technical advisors
Challenges /negative lessons - Causal factors	The direct contracting of project partners and low level of communication with ILO's technical backstopping translated into a loss of efficiency of the project given the absence of competitive recruitment of partners and the financing of unsustainable activities among other issues. There were 9 implementing partners in the project, 5 of which were explicitly mentioned in the project documents and the donor had approved them before implementation. The efficiency of the project could have been improved if the selection of the remaining partners was done through the usual bidding process. This is because a proper bidding process would have ensured competition and more options for a timely delivery of tasks. In addition, the weak level of communication with ILO's technical backstopping led to a weak overarching project framework
Success / Positive Issues - Causal factors	NA

ILO Administrative Issues (staff, resources, design, implementation)	NA
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ILO Lesson Learned Template

Project Title: Formalizing Access to the Legal Labor Market for Refugees and Host Communities in Jordan - Phase II
Project TC/SYMBOL: JOR/19/05/USA

Name of Evaluator: Rani Khoury

Date: December 2021

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.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The suboptimal M&E plan of the project, coupled with a large number of implementing partners, created a distance between the project team and some project activities, which in turn led to a weak quality control mechanism for some project activities.
Context and any related preconditions	No specific context or related preconditions. This applies to all ILO projects globally
Targeted users / Beneficiaries	Project management, ILO technical advisors
Challenges /negative lessons - Causal factors	The suboptimal M&E plan of the project loosened the project team's handle on some project activities, which led to activities not being conducted as originally planned in addition to potential fraudulent activity noticed in one activity. The weak level of monitoring meant that the project team was not fully aware of these issues.
Success / Positive Issues - Causal factors	NA

<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>An M&E plan was not incorporated into the design of the project, and weak communication with ILO backstopping during implementation meant that an M&E plan was never designed for the project.</p>
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Emerging Good Practices

ILO Emerging Good Practice Template

Project Title: Formalizing Access to the Legal Labor Market for Refugees and Host Communities in Jordan - Phase II
Project TC/SYMBOL: JOR/19/05/USA

Name of Evaluator: Rani Khoury

Date: December 2021

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

GP Element	Text
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>Instead of providing financial incentives, one of the implementing partners under this project provided door-to-door transportation for beneficiaries using tourist buses and provided each beneficiary with one meal per day. Through this way, the implementing partner guaranteed that beneficiaries are attending due to a genuine interest in the training itself and not because of the financial incentives being provided. An added benefit was that the project utilized tourist buses which were dormant due to the COVID crisis, and also utilized its productive kitchen which employs vulnerable Jordanians.</p>
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>The project operated in a context where there was significant competition among local actors for the recruitment of Syrians in their project activities. Inadvertently, this has led Syrians to seek out projects that provide the highest financial incentives, regardless of what the project is offering.</p>

Establish a clear cause-effect relationship	Without paying beneficiaries to come to training, a project ensures that attendance is based on genuine need and interest
Indicate measurable impact and targeted beneficiaries	Genuine interest in training topics and skills observed from beneficiaries of the relevant implementing partner
Potential for replication and by whom	This good practice has a very high potential for replication by implementing partners in similar future projects
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Good practice is linked with output 1.2.2 of the DWCP for Jordan: "Skills training and recognition of prior learning are provided to allow for improved signaling of competencies and facilitate recruitment"
Other documents or relevant comments	NA

ILO Emerging Good Practice Template

Project Title: Formalizing Access to the Legal Labor Market for Refugees and Host Communities in Jordan - Phase II
Project TC/SYMBOL: JOR/19/05/USA

Name of Evaluator: Rani Khoury

Date: December 2021

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	One of the implementing partners of the project adopted a full fledged public-private partnership (PPP) methodology in its training program, in order to attract active private sector participation throughout all stages of the training program, including the design of training material and the selection of trainers and facilities. This has allowed for a market-driven approach that equipped trainees with the skills and knowledge required in the Jordanian labor market.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The Jordanian labor market is characterized by a mismatch of skills, i.e. a mismatch between available skills among job seekers and skills required by employer
Establish a clear cause-effect relationship	By including the private sector in all stages of the training from design to graduation, the training was able to provide the right and suitable skills that are needed by the labor market

Indicate measurable impact and targeted beneficiaries	Unique training materials was developed in partnership with the private sector, and trainings took place in private sector facilities with the involvement of trainers from the private sector.
Potential for replication and by whom	This good practice has a very high potential for replication in similar future projects, by implementing partners who provide training.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Good practice is linked with output 1.2.2 of the DWCP for Jordan: "Skills training and recognition of prior learning are provided to allow for improved signaling of competencies and facilitate recruitment"
Other documents or relevant comments	NA

ILO Emerging Good Practice Template

Project Title: Formalizing Access to the Legal Labor Market for Refugees and Host Communities in Jordan - Phase II
Project TC/SYMBOL: JOR/19/05/USA

Name of Evaluator: Rani Khoury

Date: November 2021

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	One of the implementing partners of the project implemented a very quick and effective response to the COVID 19 crisis, through launching an e-training platform in order to provide the theoretical training to beneficiaries on time, and not to disrupt the project's training schedule. The establishment of the e-training platform was jointly financed by the project and by the implementing partner.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The COVID-19 crisis, and its associated defense orders in Jordan, prohibited in-person training for a significant period in the project life cycle.
Establish a clear cause-effect relationship	By quickly responding to the COVID crisis through the establishment of the online platform, the implementing partner ensured that the crisis did not significantly delay project activities while maintaining the quality of trainings.

Indicate measurable impact and targeted beneficiaries	The completion of the theoretical trainings at a time when in-person training was not permissible, without significant delays.
Potential for replication and by whom	This good practice has a very high potential for replication in future crises that prohibit in-person trainings.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	NA
Other documents or relevant comments	NA

Recommendations

1. Improve the design of future projects, including any redesign adjustments

Project management is recommended to improve the design of future projects, in close coordination with the ILO Regional Office for Arab States. The design of the project should be based on a coherent and logical results based framework, that utilizes the basic principle of results-based-management (RBM), where results are correctly identified and formulated, and linked with the strategies of action (i.e. outputs and activities). Project design should be based on ILO RBM guidelines. Any redesign process should ensure that the amended results framework remains coherent and logical, and should provide adequate justifications of why the amendments were introduced, and how such amendments fit within the overall results framework. Furthermore, the project should have sufficient time to implement the intended activities and achieve the required results. In other words, the project timeline should fit with the project scope such that activities are not rushed.

Addressed to	Priority	Resource	Timing
ILO Country office and ILO Regional Office for Arab States	High	Low	Long-term

2. Carry out an audit for main partners of the project

Project management is recommended to carry out an audit of main partners to verify claims of achievement, especially when project monitoring has been subpar. The audit helps ensure transparent reporting by partners and minimizes the scope of any potential fraudulent activities.

Addressed to	Priority	Resource	Timing
Project management	High	High	Short-term

3. Taking into account the context of humanitarian response, minimize the financing of unsustainable activities under future projects as much as possible

Project management is recommended to limit the use project funds to finance unsustainable expenses such as salaries of full time employees, recurring rents, and recurring operating costs (such as

electricity bills), since such activities take away from the sustainability of results achieved by the project. Instead, sustainable features should be integrated into the spending avenues of the project. In other words, project spending should be geared towards sustainable results. While there is a difficulty in achieving sustainable results in humanitarian response contexts, the project should as much as possible strive to limit the financing of unsustainable activities.

Addressed to	Priority	Resource	Timing
Project management	Medium	Low	medium-term

4. Enhance engagement with employers in future projects

Project management should strive as much as possible to engage with the private sector, since it is the main generator of jobs. Employer representatives should be involved from the design phase and all through implementation to ensure that the project is not working in isolation with workers and job seekers. While chambers are the main representatives of employers and should be engaged from the outset, sectoral association should also be examined to determine the extent to which their engagement will add value to the project, and enhance the effectiveness of achieving the project's results.

Addressed to	Priority	Resource	Timing
Project management	Medium	Low	Short-term

5. Carry out a market assessment to identify high-value and in-demand skills for future projects

Whenever a project involves a skills development component, project management is recommended to carry out or utilize a market assessment of skills that are of high demand and high value in the labor market. Through this way, trainings can be better designed to equip trainees with the skills and capacities that respond to the needs of the labor market.

Addressed to	Priority	Resource	Timing
Project management	Medium	High	Medium-term

6. Improve project governance, including formulating robust M&E frameworks and plans, to enhance the effectiveness of future projects to achieve results

Project management should enhance the governance of the project through a number of ways including formulating a robust M&E system, adhering to ILO guidelines with regards to contracting partners (i.e. launching a competitive process), putting in place specific criteria for the selection of beneficiaries or training topics, and other such issues. Moreover, coordination between different components of the same project is recommended to capitalize on high-potential synergies and add more value to project results.

Addressed to	Priority	Resource	Timing
Project management	High	Medium	Short-term

7. Enhance project coordination with strategic stakeholders, including employer representatives and ILO's technical backstopping units

Project management is recommended to better engage with strategic stakeholders since the design stage of a project and all through implementation. In specific, project management should enhance its coordination with employer representatives, as well as with ILO's technical backstopping units. Strategic coordination with these stakeholder is expected to add value to project results, and enhance potential synergies.

Addressed to	Priority	Resource	Timing
Project management	Medium	Low	Long-term

8. Reconsider types of training provided in future projects, especially trainings provided for women

ILO country office, as well as project management, are recommended to reconsider the training programs being implemented under future ILO projects. Given the low number of jobs being generated in the Jordanian economy, and given the much larger number of new labor market entrants, future ILO project should steer away from the traditional training and job placement it has been conducting across its projects. Instead, future projects are encouraged to design more innovative approaches to trainings that equips trainees with skills related to self employment or related to the Gig economy, which is less vulnerable to the rate of job generation in the economy. This is especially relevant for women, where future projects are advised to steer away from traditional handicrafts training towards more innovative sectors and training approaches, in order not to inadvertently perpetuate the stigmatization of women's economic role. Trainings designed for women should also strive to make it easier for women to attend the sessions through the provision of transportation and day care facilities.

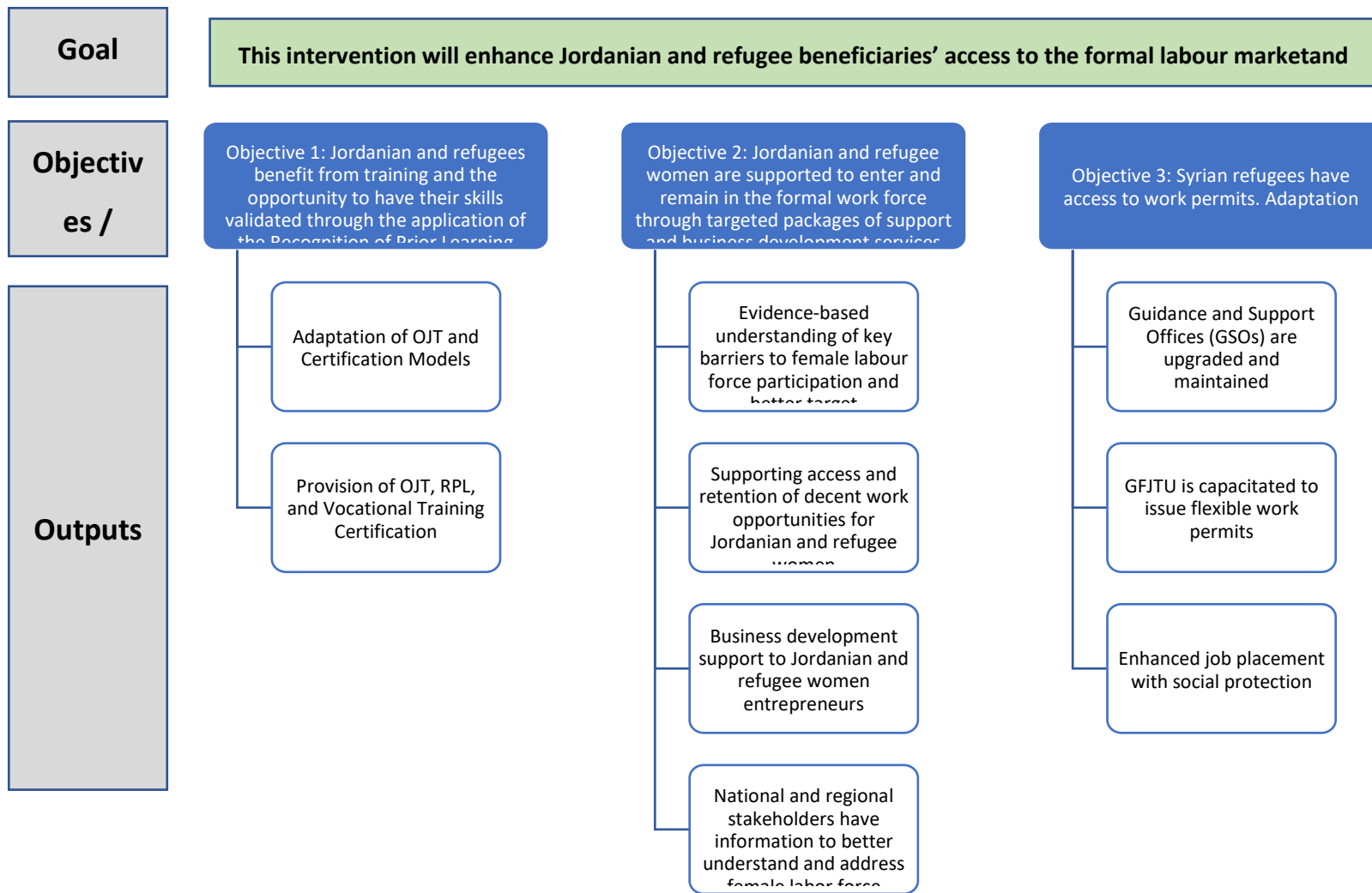
Addressed to	Priority	Resource	Timing
Project management	Medium	Low	Long-term

9. Ensure the incorporation of ILO's cross cutting issues into the design of future projects

In order to ensure that ILO addresses its cross cutting issues in its various projects, these issues should be incorporated into the design of future projects and not left till implementation. The design of future projects should incorporate environmental sustainability wherever feasible, and should also include measures to ensure the inclusiveness of projects, especially in terms of including people with disabilities, and fostering social dialogue with ILO constituents.

Addressed to	Priority	Resource	Timing
Project management	Low	Low	Long-term

Annex 1 – Diagrammatical Logframe



Annex 2 – Evaluation Matrix

Evaluation Criteria	Evaluation Question	Measure(s) or indicator(s)	Data Sources	Data Collection Method	Stakeholders/ Informants	Analysis & Assessment
1. <u>Relevance & Strategic Fit</u>						
To what extent are the project's objectives aligned with sub-regional, national and local priorities and needs, the constituents' priorities and needs, and the donor's priorities for the country?	A. How well did the project approach fit in context of the on-going crisis in Jordan? Were the problems and needs adequately analysed? Was gender prioritized?	<ul style="list-style-type: none"> - Objectives and strategy of the project support national priorities in context of the ongoing crisis. - Evidence of adequate analysis of problems and needs - Evidence of prioritizing gender 	<ul style="list-style-type: none"> - Project documents - Relevant national policy & documents - London Conference Document 	<ul style="list-style-type: none"> - Desk review - Interviews 	<ul style="list-style-type: none"> - Interested/ cooperating stakeholders 	<ul style="list-style-type: none"> - Assessment of alignment of project with on-going crisis - Assessment of gender prioritization and needs analysis.
	B. To what extent did the project avoid any duplication and was in sync with the UNHCR Livelihoods Working Group?	<ul style="list-style-type: none"> - Frequency of meetings and communications between project and UNHCR - Evidence for no duplication 	<ul style="list-style-type: none"> - Progress reports - Project partners 	<ul style="list-style-type: none"> - Desk review - Interviews 	<ul style="list-style-type: none"> - UNHCR Livelihoods Working group - Project team 	<ul style="list-style-type: none"> - Assess coordination measures between project and UNHCR
	C. How well were the project's objectives aligned with the framework of the ILO Decent Work Country Project of Jordan (2018-	<ul style="list-style-type: none"> - Alignment of project objectives with priorities in the ILO DWCP, ILO's project and 	<ul style="list-style-type: none"> - Project documents - DCWP (2018-2022) - ILO's Project and Budget 2018-2019 - SDGs 	<ul style="list-style-type: none"> - Desk review - Interviews 	<ul style="list-style-type: none"> - ILO staff 	<ul style="list-style-type: none"> - Assess alignment between project's activities and ILO DWCP, ILO's Project & Budget

	2022), the ILO's Project and Budget (P&B) 2018-19, and the SDGs?	budget and the SDGs				2018-19, and the SDGs
	D. How did the project's objectives respond to the priorities of the donor (US department of State) in Jordan?	- Alignment of project's objectives with priorities of US Department of State	- Project documents - US Department of State website	- Desk Review - Interviews	- Donor (US Department of State)	Analyse alignment between project objectives and priorities of donor
	E. To what extent did the ILO project provide a timely and relevant response to constituents' needs and priorities in the COVID-19 context?	- Time of response during COVID 19 crisis - Response based on constituents' needs and priorities	- Project progress reports - Project team	- Desk Review - Interviews -Focus Group Discussions	- Project team - Beneficiaries	Assess project's response during COVID in terms of relevance and timeliness
2. <u>Validity of Design</u>						
To what extent are the project design, logic, strategy, and elements valid and have remained valid vis-a-vis problems and needs?	F. Were the project's strategies and structures coherent and logical (the extent of logical correlations between the objective, outcomes, and outputs)?	- Project's outputs contribute strongly to achieving project outcomes, which in turn contribute to the main project goal	- Project documents - ILO RBM guidance documents	- Desk Review	/	Analyze the logic of the project's results chain
	G. Did the target selection remain valid throughout the project lifecycle considering the evolving situation in the country?	- Target groups selected remained valid according to original needs analysis	- Project documents - Progress reports - Implementing partners - Cooperating / Interested stakeholders	- Desk review - Interviews - Focus group discussions	- Project team - Implementing partners - Interested/ Cooperating stakeholders - Beneficiaries	Assess the validity of targeted selections throughout project duration.
	H. How did the tracer study done with women affect	- Outputs of tracer study incorporated	- Tracer study - Project documents	- Desk review - Interviews	- Project team	Identify key elements of 2 nd

	the design of the second phase?	into design of 2 nd phase				phase design that were based on outputs of tracer study
	I. Were project's assumptions and targets realistic, and did the project undergo risk analyses and design readjustments when necessary?	- Risk analysis conducted - Design readjustments carried out - Assumptions and targets were based on data and analysis	- Project documents - Project progress reports	- Desk review - Interviews	- Project team - Implementing partners	Assess the risk analysis, assumptions, targets, and design readjustments of the project
	J. What are the benefits of expanding into other locations in future phases, compared to continuing to work for a longer time in the original locations?	Question moved to recommendations				
	K. To what extent did the project designs take into account: Specific gender equality and non-discrimination concerns relevant to the project context? As well as concerns relating to inclusion of people with disabilities, environmental sustainability, ILS and social dialogue?	-Evidence of design incorporating cross cutting issues including gender equality, inclusion of people with disabilities, environmental sustainability, ILS, and social dialogue	- Project documents - Implementation agreements - Project team - Implementing partners	-Desk review - Interviews	- Project team - Implementing partners	Identification of design elements that incorporated cross cutting issues of gender equality, inclusion of people with disabilities, environmental sustainability, ILS, and social dialogue
3. <u>Efficiency</u>						

To what extent have outputs been achieved from an efficient use of financial, material, and human resources, including re-purposing in the mitigation of COVID-19 impacts?	L. Were all resources utilized efficiently to reach the project's objectives?	- Minimum waste in utilizing resources in the project	- Project documents - Implementation agreements - Progress reports - All stakeholders - Beneficiaries	- Desk review - Interviews - Focus Group Discussions	- Project team - All stakeholders - Beneficiaries	Analyze the efficiency of project spending
	M. How efficient were the coordination efforts with the UNHCR working group? How could coordination between the different implementing agencies in the sector be improved? <u>(part of question moved to recommendations)</u>	Degree of duplication between project and UNHCR working group	- Project documents - Progress reports - Cooperating/ Interested stakeholders	- Desk Review - Interviews	- Project team - UNHCR	Assess coordination between project and UNHCR
	N. To what extent has the project been on track in terms of timely achieving the assigned milestones? If not, what factors contributed to the delays? How could they be mitigated in the future phases? <u>(Part of question moved to recommendations)</u>	- Number and scope of delays - Factors behind delays	- Progress reports - All stakeholders	- Desk review - Interviews	- Project team - Implementing partners - Cooperating/Interested stakeholders	Assess the scope of delays and reasons behind the delays
	O. To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects	- New financial allocations or reallocations made in response to the COVID crisis	- Cost extension project document - Progress reports - Project team - Implementing partners	- Desk review - Interviews	- Project Team - Implementing partners	Analyze how the project leveraged new or repurposed

	in a balanced manner? Does the leveraging of resources take into account the sustainability of results?	- New financial allocations or reallocations took into account the sustainability of results				existing financial resources
4. Effectiveness						
To what extent has the project contributed to the project objectives and more concretely whether the stated outputs have been produced satisfactorily with regards to gender equality, including in the Covid-19 context; in addition to building synergies with national initiatives and with other donor-supported project?	P. Were all set targets, outputs, and outcomes achieved according to plan?	- Achievement of project outputs and outcomes	- Project documents - Progress reports - Project team - Implementing partners - Beneficiaries	- Desk review - Interviews - Focus group discussions	- Project team - Implementing partners - Beneficiaries	Assess the achievement of project outputs and outcomes
	Q. How well did the women-component reflect the needs and expectations of women participants?	- Needs and expectations of women reflected in the design of the women-component, i.e. objective 2	- Tracer study - Project documents - Progress reports - Project team - Implementing partners - Female beneficiaries	- Desk review - Interviews - Focus group discussions	-Project team - Female beneficiaries	Assess how results of tracer study was integrated into design of women-component
	R. How effective was the coordination with the different stakeholders in supporting the project's objectives?	- Clear coordination guidelines set with different stakeholders - Coordination issues are not the source of project delays	- Project documents - Project team - Implementing partners - Cooperating/interested stakeholders	-Desk review - Interviews	- Project team - Implementing partners - Cooperating/inte rested stakeholders	Assess coordination mechanisms utilized by the project
	S. How have stakeholders, particularly women, been involved in project's implementation, including	- Stakeholders, particularly women, had a role in the	- Project documents - Progress reports - Agreements with implementing partners - All project stakeholders	- Desk review - Interviews	-Project team - Implementing partners - Cooperating/inte	Assess how stakeholders, particularly women, were involved, in the

	selection of locations and activities?	implementing of the project			resting stakeholders	implementation of the project
	T. To what extent has the project management been participatory and has the participation contributed towards achievement of the project objectives?	Propose to be deleted given duplication with preceding question: Q.S				
	U. How did the outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, and labor standards?	- Project outputs and outcomes contribute to gender equality, social dialogue and labor standards	- Project documents - Progress reports - Project team - All project stakeholders - Beneficiaries	- Desk review - Interviews - Focus group discussions	- Project team - All stakeholders - Beneficiaries	Analyse how project outputs and outcomes contribute to gender equality, social dialogue, and labor standards
	V. What positive or negative unintended outcomes can be identified?	- Positive or negative outcomes identified	- Progress reports - Project team - All project stakeholders - Beneficiaries	- Desk review - Interviews - Focus group discussions	- Project team - All stakeholders - Beneficiaries	Analysis of positive or negative unintended outcomes
	W. Has the project fostered ILO constituents' active involvement through social dialogue in articulating, implementing and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work? To what extent has the project engaged with stakeholders other than	- Project involved ILO constituents in coming up with COVID mitigation strategy on the world of work - Number of stakeholders engaged other than ILO constituents	- Project documents - Progress reports - Cooperating/interested partners - Implementing partners	- Desk review - Interviews	- Project team	Assess the involvement of ILO constituents in project

	ILO constituents for sustainable results?					
5. Impact Orientation						
What have been the positive and negative potential changes and effects caused by the project at the national level, i.e. the impact with social partners, government entities, and beneficiaries?	X. Are the set of skills generated support better job matching for participants, particularly women? Will beneficiaries be able to graduate to longer-term job and sustainable source of livelihood?	<ul style="list-style-type: none"> - Generated skills result in better job matching - Beneficiaries believe they will be able to graduate to longer-term job and sustainable source of livelihoods 	<ul style="list-style-type: none"> -Project documents - Progress reports - Project team - All project stakeholders - Beneficiaries 	<ul style="list-style-type: none"> - Desk review - Interviews - Focus group discussions 	<ul style="list-style-type: none"> -Project team - All stakeholders - Beneficiaries 	Assess how the skills attained by beneficiaries during the project may result in better job matching and employability prospects
	Y. Are women who participated in the Women Do Business trainings/provided with seed funding more integrated in the labor market? How likely are their small businesses to be sustainable?	<ul style="list-style-type: none"> - Women who participated in Women Do Business are more integrated in the labor market than women beneficiaries who have not. - Female beneficiaries believe that their small businesses will be sustainable. 	<ul style="list-style-type: none"> - Tracer Study - Progress reports - Implementing partners - Beneficiaries - Project team 	<ul style="list-style-type: none"> - Desk review - Interviews - Focus group discussions 	<ul style="list-style-type: none"> - Project team - Implementing partners - Beneficiaries 	<p>Analyse the integration of women beneficiaries into the labor market</p> <p>Assess the sustainability of small businesses owned by women that were supported by the project</p>
	Z. Did women beneficiaries open their own businesses	Deleted given duplication with preceding question: Q.Y				

	and how likely are these businesses to be sustainable?					
	AA. Are Guidance and Support Offices equipped to issue permits beyond the project's lifespan?	- Guidance and Support Offices are able to issue permits after the end of the project	- Progress reports - Project team - Interested/cooperating partners (Especially GFTU) - Beneficiaries (Syrian)	- Desk review - Interviews - Focus group discussions	- Project team - Interested/cooperating partners (Especially GFTU) - Beneficiaries (Syrian)	Assess whether support provided to GSO will enable it to issue permits after the completion of the project
	BB. Has the project contributed to social cohesion in the communities between Jordanians and Syrians?	- Social cohesion between Jordanian and Syrian communities enhanced by project	- Progress reports - Implementing partners - Beneficiaries	- Desk review - Interviews - Focus group discussions	- Project team - Implementing partners - Beneficiaries	Analyse the project's impact on social cohesion between Jordanians and Syrians
	CC. To what extent has the project contributed to strengthening capacities of its national partners so they can better serve the needs of the public and communities?	- National partners are better able to serve communities as a result of the project	- Project team - Implementing partners - Interested/cooperating stakeholders	- Interviews	- Project team - Implementing partners	Assess capacity strengthening activities of the project towards
6. Sustainability						
To what extent has the project provided adequate capacity building to social partners to ensure mechanisms are in place to	DD. Are the results achieved by the project so far likely to be sustainable- in terms of (a) financial sustainability of beneficiaries (both males and females) , capabilities,	- Stakeholders have the mandate, capability, and commitment to sustain project results	- Progress reports - Project team - All stakeholders - Beneficiaries	- Desk review - Interviews - Focus group discussions	- Project team - All stakeholders - Beneficiaries	Analyze the sustainability of project results from the point of view of stakeholders, and beneficiaries

<p>sustain activities and whether the existing results are likely to be maintained beyond project completion</p> <p>To what extent can the knowledge developed throughout the project (research papers, progress reports, manuals, and other tools) still be utilized after the end of the project to inform policies and practitioners?</p>	<p>mandate and commitment of stakeholders, (b) sustainable livelihood sources of beneficiaries (both males and females)?</p> <p><u>(Part of question is deleted due to duplication with (b) part of same question).</u></p>	<p>- Beneficiaries have access to sustainable livelihood sources due to skills gained in the project</p>				
	<p>EE. What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project? Are they sufficient?</p>	<p>- Clear sustainability measures implemented in project</p>	<p>- Project documents - Progress reports - All stakeholders - Beneficiaries</p>	<p>- Desk review - Interviews - Focus group discussions</p>	<p>- Project team - All stakeholders - Beneficiaries</p>	<p>Analyze key sustainability measures introduced in the design and taken during the implementation of the project</p>
	<p>FF. How effectively has the project built national ownership?</p>	<p>- National stakeholders exhibit ownership of project outputs and outcomes</p>	<p>- All stakeholders</p>	<p>- Interviews</p>	<p>- All stakeholders</p>	<p>Assess the degree of ownership by national stakeholders</p>
<p>7. Effectiveness of Management Arrangements</p>						
<p>To what extent have efficient operational arrangements supported the timely, efficient,</p>	<p>GG. What was the division of work tasks within the project's teams? Has the use of local skills been effective?</p>	<p>- Integration of local skills in the project team has contributed to a more effective project</p>	<p>- Project document - Project team - Implementing partners</p>	<p>- Desk review - Interviews</p>	<p>- Project team - Implementing partners</p>	<p>Assess how effective was the division of work among team members and the integration of local skills</p>

and effective delivery of the project?	HH. How effective was communication between the project's teams, the regional office and the responsible technical department at headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?	- Adequate technical and administrative support was provided to the project by various ILO departments at the regional and global level.	- Project documents - Project team - ILO staff (at ROAS and at HQ)	- Desk review - Interviews	-Project team - ILO staff (at ROAS and HQ)	Analyse the adequacy of support provided by various ILO departments to the project
	II. How effectively did the project management team monitor the project's performances and results? Did the project report on progress in a regular and systematic manner, both at regional level, to the project and the donors? What M&E system has been put in place, and how effective has it been?	- Comprehensive and clear M&E plan developed and executed. - Periodic progress reports submitted - Project took decisions based on feedback from monitoring	- Project documents - Project team - Implementation agreements - Progress reports	- Desk review -Interviews	- Project team - ILO staff (at ROAS and HQ) - Donor	Assess the project's M&E system, and its effectiveness in informing progress reporting
8. Challenges, Lessons Learned, and Specific Recommendations for Formulation of New Phases						
What challenges, lessons learned, and specific recommendations can be derived	JJ. What good practices can be learned from the different phases of the project that can be applied to similar future projects?	- Good practices identified to be applied to future projects	- Progress reports - Project team - All stakeholders - Beneficiaries	-Desk review - Interviews - Focus group discussions	- Project team - All stakeholders - Beneficiaries	Identify good practices emerging from the project

from the project's experience?	<p>KK. What were the main challenges identified? How were these different from the risk assumptions? What were the mitigation steps taken?</p>	<ul style="list-style-type: none"> - Risk analysis and challenges identified in project design - Mitigation steps taken during implementation to overcome challenges 	<ul style="list-style-type: none"> - Project documents - Progress reports - Project team - All stakeholders 	<ul style="list-style-type: none"> -Desk review - Interviews 	<ul style="list-style-type: none"> - Project team - All stakeholders 	<p>Identify and differentiate between challenges and risks, as well as mitigation steps taken during implementation</p>
	<p>LL. What are the recommendations for future similar projects?</p>	<ul style="list-style-type: none"> - Recommendations identified 	<ul style="list-style-type: none"> - Project documents - Progress reports - Project team - All stakeholders - Beneficiaries 	<ul style="list-style-type: none"> -Desk review - Interviews - Focus group discussions 	<ul style="list-style-type: none"> - Project team - All stakeholders - Beneficiaries 	<p>Identify recommendations for future similar projects</p>
	<p>MM. What are the benefits of expanding into other locations in future phases, compared to continuing to work for a longer time in the original locations?</p>	<ul style="list-style-type: none"> - Benefits of expanding into other locations - Benefits of continuing to work for a longer time in the original locations 	<ul style="list-style-type: none"> - Project documents - Progress reports - Project team - All stakeholders - Beneficiaries 	<ul style="list-style-type: none"> -Desk review - Interviews - Focus group discussions 	<ul style="list-style-type: none"> - Project team - All stakeholders - Beneficiaries 	<p>Comparative analysis for future phases of expanding into other locations vs continuing to work for a long in original locations</p>
	<p>NN. What are the challenges, lessons learned and the recommendations regarding the cross-cutting issues of gender equality, social dialogue, and environmental sustainability?</p>	<ul style="list-style-type: none"> - Challenges, lessons learned, and recommendations identified regarding gender equality, social dialogue, and environmental sustainability 	<ul style="list-style-type: none"> - Project documents - Progress reports - Project team - All stakeholders - Beneficiaries 	<ul style="list-style-type: none"> -Desk review - Interviews - Focus group discussions 	<ul style="list-style-type: none"> - Project team - All stakeholders - Beneficiaries 	<p>Identify challenges, lessons learned and recommendations on gender equality, social dialogue, and environmental sustainability</p>

	<p>OO. Assess the timeliness of response, relevance of contingency measures, and lessons learnt in relation to the Project's response to the impact of Covid-19. (Part of question deleted due to duplication with Q.E.)</p>	<p>- Lessons learnt regarding COVID response identified</p>	<p>- Project documents - Progress reports - Project team - All stakeholders - Beneficiaries</p>	<p>-Desk review - Interviews - Focus group discussions</p>	<p>- Project team - All stakeholders - Beneficiaries</p>	<p>Identify lessons learnt in relation to the project's response to the impact of COVID-19</p>
	<p>PP. How can delays faced by the project be mitigated in future phases?</p>	<p>- Factors identified that minimize delays in future delays</p>	<p>- Project documents - Progress reports - Project team - All stakeholders</p>	<p>-Desk review - Interviews</p>	<p>- Project team - All stakeholders</p>	<p>Identify efficiency factors that minimize the extent of delays in future projects</p>

Annex 3: List of Persons Interviewed

List of Persons Interviewed			
#	Name	Organization	Title
1	Aghadeer Jweihan	Princess Taghrid Institute (PTI)	General Director
2	Ahmad Masaadeh	Ministry of Labor (MoL)	Syrian Refugee Unit
3	Anas El Omari	ILO (consultant)	Project Implementation Specialist
4	David Lazaro	AMIDEAST	Senior Manager for Trainings and Partnerships
5	Esraa Khalil	National Employment and Training Company (NET)	Director of the Project Management Unit
6	Frida Khan	ILO	Jordan Country Director, & Senior Gender Equality Specialist
7	Ghadeer Khuffash	Education for Employment (EFE) Jordan	CEO
8	Ghassan Ktait	Jordan River Foundation (JRF)	Social Training Manager
9	Ghazal Etoum	Princess Taghrid Institute (PTI)	Project Supervisor
10	Isra'a Awajan	Education for Employment (EFE) Jordan	PMU Senior Manager
11	Khaled Abu Marjoob	General Federation of Trade Unions (GFTU)	President of Trade Unions for General Services and Free Occupations
12	Khaled Al Qudah	ILO	Labour Market Expert
13	Kishore Singh	ILO	Senior Specialist, Skills Development
14	Lina Krimeen	ILO	Monitoring and Reporting Officer
15	Mahmoud El Deesi	Middle East University (MEU)	Project Manager
16	Micheal Nazzal	Young Women's Christian Association (YWCA)	Board member
17	Mohammad Irshaid	ILO (consultant)	Skills Development Expert
18	Mustapha Said	ILO	Senior Specialist, Workers' Activities
19	Nezar Al Salibi	Jordan River Foundation (JRF)	Project Manager
20	Oktavianto Pasaribu	ILO	Chief, Regional Programming Unit
21	Paolo Salvai	ILO	Senior Specialist, Employers Activities

22	Rula Habaibeh	Young Women's Christian Association (YWCA)	Executive Manager
23	Sarah El Jamal	ILO	Program Officer
24	Therese El Shami	AMIDEAST	Training Programs Officer
25	Walaa Ayasrah	Jordan River Foundation (JRF)	Program Quality and Research Senior Manager
26	Yasmin El Sheikh	Jordan River Foundation (JRF)	Senior Micro-Business Coordinator
27	Zein El Syouf	Vocational Training Corporation(VTC)	Project coordinator

Annex 4 – ILO Lesson Learned Template

ILO Lesson Learned Template

Project Title:

Project TC/SYMBOL:

Name of Evaluator:

Date:

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.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	
Context and any related preconditions	
Targeted users / Beneficiaries	
Challenges /negative lessons - Causal factors	
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	

Annex 4 – ILO Emerging Good Practice Template

ILO Emerging Good Practice Template	
Project Title:	Project TC/SYMBOL:
Name of Evaluator:	Date:
The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.	
GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	
Establish a clear cause-effect relationship	
Indicate measurable impact and targeted beneficiaries	
Potential for replication and by whom	
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	
Other documents or relevant comments	

Annex 6 – Terms of Reference

Terms of Reference (ToR) for Final Independent Project Evaluation of “Formalizing Access to the Legal Labour Market for Refugees and Host Communities” in Jordan

I. Key Facts

DC Symbol:	JOR/19/05/USA
Country:	Jordan
Project titles:	Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan
Duration:	24 months (October 2019- September 2021) Cost Extension Year (30 September 2020 – 29 September 2021)
Start Date:	30 September 2019
End Date:	29 September 2021
Administrative unit:	Regional Office for the Arab States (ROAS)
Technical Backstopping Unit:	Regional Office for the Arab States (ROAS), MIGRANT
Collaborating ILO Units:	DEVINVEST; SKILLS; MIGRANT; INWORK; SECTOR; EMPLAB
Evaluation requirements:	Independent Final Evaluation
Donor:	US Department of State (Bureau for Population, Refugees and Migration)
Budget:	\$ 4,713,883
Evaluation Manager	Hiba Al Rifai

II. Background

1. Jordan's geographical location made it the third country in the Region in terms of hosting Syria refugee influx since 2011. From most recent data, Jordan hosts around 658,000 registered Syrian refugees, although the real total of Syrians is estimated at around 1.3 million when taking the unregistered Syrians into account¹⁹. Jordan's population - to date - amounts to approximately 10,836,849 making the percentage of Syrian refugees residing in Jordan around 12%, a rate that has its weight on the social, economic and infrastructure landscape.
2. A combined study by the ILO and FAO in 2015 reported that the Jordanian labor market prior to the Syrian conflict had a participation rate of 67% among men and 18% among women.

¹⁹ [Syrian refugees | ACAPS](#)

Unemployment rates were above 14% for Jordanians with a higher average for female and young Jordanians aged 15-25 years respectively at around 30% for both groups. The study reported that the unemployment rates among Jordanians at the time of the study marked the 22.1%. This rate has increased since and currently hit 23% mark²⁰.

3. The Covid-19 pandemic and its socio-economic impact are evolving rapidly and in Jordan it has added additional challenges and burdens on workers, employers and governments. One particular challenge that has escalated is the issuance of work permits for Syrian refugees. Work permits are the primary mechanism used by the Government of Jordan and members of the International Community to monitor the employment of refugees. Creating an environment that enables refugee workers to formalize their work through work permits is thus critical, not only for monitoring labour force participation, but also to safeguard decent working conditions for all.
4. Evidence shows that the number of new work permits that were issued to Syrian refugees in Q1 of 2020 was much less than last quarter of 2019. Less than 40% of all work permit requests represent new permits being issued, with the rest reflecting renewals, or amendments to the worker's employment.²¹ At the same time, half of all Syrians refugees working in Jordan are thought to be doing so informally.²² This points to larger issues of skill mismatch, closed occupations and a complex array of regulatory challenges.
5. When workers' skills fail to match the competencies that are required to fill formal job vacancies, workers may resort to employment in the informal sector. The absence of support in the form of transportation and childcare also fuels the exclusion of certain groups of workers, particularly women. The presence of refugees in the informal economy contributes to the segmentation of the Jordanian labour market with a new bottom layer of refugees willing to work under exploitative conditions for lack of better options. This has fueled "a race to the bottom" that affects the wages and work conditions of not only refugees, but Jordanians alike.
6. For this, the ILO has collaborated with the US Department of State to support the formal labour market participation of Jordanian and refugee men and women, including through the provision of training and certification, business development support, employment services and work permits. By providing a clear and efficient pathway to formalize, develop and accredit skills, the project has supported refugees to obtain work permits and access decent work. It has also enhanced access to decent work through the provision of targeted support, particularly for women. It has helped embed the principles of the London Syria Conference to increase economic opportunities in host countries; thus supporting developmental response and reducing poverty. It has also helped the government of Jordan to deliver on the commitment it has made to issue 200,000 work permits to Syrian refugees, in return for radical improvements in trade and investment with the EU.
7. This project is part of the ILO programme of support to Jordan compact²³. This project falls within the framework of the ILO Decent Work Country Programme of Jordan (2018-2022), primarily under Priority 1, "Employment creation contributes to economic and social stability." " It contributes directly to Outcome 1.2, "The job creation potential of the private sector in targeted sectors is

²⁰ Jordanian Department of Statistics (DOS) [Department of Statistics \(dos.gov.jo\)](http://dos.gov.jo), unemployment rate for Q2 of 2020.

²¹ Ministry of Labour Syrian Refugee Unit. Monthly Progress Report, June 2018. <https://data2.unhcr.org/en/documents/download/64904> Changes to the worker's employment may reflect a change in employer, social security or the issuance of temporary cash for work permits.

²² International Labour Organization. Work Permits and Employment of Syrian Refugees in Jordan: Toward Formalizing the Work of Syrian Refugees. http://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_559151.pdf

²³ https://www.ilo.org/beirut/areasofwork/syrian-refugee-crisis/jordan/WCMS_670182/lang--en/index.htm

strengthened through business development support and activation programme,” namely through, Output 1.2.2, “Skills training and RPL are provided to allow for improved signalling of competencies and facilitate recruitment,” and Output 1.2.7, “Women have an easier access to decent work.” It is also linked to the Jordan Response Plan (2018-2020), mainly to the Livelihood objective to: “Increased access to formal employment opportunities meeting decent work and protection standards. This project contributes to CPO JOR126 Supporting an integrated approach for upgrading the informal economy in Jordan - Furthermore, it also contributes to the Programme and Budget (P&B) 2018-19, under Outcome 6, Formalization of the informal economy “and is linked to SDG 8 “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

8. The project has targeted vulnerable Jordanians and refugees in most of Jordan, namely; Amman, Irbid, Zarqa, Karak, Mafraq, Balka, Tafaila, Jarash, Ajloun, Madaba governorates. Below are the project’s main three objectives with their corresponding outputs and activities:

Objective 1: Jordanians and refugees benefit from on job trainings and the chance to have their skills validated through application of the Recognition of Prior Learning model in several sectors

Output 1.1: Adaptation of OJT and Certification models

Activity 1.1.1: Produce lessons learned, emerging practices and additional measurements responding to COVID-19 for Recognition of Prior Learning and Vocational Training

Activity 1.1.2: Develop and/or update competency checklist, battery of test questions and practical tests.

Activity 1.1.3: Competency checklists developed, validate and approve from CAQA for the seven RPL occupations.

Output 1.2: Provision of OJT, RPL and Vocational Training certification

Activity 1.2.1: Conduct OJT for Syrian and Jordanians job seekers to support job placement

Activity 1.2.2: Conduct Training of Trainers for RPL instructors and assessors on the RPL methodology, tools and forms to be used in coaching, mentoring and assessment.

Activity 1.2.3: Implement coaching, mentoring and assessment visits (to beneficiaries in new occupations at workplaces.

Activity 1.2.4: Facilitate the process of certification for trainees in new occupations.

Activity 1.2.5: Provide certified vocational training to support job placement

Objective 2: Jordanian and refugee women are supported to enter and remain in the formal work force through targeted packages of support and business development services

Output 2.1: Evidence-based understanding of key barriers to female labour force participation

and better target employment services.

Activity 2.1.1: Conduct tracer study with female beneficiaries of previous phases.

Activity 2.1.2: Conduct focus groups discussion to better understand the needs and preferences of Jordanian and refugee women in multiple sectors.

Activity 2.1.3: Validate and disseminate findings of tracer study and focus group discussions.

Output 2.2: Supporting access and retention of decent work opportunities for Jordanian and refugee women.

Activity 2.2.1: Develop and disseminate a package of support, including work injury insurance to meet the needs of women working in different sectors.

Activity 2.2.3: Conduct awareness raising and information campaigns on Occupational Safety and Health and labour rights, targeting Jordanian women and refugee women.

Output 2.3: Business development support to Jordanian and refugee women entrepreneurs

Activity 2.2.1: Train trainers on Women Do Business methodology and support master trainers.

Activity 2.3.2: Provide targeted SME support to 150 female entrepreneurs

Output 2.4: National and regional stakeholders have information to better understand and address female labour force participation

Activity 2.4.1 Organize a Regional Conference on women at work to highlight and share lessons learned and good practices. .

Activity 2.4.2 Conduct study tour to demonstrate practices that support enhanced female labour force participation in Jordan.

Objective 3: Syrian refugees have access to work permits

Output 3.1: Guidance and Support Offices (GSOs) are upgraded and maintained.

Activity 3.1.1: Equipment and support is maintained and upgraded to support work placement for Syrians and Jordanians, and issuing work permits for Syrians, including expanding geographic coverage for more working opportunities.

Activity 3.1.2: Interview and select staff to support increased activity flow on work permit.

Activity 3.1.3: Train new staff and upgrade skills of existing staff, including on use of the e-Counselling

system.

Output 3.2: GFJTU is capacitated to issue flexible work permits

Activity 3.2.1: Develop training materials for GFJTU officers.

Activity 3.2.2: Launch awareness raising on work permit renewal through social media and information sessions out of the ILO Employment Centres

Activity 3.2.3: Facilitate working permits for Syrians and expand GFTU's authority to cover other sectors in collaboration with MoL

Output 3.3: Enhanced Job Placement with Social Protection:

Activity 3.3.1: Conduct specialized career counselling to support job matching and placement

Activity 3.3.2: Support work injuries insurance

Activity 3.3.3: Conduct awareness sessions on labour rights

Activity 3.3.3: Conduct awareness sessions on Occupational Health and Safety

Activity 3.3.4: ToT for GFTU representatives on core and life skills

The Project was headed by the Chief Technical Advisor (CTA), and received technical and programmatic backstopping from the ILO Regional Office of Arab States and the MIGRANT Branch of the ILO.

III. Purpose and Scope of the Evaluation

1. Evaluation Background

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

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

2. Purpose

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

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

The evaluation will comply with the ILO evaluation policy including the protocols and guidelines set by EVAL/ILO^{24,25}, which is based on the OECD DAC and United Nations Evaluation Norms and Standards and the UNEG ethical guidelines.

3. Scope

The evaluation will assess the project duration covering October 2019- September 2021. It will look at the project activities in each of the intervention areas: Amman, Irbid, Zarqa, Karak, Mafrqa, Balka, Tafaila, Jarash, Ajloun, Madaba and assess them with their respective outputs and outcomes. The evaluation will take into consideration the project duration, existing resources and political, security and environmental constraints. It will also look into the link between the project's objectives and the ILO's P&B strategy, DWCP in Jordan, and the UNSDCF in Jordan.

Given the COVID-19 situation, the evaluation will be home-based and all field-work will be conducted online. If situation necessitates field data collection, then a national consultant/enumerator might be consulted to support the evaluator.

The evaluation will take place from 27/09/2021 until 15/12/2021 through online/field work to collect information from different stakeholders. The consultancy shall start with initial briefing with the project team and the Regional Office for Arab States (ROAS).

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

4. Clients of Evaluation

The primary clients of this evaluation are ILO, ILO ROAS, ILO EVAL, ILO constituents in Jordan, UNHCR Livelihoods Working Group, Ministry of Labour (MOL), the General Federation of Jordanian Trade Unions (GFJTU), agricultural cooperatives, the Center of Accreditation and Quality Assurance (CAQA), Jordan Chamber of Industry (JCI), and the donor; US Department of State. Secondary users include other project stakeholders and units that may indirectly benefit from the knowledge generated by the evaluation.

²⁴ Protocol on collecting evaluative evidence on covid-19 https://www.ilo.org/eval/WCMS_757541/lang-en/index.htm

²⁵ Guidance Note 3.1: Integrating gender equality in monitoring and evaluation: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746716.pdf

IV. Evaluation Criteria and Questions

The evaluation utilises the standard ILO framework and follows its major criteria while integrating gender equality **Error! Unknown switch argument.** as a cross cutting issue throughout the evaluation questions:

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

1. **Relevance and strategic fit:**

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

2. **Validity of design:**

- Were the project's strategies and structures coherent and logical (the extent of logical correlations between the objective, outcomes, and outputs)?
- Did the target selection remain valid throughout the project lifecycle considering the evolving situation in the country?
- How did the tracer study done with women affect the design of the second phase?
- Were project's assumptions and targets realistic, and did the project undergo risk analyses and design readjustments when necessary?
- What are the benefits of expanding into other locations in future phases, compared to continuing to work for a longer time in the original locations?
- To what extent did the project designs take into account: Specific gender equality and non-discrimination concerns relevant to the project context? As well as concerns relating to inclusion of people with disabilities, environmental sustainability, ILS and social dialogue?

3. **Efficiency:**

- Were all resources utilized efficiently to reach the project's objectives?
- How efficient were the coordination efforts with the UNHCR working group? How could coordination between the different implementing agencies in the sector be improved?
- To what extent has the project been on track in terms of timely achieving the assigned milestones? If not, what factors contributed to the delays? How could they be mitigated in the future phases?
- To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? Does the leveraging of resources take into account the sustainability of results?

Secondary questions (to be looked at if data allows):

- To what extent has the project's activities been cost-effective in terms of creating livelihoods, creating / maintaining assets? How can the labour intensity of the project be optimised with due regards to the quality of assets created? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- What were the intervention benefits and related costs of integrating gender equality?

4. **Effectiveness:**

- Were all set targets, outputs, and outcomes achieved according to plan?
- How well did the women-component reflect the needs and expectations of women participants?
- How effective was the coordination with the different stakeholders in supporting the project's objectives?
- How have stakeholders, particularly women, been involved in project's implementation, including selection of locations and activities?
- To what extent has the project management been participatory and has the participation contributed towards achievement of the project objectives?

- How did the outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, and labour standards?
- What positive or negative unintended outcomes can be identified?
- Has the project fostered ILO constituents' active involvement through social dialogue in articulating, implementing and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work? To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results?

5. Impact orientation:

- Are the set of skills generated support better job matching for participants, particularly women? Will beneficiaries be able to graduate to longer-term job and sustainable source of livelihood?
- Are women who participated in the Women Do Business trainings/provided with seed funding more integrated in the labour market? How likely are their small businesses to be sustainable?
- Did women beneficiaries open their own businesses and how likely are these businesses to be sustainable?
- Are Guidance and Support Offices equipped to issue permits beyond the project's lifespan?
- Has the project contributed to social cohesion in the communities between Jordanians and Syrians?
- To what extent has the project contributed to strengthening capacities of its national partners so they can better serve the needs of the public and communities?

6. Sustainability:

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

7. Effectiveness of management arrangements:

- What was the division of work tasks within the project's teams? Has the use of local skills been effective?
- How effective was communication between the project's teams, the regional office and the responsible technical department at headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?
- How effectively did the project management team monitor the project's performances and results? Did the project report on progress in a regular and systematic manner, both at regional level, to the project and the donors? What M&E system has been put in place, and how effective has it been?

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

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

V. Methodology

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

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

3. This evaluation will utilize all available quantitative and qualitative data from progress reports to monitoring studies and database. The information will be analysed in light of the main thematic questions and results will be integrated with the data from the primary collection.

4. The primary data collection will mainly focus on a qualitative approach investigating the perceptions and inputs of the different stakeholders that had some form of interface with the project. Triangulation of data will also be done using both the secondary and the primary data collected. **The analysis** will follow a thematic examination of the main evaluation areas as guided by the evaluation questions. The type of qualitative data will be decided once the list of stakeholders is prepared and provided by the project team. Depending on the number and nature of stakeholders group interviews and/or KIIs will be conducted. Gender will be mainstreamed throughout the methodology from data collection to data analysis. Where appropriate, the methodology will ensure equal representation of women and men throughout data collection and provide separate group meetings as relevant. The evaluation will follow the ILO EVAL Guidelines on integrating gender equality **Error! Unknown switch argument..** The specific evaluation methodology will be provided in the inception report prepared by the evaluation team and approved by the Evaluation Manager. **Tool:** The interview guide will be developed in light of the evaluation themes and main questions as well as the type of stakeholders. **Sample:** The study sample should be reflective of all relevant stakeholders taking into consideration the scope of the project and its evaluation as well as data saturation. All analysed data should be disaggregated by sex. The results shall address the crosscutting issues described above (including Covid-19 **Error! Unknown switch argument.**).

VI. Work Assignments and Main Deliverables

Work Assignments:

1. Internal briefing by the project team(s):

The evaluator will have an initial consultation with the REO, relevant ILO specialists and support staff in ROAS. The objective of the consultation is to reach a common understanding regarding the status of the project, the priority assessment questions, available data sources and data collection instruments and an outline of the final assessment report. The following topics will be covered: status of logistical arrangements, project's backgrounds and materials, key evaluation questions and priorities, outline of the inception and final report.

- Preparation of the inception report
- Report to be shared with Evaluation manager for comments
- Report to be shared with key stakeholders for comments
- Inception report revised and interviews to begin

2. Desk Review:

The evaluator will review project's background materials before conducting any interviews.

These include:

- Project documents (Logic Framework, Theory of change,...)
- Baseline reports and related data (if available)
- Monitoring reports conducted during the project
- Progress and status reports, extensions and budget revisions
- Previous phase or related evaluation reports of the project (if available)
- Other studies and research undertaken by the project
- Project beneficiary documentation

3. Individual Interviews and/or group interviews:

Following the initial briefing, the desk review and the inception report, the evaluator will have meetings with constituents/stakeholders together with interpreters supporting the process if needed.

Individual or group interviews will be conducted with the following:

- a) Project staff/consultants that have been active in ILO (including Chief Technical Advisor, technical, administrative, and finance staff);
- b) ILO ROAS DWT Director and DWT Specialists, RPU, Employers' and Workers' Organisations;
- c) ILO Headquarters technical departments;
- d) USA Department of States representatives;
- e) Interviews with national counterparts: , UNHCR Livelihoods Working Group, Ministry of Labour (MOL), the General Federation of Jordanian Trade Unions (GFJTU), agricultural cooperatives, the Center of Accreditation and Quality Assurance (CAQA), JCI
- f) Interviews with contractors participating in the project;
- g) Interviews with direct and indirect beneficiaries;
- h) Other international agencies working in relevant fields (UNHCR Working Group).

4. Debriefing

Upon completion of the missions, the evaluator will provide a field debriefing to the stakeholders to validate results, and a separate debriefing to the Project teams, ILO DWT, ILO HQ, and donor on the evaluation findings, conclusions and recommendations.

5. Evaluation Management

The evaluator will report to the Evaluation manager in ROAS. The Evaluation Manager will be the ILO REO who will be the first point of contact for the consultant as well as the project team for any technical and methodological matters related to this evaluation. All communications with regard to this evaluation must be marked to the evaluation manager. The ILO ROAS office and the project team will provide administrative and logistical support for the interviews.

The Main Deliverables:

- Deliverable 1: Inception Report
- Deliverable 2: Draft evaluation report
- Deliverable 3: Stakeholder debrief, PowerPoint Presentation (PPP)
- Deliverable 4: Internal debrief
- Deliverable 5: Draft 2 evaluation report
- Deliverable 6: Comments log of how all comments were considered and taken on board by the evaluation team or not and why not.
- Deliverable 7: Final evaluation report with executive summary (report will be considered final after review by EVAL. Comments will have to be integrated).

1. Inception Report

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

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

2. Final Report

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

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

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

VII. Management Arrangements and Work plan

1. Roles And Responsibilities

a. *The External Evaluator is responsible for conducting the evaluation according to the terms of reference (ToR). He/she will:*

- Review the ToR and provide input, propose any refinements to assessment questions, as necessary;
- Review project background materials (e.g., project document, progress reports, etc.);
- Prepare an inception report including a matrix of evaluation questions, workplan and stakeholders to be covered;
- Develop and implement the evaluation methodology (i.e., conduct interviews, review documents, etc.) to answer the evaluation questions;
- Conduct preparatory consultations with the ILO REO prior to the evaluation mission;
- Conduct online/ field research, interviews, as appropriate, and collect information according to the suggested format;
- Present preliminary findings to the stakeholders;
- Prepare an initial draft of the evaluation report with input from ILO specialists and constituents/stakeholders;
- Conduct a briefing on the findings, conclusions and recommendation of the evaluation to ILO;
- Prepare the final report based on the ILO, donor and stakeholders' feedback obtained on the draft report.

b. *The ILO Evaluation Manager is responsible for:*

- Drafting the ToR;
- Finalizing the ToR with input from colleagues;
- Preparing a short list of candidates for submission to the Regional Evaluation Officer, ILO/ROAS and EVAL for final selection;
- Hiring the consultant;
- Providing the consultant with the project background materials;
- Participating in preparatory consultations (briefing) prior to the assessment mission;
- Assisting in the implementation of the evaluation methodology, as appropriate (i.e., participate in meetings, review documents);
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluators (for the inception report and the final report);
- Reviewing the final draft of the report;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

c. *The ILO REO²⁶:*

- Providing support to the planning of the evaluation;
- Approving selection of the evaluation consultant and final versions of the TOR;
- Reviewing the draft and final evaluation report and submitting it to EVAL;
- Disseminating the report as appropriate.

d. *The Project Coordinator is responsible for:*

- Reviewing the draft TOR and providing input, as necessary;
- Providing project background materials, including studies, analytical papers, progress reports, tools, publications produced, and any relevant background notes;

²⁶ The REO is also the Evaluation Manager.

- Providing a list of stakeholders;
- Reviewing and providing comments on the inception report;
- Participating in the preparatory briefing prior to the evaluation missions;
- Scheduling all meetings and interviews for the missions;
- Ensuring necessary logistical arrangements for the missions;
- Reviewing and providing comments on the initial draft report;
- Participating in the debriefing on the findings, conclusions, and recommendations;
- Providing translation for any required documents: TOR, PPP, final report, etc.;
- Making sure appropriate follow-up action is taken

2. Duration of Contract and Timeline for Delivery

The collaboration between ILO and the Consultant is expected to start on September 27 (or upon signature) until 15 December 2021 with an estimate of 33 working days.

3. Evaluation Timeframe TO BE FURTHER DEVELOPED AND AGREED

Responsible person	Tasks	Number of Working days
Evaluator & Evaluation Manager	Kick-off meeting	1
Evaluator	Desk review of documents related with projects	4
Evaluator	Drafting Inception report	4
Evaluation Manager	Review of inception report	3
Evaluator	Interviews	10
Evaluator with the logistical support of project staffs	Briefing of preliminary findings	1
Evaluator	Drafting report	8
Evaluation manager	Circulating the draft report to key stakeholders	1
Evaluation manager	Send consolidated comments to evaluator	1
Evaluator	Developing Second Draft	3
Evaluation Manager	Review of Second Draft	2
Evaluator	Integration of comments and finalization of the report	2
Evaluation Manager	EVAL approval	5
Total Number of days		45
Number of Evaluator working days		33

4. Supervision

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

VIII. Legal and Ethical Matters

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

IX. Requirements and How to Apply

1. Requirements

The evaluator(s)/evaluation team should have:

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

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

2. How to Apply:

Please submit the following:

- An Up-to-date CV highlighting relevant experience
- An evaluation report from previous experience that was implemented and prepared by the applicant
- Financial proposal specifying: daily rate based on the above mentioned number of working days.
- This is open for international and national consultants. In case the applicant does not speak Arabic, and s/he has a preference for a national support in Jordan, please enclose her/his CV with a brief description of her/his responsibilities, number of estimated working days requiring her/his service and daily professional fee in US\$. This is preferable but remains optional. If not provided, ILO will recruit a national support separately (if deemed necessary).

Please send an application and relevant questions via email to the following contacts of ILO ROAS.

Contacts:

To: Ms. Hiba Al Rifai, Monitoring & Evaluation Officer <alrifai@ilo.org>

Cc: Mr. Hideyuki Tsuruoka, Regional Monitoring & Evaluation Officer <tsuruoka@ilo.org>

Deadline to submit applications is September 12, 2021.

Bibliography

- Bureau of Population, Refugees and Migration Website
- ILO, FAFO (2020) "Facing Double Crisis: Rapid Assessment of the impact of COVID-19 on vulnerable workers in Jordan"
- ILO (2011) "Results-based Management in the ILO: A Guidebook"
- ILO Evaluation Guidance Documents
 - Checklist 3.1: Documents for the Evaluator
 - Checklist 4.2: Preparing the Evaluation Report
 - Checklist 4.8: Writing the Inception Report
 - Guidance note 3.1: Integrating Gender Equality in Monitoring & Evaluation of Projects

- Guidance note 3.2: Integrating Social Dialogue and International Labour Standards in Monitoring and Evaluation
- Guidance Note 4.3: Data Collection Methods
- Guidance Note 4.5: Stakeholder Engagement
- Guidance Note 5.5: Dissemination of Lessons Learned and Emerging Good Practices
- ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations
- Template 3.1: ILO Code of Conduct: Agreement for Evaluators
- ILO's office procedure IGDS Number 270 (Version 2) 2017
- Implementation Agreements with implementing partners and their ToRs, and their technical and financial reports: total of 9 agreements and ToRs and reports with the following implementing partners:
 - Amideast
 - Education for Employment Jordan
 - General Federation of Trade Unions in Jordan
 - Jordan River Foundation
 - Middle East University
 - National Employment and Training Companyh
 - Princess Taghrid Institute for Development and Training
 - Vocational Training Corporation
 - Young Women's Christian Association
- Jordan Times Articles
- Project documents, including:
 - ILO Draft Revised Proposal to PRM for Jordan – Year 2 Final
 - ILO Revised Proposal – Cost Extension
 - Quarterly progress reports (from Q1-2020 to Q3-2021)
- PRM Tracer Study (DRAFT), no final version available
 -
- RPL Dashboard
- Technical Report by Princess Taghrid Institute for Development and Training
- VET Programs Dashboard
- Women Do Business: Phase 3
- World Bank (2019) "Jobs Diagnostic: Jordan"