

# ILO EVALUATION

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

## List of acronyms

3RP	Regional Refugee and Resilience Plan
C/RPU	Chief of Regional Programming Unit
CTA	Chief Technical Advisor
DRC	Danish Refugee Council
DWCP	Decent Work Country Programme
EIIP	Employment-Intensive Infrastructure Programme
Fafo	Fafo Institute for Applied International Studies
FCO	UK Foreign and Commonwealth Office
FGD	Focus Group Discussions
GFTU	General Federation of Jordanian Trade Unions
GoJ	Government of Jordan
ILO	International Labour Organization
JBV	Joint Business Ventures
JCCA	Jordanian Construction Contractors Association
JRP	Jordan Response Plan
KfW	German Development Bank
LDC	Local Economic Development Committee
LED	Local Economic Development
M&E	Monitoring and Evaluation
MoA	Ministry of Agriculture
MoL	Ministry of Labour
MoPIC	Ministry of Planning and International Cooperation
NET	National Employment and Training
PMU	Project Management Unit
RITE	Rural Infrastructure, Training and Employment
RBM	Results Based Management
ROAS	ILO Regional Office for the Arab States
RPL	Recognition of Prior Learning
RPU	Regional Programme Unit
TORs	Terms of Reference
TVET	Technical and Vocational Education Training
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UK	United Kingdom

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# Executive summary

## Project background

Between August 2013 and December 2016, ILO allocated USD 1.76m of its Regular Budget Supplementary Allocation (RBSA) funding to implement a three-pronged strategy to *'enhance access to employment opportunities and livelihoods in Jordanian host communities within the framework of the ILO response to the Syrian crisis'* through:

1. *Strengthening the knowledge base on the impact of Syrian refugees on the labour market, with a specific focus on the host communities;*
2. *Strengthening institutional capacity and coordination to combat unacceptable forms of work (including child labour and forced labour);*
3. *Enhancing access to employment opportunities and livelihoods in host communities.*

Context: The Syrian refugee crisis illustrates that while humanitarian support is required, short-term solutions alone will be unable to respond to a refugee presence for the foreseeable future. When Syrian refugees began arriving in Jordan most headed for the cities and tried to find work, even if they had to work illegally. The main reason for this is that refugees want to have a sense of autonomy and community, a sense of dignity, to provide for their families, and restore normality while hoping one day to return to Syria. The scope of the Syrian refugee crisis is beyond the capacity of the international aid community to meet the needs of all those impacted by the crisis.

There is increased debate within the aid community about whether opportunities exist to address a protracted refugee crisis with a long-term vision in mind. A more sustainable solution to the Syrian refugee crisis is to generate jobs for refugees through focusing on initiatives to generate economic development that would be of equal benefit to host communities.

ILO's response: ILO is contributing to this solution with its mandate to enhance economic and working conditions for workers and creating greater opportunities for women and men to decent employment and income. ILO's expertise and experience gives it a comparative advantage among the UN agencies and NGOs working to provide humanitarian and development assistance to refugees, and places it in a unique position to work with aid organisations and government institutions on the nexus between humanitarian and development assistance.

## Evaluation background

Purpose of the evaluation, as explained in the Terms of Reference (TORs). (See Annex 1):

- A. Provide lessons learnt and recommendations to support ILO's strategy and initiatives on the Syria Crisis Response based on the assessment of the key success factors, best practices, and constraints faced by the project
- B. Assess preliminary impact and sustainability of projects and activities undertaken and evidence of pathways towards longer-term impact.

The TORs highlighted that ILO expected the evaluation to be centred on learning and to be forward-looking, with a focus on:

Identifying and presenting: lessons learned, emerging good practices, expected impact and sustainability, presenting evidence and results-based findings, obtaining stakeholders' perceptions on the value added of the project, and presenting strong recommendations for future programming.

Results Based Management (RBM) practices, assess the performance of the project against the OECD criteria, be gender disaggregated in data collection and presentation, and utilize ILO's guidance notes and checklists developed by its evaluation unit.

Evaluation methodology: Data collection methods included documentary desk reviews, semi-structured interviews, and focus group discussions with key stakeholders and end-beneficiaries in-country. Field visits took place to project sites in Mafraq, Irbid, and the Jordan Valley. A debriefing with the Jordan office and ILO ROAS Beirut was held at the end of the mission.

Timing: The evaluation process commenced February 2016 with a desk review, followed by the in-country mission in Jordan from 26 of February to 13 March 2017, and a debriefing at ILO's Regional Office for the Arab States (ROAS) on the 16 March 2017.

## Findings

### Relevance and strategic fit

RBSA funded interventions were designed and implemented at a time when Jordan was facing a protracted refugee crisis and was suffering from disruptions to exports and trade, closed trading borders, weak economic growth, and high unemployment among both Jordanians and the refugee population.

The RBSA funded interventions were in direct support of the GoJ's Compact, which was presented at the London Conference in February 2016, of *Supporting Syria and the Region*. RBSA directly supported the 3RP and the Jordan Response Plan (JRP) to the Syria Crisis, both of which call for collective action to provide better economic, financial, and job opportunities for Syrian refugees and vulnerable Jordanians.

### Validity of the design

ILO's strategy centred on the following interventions:

- addressing some of the knowledge gaps around the effects of Syrian workers on the labour market in Jordan, including women's participation in the labour market and the high prevalence of Syrian child labour;
- as a tripartite structured organisation ILO worked with government, employers, and workers' organisations to advocate for easier access to the labour market and decent work for Syrian workers, most significantly through an innovative approach supporting agricultural cooperatives to apply for agricultural work permits for Syrian workers; and
- at a local level in the governorates most affected by the Syrian refugee presence, Mafraq and Irbid. ILO worked with local governments to identify local economic development opportunities and implemented community level demonstration projects aiming to generate employment opportunities and local economic growth benefiting Syrian refugees and host communities.

### Effectiveness

ILO becoming one of the main actors supporting the Ministry of Labour (MoL) through i) the ILO Refugee Response Coordinator being seconded to MoL as an advisor supporting the implementation of the Jordan Compact, and ii) ILO supporting the MoL in chairing the Livelihoods Task Force.

ILO co-facilitating the Livelihoods task force of the Jordan Response Plan (JRP) with UNDP.

ILO being mentioned in the Jordan-EU trade agreement as a third-party monitoring body.

Disbursement-linked indicators of the World Bank Programme of Results reflect ILO concerns.

A strengthened knowledge base within the GoJ on the impact of Syrian refugees on the labour market. The ILO-Fafo Institute for Applied International Studies (Fafo) study was considered by many interlocutors as an important study closing a knowledge gap.

The Employment Intensive Infrastructure Programme (EIIP) approach was tested through the RITE pilot project and contributed to funding received from Germany's KfW Development Bank. The EIIP pilot project coincided with the London Conference in February 2016 where employment opportunities and access to the labour market for Syrian refugees were prioritized.

Strengthened capacity of MoL and local stakeholders in Mafraq and Irbid to regulate integration of the Syrian refugee workers in the labour market.

Successful piloting of an innovative mechanism supporting the MoL to regulate Syrian workers' access to the labour market by work permits within the agriculture sector being applied for through agricultural cooperatives. The pilot intervention received support within the MoL and led to funding received from the Foreign Commonwealth Office (FCO).

The experiences gained under the RBSA funding period led to ILO publishing its Programme of Support to the Jordan Compact, *'A resilient labour market to drive inclusive economic growth for all'* at the end of 2016. The Programme of Support was built on ILO's experiences gained from the interventions implemented through the RBSA funding.

### **Efficiency of resource use**

The RBSA funding allowed ILO Jordan, through trial and error, to find niche areas for its further engagement around livelihood opportunities for both Syrian refugee and vulnerable Jordanian workers. While this might have been the correct approach, resulting in funding to date from different donors, it would have benefited from being underpinned by a Theory of Change (as commenced in the 2013 Concept Note) with adjustments made based on the implementation of the different interventions and would have allowed for systematic monitoring, assessment, and documenting of lessons. In this way, a more systematic construction of a body of knowledge and experience would have occurred that could better inform subsequent phases and future project designs.

### **Impact orientation and sustainability**

Through its direct interventions and advocacy ILO is now recognised as a key player in livelihoods support for Syrian refugee workers and host communities in Jordan. As a result of the interventions implemented under RBSA, ILO expanded its implementation quickly following the 2016 London Conference. Another strength of ILO's work in Jordan has been the combination of advocacy and policy engagement with interventions on the ground, supported by involvement in high-level engagement with the MoL and other government counterparts making ILO's position unique compared with other actors in the livelihoods sector.

Access to decent employment opportunities makes the ILO position unique among others seeking to provide similar interventions. Facilitation of access to employment and decent work through the programme should be enhanced by a more systematic approach and documentation. ILO should consider a strategy based on similar interventions, but with a more explicit link with decent work and better integration of its tripartite structure within its interventions.

### **Effectiveness of management arrangements**

Having received increased donor support following the RBSA funded research and demonstration projects, ILO will need to strengthen its project implementation supported by ensuring results-based

management and M&E systems. ILO should operationalize an M&E strategy<sup>1</sup> to underpin its Programme of Support to the Jordan Compact '*A resilient labour market to drive inclusive economic growth for all*'. This Programme of Support should function as the strategic framework for ILO's project-based interventions supporting economic integration and employment opportunities for both Syrian refugee and Jordanian workers.

The same attention to quality in implementation, results monitoring, evaluation, and tracking of progress should be given to RBSA funded projects as to the bilateral funded donor projects.

While flexibility in programming is necessary and should be maintained in sometimes quickly changing operating environments, it should not negate lessons learning from different interventions. This could result in reduced quality of interventions and impact on sustainability and ownership.

## **Gender mainstreaming**

Gender mainstreaming in ILO's work and ensuring equal access to economic opportunities for both men and women, will require more attention, mainly because of the challenges around integrating women into the labour market. The FAFO research report of 2015 highlighted low employment rates among both Syrian refugee and Jordanian women. Within ILO a purposeful integration of women in its programme interventions will be required. How to integrate women and ensure equal access to opportunities the project proposes will need considering before the start of implementation as part of the planning process.

## **Conclusions**

The different interventions launched by ILO during this period have positioned ILO in Jordan as a partner trusted by both government and donors. Interventions have attracted donor interest, especially since the London Conference of February 2016, after which donor countries were seeking to facilitate interventions supporting employment and economic integration of Syrian refugees in the host communities.

Overall, the RBSA funding cycle positioned ILO as a key player in Jordan supporting Jordanian and Syrian workers. ILO's experience in responding to the Syrian refugee presence in both Jordan and Lebanon has the potential to serve as a basis for learning and the development of good practice around supporting the economic integration of refugees in a way that serves both the refugee population and host community. To accomplish this ILO must ensure that its interventions integrate decent work principles, are strategic and able to achieve scale and replication by others.

Interventions that are being funded to support employment among Syrian refugees and host communities must be framed within ILO's Decent Work Agenda. Supporting access to decent work is ILO's key differentiator amongst other development actors providing employment or income generating opportunities.

For ILO to maintain its leadership role around employment it is important to focus on scalability of its interventions, identify pilot interventions with a high potential for success and share these experiences with others. For instance, EIIP could be shared with others agencies as a good model to generate much needed employment for Syrians and Jordanians.

The mandate of ILO enables it to play an important role in the nexus between humanitarian and development assistance. Especially in a protracted crisis, resilience focused interventions such as those implemented by ILO supporting Syrian refugees and host communities, are crucial in

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<sup>1</sup> Reference is made to monitoring and evaluation in the outline of the Programme of Support, p.26.

supporting human dignity, enabling refugees to be self-sufficient, and addressing protection concerns.<sup>2</sup>

## Lessons learned and emerging good practices

### Lessons learned

#### ➤ **Linking policy engagement with community level interventions**

Complement policy engagement with concrete community level interventions. Working at both levels is a strength of ILO. The community level interventions allow ILO to develop and advocate for evidence-based policy changes at national or local government level.

During interviews stakeholders expressed mixed opinions on whether ILO should be involved with community level interventions. Reviewing feedback received from different kinds of stakeholders (government, UN agencies, NGOs, beneficiaries) revealed that it is important for ILO to be seen on the ground to i) have credibility among development and humanitarian actors and ii) engage on broader policy issues based on concrete experiences.

The Syrian refugee crisis in Jordan is a sensitive issue in the Jordanian political and economic context. In situations like these development and humanitarian actors often shy away from engaging with the host government on refugee conditions. ILO in Jordan has demonstrated that when the appropriate entry point is chosen and a step-by-step approach is applied, then there is an opportunity to work with the government on bringing positive change (albeit slow). The close and continued engagement with the MoL was critical. It was evident from feedback received from the MoL that the ministry sees ILO as a trusted and reliable partner.

### Emerging good practices

#### ➤ **The RITE demonstration project**

The RITE project proved that the model of generating job opportunities through employment intensive infrastructure projects was feasible in Jordan.

Those interviewed stressed the differences between the EIIP and the standard job creations project, explaining that workers are employed on infrastructure projects which ultimately benefit the communities (e.g. rural roads, rehabilitation of community infrastructure such as school buildings).

During the pilot phase the project did not achieve results in hiring Syrian and Jordanian workers since the emphasis was on assessing whether the approach of employment intensive infrastructure projects would work in the Jordanian context.

This pilot project is further developed as an example of a good practice in Annex 2.

#### ➤ **Work permits for Syrian labourers through Jordanian cooperatives**

ILO designed and implemented innovative approaches that allowed refugees to access work permits. The most successful intervention was the model unlinking the work permit application from specific employers in the agricultural sector and allowing cooperatives to apply for Syrian refugee work permits.

This strategy has enabled cooperatives to act as the “employers” or “mediators” in the work permit process and has resulted in a total number 12,396 work permit applications submitted through cooperatives at the end of February 2017.

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<sup>2</sup> <https://www.oecd.org/dac/peer-reviews/12lessons.pdf>



## Recommendations

- 1 ***Access to Decent Work and Social Protection:*** Because of ILO's core mandate programmes should integrate a Decent Work Agenda and document progress and challenges in achieving decent work for target groups. ILO should explore ways in which to advocate for social protection for Syrian refugee workers. Social protection is a measure for which ILO should advocate across its programmes.
- 2 ***ILO's comparative advantage:*** Be clear on what ILO's comparative advantage is compared with other development actors in the country. ILO has a strong core mandate and technical capacity which makes it stand out from other development actors. Donors look for ILO's Better and Decent Work Agenda support.
- 3 ***Assessment of institutional strengthening and advocacy at the Government level:*** While this is considered a current strength, ILO should identify ways to monitor and report on progress made.
- 4 ***Programme design, monitoring, evaluation and reporting:*** Programme design documents, systematic monitoring, progress and final reports, and work plans should be prepared to allow for identification of issues that require immediate attention, results-based reporting and final evaluation. This is the case for donor funded programmes and equal standards should be applied to RBSA funded interventions. An M&E framework should be developed providing performance indicators for the outcomes and outputs. This framework should be updated annually as part of the work review and planning under the Programme of Support.
- 5 ***Project management structure:*** Implementation should be supported by clear management and communication structures, and sufficient staffing to cover the needs of quality implementation on the ground. Processes between ILO Jordan office and ILO ROAS should be strengthened to facilitate smooth implementation.
- 6 ***Demonstration projects and pilot interventions:*** Innovative interventions should be further explored but should be strengthened by a concept design, systematic monitoring, documentation of lessons and systematic sharing with other actors.
- 7 ***Mainstreaming gender issues:*** While it is recognised that gender equality is a cross-cutting issue, development of future strategies or projects should show systematic inclusion of gender concerns in planning, priority settings, outcomes and outputs.
- 8 ***Identify and operationalize linkages between ILO programmes:*** ILO has attracted funding from different donor sources and should ensure that programmes are not implemented in a siloed manner, but also identify how programmes can benefit and support one another.
- 9 ***Make use of synergies and complementary programmes/projects:*** An increased number of development actors are becoming involved with livelihoods and employment in Jordan (NGOs and UN agencies: CARE, Mercy Corps, UNHCR, UN Women). ILO should engage with these actors to identify synergies and provide support where needed. This will allow ILO to maintain its leading role in this sector.
- 10 ***Development and humanitarian nexus:*** ILO is engaged in both humanitarian and development work in Jordan, with humanitarian action a more recent area of intervention. Resilience focus under humanitarian action ILO's experience should be documented, with good practices and lessons learned shared with other offices.

# 1 Introduction

## 1.1 Project background

The project was implemented in five consecutive phases, commencing in August 2013 and completed in December 2016, allocating RBSA funding of USD 1.76 million. The project was supported by a three-pronged strategy developed in the 2013 Concept Note:

- To strengthen the knowledge base on the impact of Syrian refugees on the labour market, with a specific focus on the host communities;
- To strengthen institutional capacity and coordination to combat unacceptable forms of work (including child labour and forced labour);
- To enhance access to employment opportunities and livelihoods in host communities.

ILO's response has focused on three tracks:

- Building the resilience of host communities in order to facilitate access to employment livelihood opportunities, including through cooperatives;
- Strengthening institutional capacity and coordination mechanisms at local, regional, and national levels to combat unacceptable forms of work (with a focus on child labour);
- Supporting policy development to ensure an employment-rich national response, embedded in the principles of decent work.

According to UNHCR there are currently over 655,000 registered Syrian refugees in Jordan. Approximately 80% live outside camps, while more than 140,000 live in the camps of Za'atari and Azraq.<sup>3</sup>

The Jordanian governorates of Amman, Irbid, and Mafraq host nearly 70% of all Syrian refugees in Jordan.

The focus of ILO's work in Mafraq and Irbid governorates, reaching out to the rural areas away from Amman, was therefore the right choice. The presence of the Syrian refugees in both governorates has put pressure on the labour market and concerns exist about the effects on available job opportunities, wage levels, working conditions, access to work, etc.

The management structure for implementation was by ILO Jordan office, with technical backstopping provided by the ROAS located in Beirut. The project manager in charge of the project was ILO's Refugee Response Coordinator based in Jordan, supported by a local team of ILO staff members and national staff members recruited on short-term contracts.

RBSA funding was characterized by a wide variety of interventions, from research to direct implementation, allowing ILO to explore collaboration with various organisations.

Therefore, project implementation relied on collaboration with several national and local government institutions including; the Ministry of Interior, Ministry of Labour (MoL) in Amman, MoL directorates in Mafraq and Irbid, National Institute for Statistics, MoA, Local Economic Development Committees in Mafraq and Irbid, national institutions including the National Employment and Training (NET) company and the Centre for Accreditation and Quality Assurance (CAQA). At the community level, project interventions were implemented through engagement with private sector actors (cooperatives

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<sup>3</sup> <http://www.unhcr.org/uk/syria-emergency.html>

in the agricultural sector, employers in the construction sector and private sector companies providing training or employment).

The project worked with international agencies including FAFO on labour market research, UNICEF on child labour, UNHCR on livelihood support and FAO on agricultural interventions.

## 1.2 Evaluation background

### Purpose of the evaluation as explained in the TORs (see Annex 1):

- A. Provide lessons learnt and recommendations to support ILO's strategy on and initiatives for the Syria Crisis Response based on the assessment of the key success factors, best practices and constraints faced by the project;
- B. Assess preliminary impact and sustainability of projects and activities undertaken and evidence of pathways towards longer term impact.

The TORs highlighted that ILO expected the evaluation to be centred on learning and to be forward-looking, with a focus on:

- Identifying and presenting: lessons learned, emerging good practices, expected impact and sustainability, presenting evidence and results-based findings, obtaining stakeholders' perceptions, and presenting recommendations for future programming.
- RBM practices: assess the performance of the project against the OECD criteria, be gender disaggregated in data collection and presentation, and utilize ILO's guidance notes and checklists developed by ILO's evaluation unit.

Timing: The evaluation process commenced February 2016 with a desk review, followed by the in-country mission in Jordan from 26 February to 13 March 2017, and a debriefing at ILO's ROAS on the 16 March 2017.

### The Evaluation Methodology included the following data collection methods:

- Document review: Prior to the start of the in-country mission, a desk review of key project-related documents was undertaken. (See Annex 2).
- An Inception meeting with ILO Jordan took place at the beginning of the evaluation for in-depth discussion about the project (strategy, results, impact, sustainability, risks, gender). Follow-up discussions with ILO Chief Technical Advisor and the Regional M&E Officer took place at regular intervals.
- Focus group discussions (FGDs) and key informant interviews (one-to-one meetings) were the main means used in the evaluation to obtain qualitative data and seek stakeholders' feedback. The analysis of qualitative data provides meaning to the quantitative data. The data gathered were cross-checked with the project documentation provided.
- Key informant interviews and FGDs were semi-structured and allowed the evaluator to tap into the knowledge and learning of those most closely linked to the project. Questionnaires more specific to the KIIs and FGDs were developed prior to the individual meetings. All interviews were conducted on the basis that no statements would be attributed to the interviewees that would allow them in any way to be identified as the source.
- Field visits took place to pilot project sites and meetings with refugees and host communities, private sector partners, and local government. Field visits took place to Mafraq, Irbid, and the Jordan Valley.

- The evaluation applied triangulation to improve the quality of information used to support the findings. This cross-checking allowed the evaluator to build up an accurate picture of the information.

**The evaluation mission approach included the following main evaluation activities:**

- Interviews and meetings with ILO programme staff based in Jordan, the regional programme unit (RPU) in Lebanon and ILO staff based in Geneva (full list of those interviewed: Annex 6);
- Key informant interviews with GoJ departments including MoL, MoA, Ministry of Planning and International Cooperation (MOPIC), and LED units at the governorate level (Mafraq, Irbid);
- Six FGDs (a total of 57 participants):
  - Syrian refugees (M/F) applying for an agricultural work permit;
  - Syrian refugee women with/without work permit;
  - Syrian refugee and Jordanian women on access to employment for women;
  - Syrian refugee workers in the agricultural sector;
  - Syrian refugee workers in the construction sector, and
  - employers in the services sector;
- Meetings with representatives of five cooperatives that facilitate work permits in the agricultural sector for Syrian workers, and
- Meetings with donors, UN agencies and civil society including UKAID-DFID, Germany, USAID, UNHCR, UNDP, UN Women, the Danish Refugee Council (DRC), and the World Bank.

## Evaluation Questions

The evaluation questions have been set according to the OECD DAC Criteria. Each evaluation question is found under its relevant section of the evaluation findings.

### 1.3 Limitations of the evaluation

Project documents that were available within the project did not allow for a good understanding of the results achieved, how the programme itself evolved, whether the programme as a whole, or its different phases separately, was supported by a M&E Framework, whether performance indicators were in place and regular progress reports submitted, how progress against targets was tracked, and whether the programme developed a gender mainstreaming and sustainability strategy.

## 2 Main findings

### 2.1 Relevance and strategic fit

*How is the project's strategy contributing to the national priorities/development plans of the Government of Jordan (GoJ)? To what extent does the project fit into the Jordan Response Plan and the Regional Refugee and Resilience Plan (3RP)? Does the project respond to the real needs of the ILO constituents (Ministry of Labour and workers' and employers' organisations)? To what extent do project objectives and activities fall under the framework of the Decent Work Country Programme in Jordan? To what extent did the project address priority needs for Syrian refugees accessing the Jordanian labour market and seeking employment and livelihood opportunities?*

The key component of ILO's response to the Syrian refugee crisis is to facilitate access to the labour market and enhance employment opportunities and livelihoods in underprivileged host communities.

ILO works with Syrian refugees and economically vulnerable Jordanians and also directly supports efforts by the GoJ to improve access to the formal labour market by Syrian refugees and members of the host community.

RBSA funded interventions were designed and implemented at a time when Jordan was facing a protracted refugee crisis and was suffering from disruptions to exports and trade, closed trading borders, weak economic growth, and high unemployment among both Jordanians and the refugee population.

The RBSA funded interventions were in direct support of the GoJ's Compact, which was presented at the London Conference in February 2016, of *Supporting Syria and the Region*. RBSA directly supported the 3RP and the Jordan Response Plan (JRP) to the Syria Crisis, both of which call for collective action to provide better economic, financial, and job opportunities for Syrian refugees and vulnerable Jordanians.

More specifically, ILO's focus on employment opportunities and supporting refugees and host communities to access the formal labour is in line with the 3RP and the recommendations included in the 2015 JRP, highlighting *"(...) that current life-saving humanitarian funding and programming are neither sustainable nor sufficient, and should be complemented by a more development-oriented approach to build national resilience and sustain the level and quality of services provided."*<sup>4</sup>

RBSA activities supported the capacity of the MoL to deal with the influx of large numbers of refugee workers impacting labour market dynamics and potentially impacting social cohesion in Jordan. ILO's support to the MoL was provided at both the national and local levels through labour market and child labour assessments, training of labour inspectors, and direct support provided by ILO's refugee response coordinator within the MoL. More importantly, ILO's interventions directly support the MoL's efforts to formalize the presence of refugee workers in the labour market through its support of the work permit process.

Less evident is how the RBSA funded interventions supported workers' and employers' organisations. As a tri-partite organisation, ILO engages with these organisations under its Decent Work Country Programme (DWCP). There was limited direct engagement under the RBSA funded interventions. However, after receipt of additional funding (e.g. from FCO) this was strengthened in areas where ILO worked with workers' organisations to provide training on Jordanian labour laws to refugee workers. Engagement with employers' organisations focused on working conditions and explore possibilities for the private sector to take steps to formalize the presence of refugee workers in the labour market.

RBSA funded interventions supported the implementation of ILO's Jordan Decent Work Country Programme (DWCP) through their focus on enhanced employment opportunities as a response to the Syrian crisis. This programme provided work permits in specified sectors in line with Jordanian labour regulations and created employment opportunities for both host communities and Syrian refugees.<sup>5</sup> However, while there is a link with the DWCP objectives around enhanced employment opportunities, there was less emphasis on the promotion of better working conditions and equal rights at work.

The scope of the Syrian refugee crisis is beyond the capacity of the international development community to meet all the needs of those impacted by the crisis. There is increased debate within the aid community about whether opportunities exist to address a protracted crisis with a long-term

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<sup>4</sup> Jordan Response Plan for the Syria Crisis, p.3.

<sup>5</sup> [http://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/genericdocument/wcms\\_456471.pdf](http://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/genericdocument/wcms_456471.pdf)

vision in mind. A more sustainable solution to the Syrian refugee crisis is to generate jobs for refugees through focusing on initiatives which generate economic development that is of equal benefit to host communities.

ILO is contributing to this solution with its mandate to enhance economic and working conditions for workers and creating greater opportunities for women and men to decent employment and income. ILO's expertise and experience gives it a comparative advantage among the UN agencies and NGOs working to provide humanitarian and development assistance to refugees, and places it in a unique position to work with aid organisations and government institutions on the nexus between humanitarian and development assistance.

## 2.2 Validity of the design

*Was the project as a whole and/or its different phases supported by a clear, well-articulated design document? Were the different phases supported by a results framework (including performance indicators) and M&E, gender, and exit strategies? Were subsequent interventions designed in support of the project strategy gender-sensitive with a focus on providing tangible and well-identified results for the beneficiaries?*

Concept Note (2013): Action to eliminate unacceptable forms of work among Syrian refugees in Jordan: In 2013 ILO developed a concept note to guide its effort to address unacceptable work amongst Syrian refugees in Jordan through implementing a three-pronged strategy which:

1. *strengthened the knowledge base regarding the impact of Syrian refugees on the labour market with a specific focus on the host communities;*
2. *strengthened institutional capacity and coordination to combat unacceptable forms of work (including child labour and forced labour), and*
3. *enhanced access to employment opportunities and livelihoods in host communities.*

Syrian workers were competing with Jordanian workers for low-wage jobs in areas affected economically by the Syrian crisis and were found to be:

- working under exploitative conditions;
- working in the informal sector;
- working without employment contracts, and
- not receiving social protection including the minimum wage.

There was also limited capacity within GoJ institutions to deal with the magnitude of the Syrian refugee crisis and its impact on the Jordanian economy, labour market, and society.

ILO's strategy focused on three aspects:

- i) supporting evidence-based policy development to ensure an employment-rich national response;
- ii) combating the increasing incidence of child labour, and
- iii) enhancing access to employment opportunities and livelihoods for crisis-affected communities.

The strategy was based on the following underlying rationale, assumptions, or Theory of Change:

- If the effects of the Syrian workers on the labour market and the drivers of forced labour and child labour were better understood, then more effective interventions could be designed. The lack of knowledge and quality research was found to have a negative impact on the design of effective interventions by the GoJ or aid agencies;
- If the capacity of GoJ institutions was strengthened, e.g. the MoL and Labour inspectorate, then labour legislation would be better enforced. Through strong coordination with employers' and

workers' organisations, and complemented by wide awareness raising campaigns, it is assumed that violations of labour law, forced labour, and child labour would be reduced.

- If critical employment interventions were designed, or ILO were to provide technical support for local economic development plans, then the livelihoods of both Syrian workers and host communities would be strengthened.

The 2013 Concept Note had a strong emphasis on labour violations, addressing forced labour and child labour. The Concept Note aimed to contribute directly to the following DWCP outcomes:

*Outcome 1.1: An enabling environment for the elimination of residual child labour is created.*

*Outcome 1.2: Working conditions and respect for fundamental principles and rights at work including for migrant workers and vulnerable groups are enhanced through strengthened compliance with international labour standards*

*Outcome 3.1: Employment promotion strategies for young women and men are enhanced*

Absence of a coherent design document: The concept note was neither further developed nor translated into a logframe (or results framework) supported by performance indicators and targets. Because of this, assessing the results of the different interventions funded between August 2013 and December 2016 was challenging.

Results M&E Frameworks and logframes are documents that support programme implementation and results-based monitoring. The changing context and operating environment due to the spill over of the Syrian conflict has resulted in changing priorities but this should not have prevented the proper design and reporting of each phase, nor the monitoring and documenting of lessons and changes in implementation.

Gender sensitive programming: Upon review of the design documents and reports it was found that strategies and design documents could be strengthened around mainstreaming gender equality and developing interventions that specifically support projects focusing on women, taking targeted actions, and addressing gender equality concerns. In its future programming, ILO may want to consider applying the IASC Gender Markers to its design appraisal processes and implementation monitoring.<sup>6</sup>

Five implementation or funding phases: Review of the different interventions under the different phases revealed an underlying, but not documented, logic between Phase 1 and Phase 5. There is a logical change in moving from knowledge and research to identification and implementation of pilot interventions or demonstration projects between Phases 1 and 5. However, some interventions supported in Phases 2, 3, and 4 were less effective, and the reasons for their selection is not evident (including the value chain analysis for the Tomato and Olive Sector).

Phase 1 (August – December 2013); RB funded: This phase focused on strengthening the knowledge base of the impact of the Syrian refugees on the Jordanian labour market. An absence of quality research and knowledge documents at the beginning of the Syrian crisis was identified by many stakeholders as an obstacle to prioritising and designing effective interventions.

From a project design perspective, Phase 1 was designed more coherently with objectives, outputs, and activities being well-defined. Achievement of outputs could be measured and the identified Immediate Objectives illustrated positive changes to which the programme contributed to, i.e.:

1. Strengthening the knowledge base regarding the impact of Syrian refugees on the labour market with a specific focus on the host communities;

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<sup>6</sup> <https://interagencystandingcommittee.org/geneva-iasc-events/documents/iasc-gender-marker-fact-sheet>

2. Strengthening institutional capacity and coordination to combat unacceptable forms of work (including child labour and forced labour);
3. Enhancing access to employment opportunities and livelihoods in host communities, and
4. Operational costs (Note: this is not an objective).

Phase 2 (January – December 2014): This phase targeted the value chain analysis and marketing strategy for the Tomato and Olive Sector and public/private sector dialogue to improve the business environment.

It could be assumed that the Immediate Objectives of Phase 1 were carried over into Phase 2. However, in the description of Phase 2, and in the reporting, only the outputs remained.

Phases 3 and 4 (December 2014 – May 2015; May 2015 – March 2016): With Phase 4 reported as an extension to Phase 3, these phases focused on policy dialogue through round-table discussions and thematic workshops, and support to the development of local economic development plans for Mafraq and Irbid.

Three milestones were included:

- 1) Policy dialogue and development contributes to the identification of labour market solutions that support resilience of host communities and refugees;
- 2) Capacities of local stakeholders in Mafraq and Irbid developed to implement strategies for accelerating job-rich growth;
- 3) Demonstration projects implemented to improve value chain and support the creation of employment opportunities in host communities, particularly for youth and women.

Note 1: In December 2015 ILO updated its RBSA guidance on programming process, allocation criteria and appraisal mechanisms.

Note 2: The third milestone focused on implementing Farmer Field Schools in coordination with FAO and quick win labour intensive projects.

The main challenge with the outline for Phases 3 and 4 is the description of the outputs. In many instances the outputs are a mixture of outputs and activities and not a description of concrete results to be delivered.

Phase 5 (April – December 2016): This phase was supported by a better design and focused on:

- developing demonstration projects that could be implemented as direct support mechanisms to access to the labour market for Syrian refugee workers and host communities, and
- supporting the MoL directorates with guidelines on labour access for Syrian refugees.

The fifth phase included three milestones:

- 1) *Strengthened capacity of one stop agency to undertake advocacy work for improved regulatory environment and for providing job matching and recruitment services for temporary jobs in targeted sectors;*
- 2) *Joint ventures established between host community members and Syrian refugees in Mafraq and Irbid;*
- 3) *Selected interventions in the local action plan to improve the business environment.*

The project interventions supported with RBSA funds moved from research, policy development, business environment surveys. Value chain assessments in Phases 1 and 2 developed through to direct implementation under Phase 4 and included work permit applications, skills training, joint business ventures, and training on occupational health and safety. The interventions funded under Phase 5 where mainly those carried forward under the FCO funded proposal.



The interventions funded under Phases 2, 3 and 4 were revealed to be somewhat scattered and sometimes missing direction of focus. This started to change during Phase 4 with the pilot project 'Employment-Intensive Infrastructure Programme' which established the grounds for future donor funding.

During the initial phases the focus was on the value chain analysis, local economic development plans, and farmer field schools. Many of those, based on the in-country consultations, were not operationalised or were not sufficiently utilised by the stakeholders. Concerns raised around intervention implementation during the initial phases were caused by the pressure on ILO staff and other actors in the country to provide support to the GoJ to deal with the refugee crisis. However, it is fair to state that through trial and error, ILO found its niche area in the refugee response, but a more systematic approach to learning (and following through on interventions) may have made the process more effective.

Each phase was developed differently without consistency in the use of outcome and output descriptions. Because there was no proper assessment of each phase it is unclear why the descriptions of the different phases evolved as they did. ILO's internal IRIS project management system is not geared to support projects with an 'evolving' nature (like those supported with the RBSA funds) and with the additional lack of joint definition of what is covered under outputs, outcomes, and milestones it is difficult to develop performance indicators at each of these levels.

From a project management perspective, the main concerns with the five phases are:

- no Theory of Change or a results framework which bring the five phases together;
- an absence of performance indicators and baseline data to support monitoring of results and reporting;
- no results-based reporting of each phase providing a description of the results, lessons learned, and how the next phase was designed.

Based on the evidence gathered from the project documentation and the in-country consultations, the outline of Phase 1 and the Concept Note (2013) should have remained for the period 2013 - 2016. This should have been supported by a results-based M&E Framework, an annual work plan. With adjustments made to the logframe and M&E Framework based on lessons and results achieved, a results and lessons learned audit trail would have been achieved for the programme that was not overly bureaucratic or cumbersome.

In December 2015 new guidance on RBSA programming processes, allocation criteria, and appraisal mechanisms was approved. Guidance includes reference to results focused proposals that address gender equality, non-discrimination, international labour standards, and social dialogue. The guidance gives direction for the design of the proposals and submissions which should also be complemented by reference to the ILO documents focused on M&E. The template for the RBSA submission has a results focus but could be further strengthened by developing a brief results framework (including performance indicators and baseline where available), M&E approach, and progress reporting requirements. It would be ideal if RBSA proposals could be reviewed by M&E staff to ensure that M&E is well integrated. The design of a project is the first step as part of the M&E cycle; a weak design will lead to weak results-based management and M&E. Improved design and M&E will also contribute to stronger reporting to donors. The RBSA reporting template should also be strengthened through a stronger focus on results reporting and lessons learning.

While flexibility in programming is necessary and should be maintained in sometimes quickly changing operating environments, it should not negate proper reporting and lessons learning from different interventions. This could result in reduced quality of interventions and an adverse impact on programme sustainability and ownership.

The same attention to quality in implementation, results monitoring, evaluation, and tracking of progress should be given to RBSA funded projects as to bilateral funded donor projects. Ultimately, quality of implementation and results reporting is not about fulfilling donor requirements but about ensuring the best results are delivered to the end beneficiaries, in this case Syrian and Jordanian workers and host communities.

## 2.3 Effectiveness

*Has the project achieved its planned objectives in a timely manner? Provide an analysis by outcome (milestone) and output. What have been the results of the project at the level of outcome statements? Are the project partners using the outputs? With what results? Have project outputs been transformed by the project partners into outcomes? What were the results of the RITE pilot project? What alternative strategies would have been more effective in achieving the project's objectives? How did outputs and outcomes contribute to ILO's mainstreamed strategies (gender, social dialogue, poverty reduction, and labour standards)?*

As part of the wider UN response to the Syrian refugee crisis in Jordan, the ILO initiated a series of pilot projects in 2013, working closely with local stakeholders in Mafraq and Irbid to support enhanced access to employment in host communities.

The evaluation faced challenges in assessing the outcomes achieved because of the absence of outcome statements, outputs, performance indicators, and baseline data guiding the implementation of the programme during the five phases. This also meant that monitoring reports available assessing the projects results against performance indicators were unavailable.

These factors contributed to the difficulty of the evaluation, especially for interventions where the outcome is more policy, capacity, or advocacy oriented. Hence, it was difficult to establish evidence that the capacity building, institutional strengthening, policy and research work around the labour market, child labour, forced labour, and other exploitative conditions had delivered positives impact for refugees and host communities, and had delivered change in policy and practice within government, partner organisations, and other stakeholders.

### Overview of the results achieved:

➤ **Policy engagement and advocacy:** RBSA funding has allowed ILO to position itself early on as a key interlocutor around labour rights access to the labour market for Syrian refugee workers. One of the strengths of ILO's programme is its advocacy of supporting strengthening of labour rights for Syrian refugee workers and greater formalisation of the agricultural and construction sectors to ensure decent working conditions for both Syrian and Jordanian workers in the longer term. ILO Jordan, through its Crisis Response Coordinator, is recognised for its advocacy work by many interlocutors within government and the international development community. The placement of ILO's Crisis Response Coordinator within the MoL has enabled a respectful relationship to develop between ILO and MoL, and has allowed ILO the unique position of interacting with MoL interlocutors on policy issues on a regular basis. For many within the aid community, ILO is viewed as being the key resource on labour issues affecting Syrian refugee workers. Through its advocacy for Syrian refugee workers and host communities, complemented by strong donor interaction, ILO was able to attract interest from bilateral donors for its interventions.

ILO is engaged in consultation processes on the development of key policy documents including:

- Jordan Response Plan 2016-2018;
- National Development Strategy Document 'Jordan 2025';
- National Employment Strategy 2011-2020;

- National Poverty Strategy, and
- Jordan Poverty Reduction Strategy 2013-2020.

➤ **Impact of Syrian refugees on the Jordanian labour market, ILO and Fafo:** In 2013 ILO's initial focus was to respond to the lack of a knowledge base on Syrian refugees in the labour market. In collaboration with the Norwegian Fafo Institute for Applied International Studies, research was conducted in 2015 on the impact of Syrian refugees on the Jordanian labour market.<sup>7</sup> The aim of the research was to provide evidence-based policy recommendations to address challenges facing refugees and host communities in their search for work and livelihoods.

Of the research conducted, the ILO-Fafo joint research stands out and was acknowledged by several stakeholders interviewed in-country for its quality and for being the starting point for several organisations in developing their interventions.

FAFO-ILO joint research findings contributed to ILO's planning of interventions:

Low skilled and youth unemployment: Syrian workers have considerably lower education than Jordanians. 60% of the Syrian refugees above the age of 15 have not completed basic schooling and only about 15% have completed secondary education, compared with 42% of Jordanians in the same age range. The demographic and educational profile of the refugee population poses several challenges. Similarly, unemployment among the Jordanian population is the highest among those with low educational backgrounds and among youth between 18 and 24, especially in the rural areas.

*Observation: Employment generation programmes need to focus on providing opportunities in the labour market for low skilled Syrian refugee workers and Jordanian workers. Refugees are concentrated in areas where there are few economic opportunities. Targeting Syrian refugees only would have a negative impact on the social cohesion in these communities.*

- Competing in the same sectors: Approximately 30% of Jordanian workers who were employed in the construction and agriculture sectors prior to the crisis in Syria no longer work in these industries today. The share of total Jordanian male workers employed in the construction industry has decreased from 9 to 7% from March 2011 to March 2014, of which the main decrease is seen in the age group 15 - 25. At the same time, the share of total Syrian refugee workers in the construction industry has increased substantially, suggesting that perhaps Jordanians might have been pushed out of this industry by Syrians to some extent.

*Observation: Employment generation programmes need to focus on providing opportunities in the labour market for low skilled workers. ILO's pilot project focusing on employment intensive infrastructure development, aiming to provide employment opportunities for both Jordanian and Syrian workers, was a good response.*

- Child labour: There is a low enrolment rate of Syrian children in basic schools. The enrolment rate for Syrian children starts declining from the age of 11 and by the age of 15 less than 40% of Syrian children are enrolled in school. Economic activity undertaken by children is substantially more prevalent among Syrian children living outside of camps than among Jordanian children. Strengthening the national framework of child labour to include Syrian children can help to implement a comprehensive and integrated policy on the labour market.

*Observation: ILO should continue following up on its RBSA interventions which focused on actions to address child labour among Syrian refugee children. A focus on child labour*

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<sup>7</sup> Impact of Syrian refugees on the Jordanian labour market, FAFO, ILO, 2015.

*should remain solidly as part of ILO's Syrian refugee response.*

- **Women's participation in the labour market:** The unemployment rate of Syrian women before they became refugees in Jordan was about 28%, while the present unemployment rate for Syrian women living outside camps is 88%. This means that relatively few Syrian women are engaged in paid work in Jordan at present.

*Observation: ILO needs to strengthen its targeting of opportunities to access the labour market and find suitable income generating opportunities for Syrian and Jordanian women. While this was highlighted as a priority during the RBSA funding period it neither produced significant nor did it result in good practices that could be replicated.*

- **Informal sector:** Refugee status of Syrians does not include the right to work in Jordan, therefore many Syrian workers seek work in the informal economy and outside the bounds of Jordanian labour law. The implications of this are an expanding informal employment sector characterized by low and declining wages, longer working days, poor working conditions, and a poor regulatory environment including the lack of proper work contracts.

*Observation: A main finding of the FAFO-ILO study is that Syrians are willing to accept lower wages and harsher working conditions than Jordanians. The impact of this is not just crowding out Jordanians from employment opportunities but also an increased 'informalization' of the Jordanian labour market, making compliance with labour standards a serious threat for all workers. Deteriorating labour standards also put more strain on Jordanian authorities in terms of their ability to enforce existing labour laws such as compliance with the minimum wage. ILO's Decent Work Agenda is of critical importance and should provide the framework for its work supporting Syrian refugees. The importance of ILO's work on supporting MoL's efforts in regularizing the labour market and supporting capacity building of the labour inspectorate to enforce labour laws should not be underestimated.*

- **Value chain analysis and market study:** In 2013 and 2014 ILO implemented a value chain analysis, market study and marketing strategy for the Tomato Sector in Mafraq and the Olive Sector in Irbid.

ILO's strategy (as mentioned in both value chain reports) during the period 2013-2014 was to address constraints and create better livelihoods for women and men, and support enterprises affected by the refugee crisis. ILO aims to do so through four intervention areas:

- value chain development in selected sectors in Irbid and Mafraq to stimulate job creation and enterprise growth;
- enabling business environment improvements, including addressing labour market challenges, through public-private sector dialogue;
- developing effective employment services and improving employability, and
- local capacity building to support business start-up and expansion.<sup>8</sup>

The value chain analysis intended to apply the participatory value chain development methodology, one of ILO's main tools for employment creation based on its manual 'Value Chain Development for Decent Work – A Guide for Development Practitioners, Government and Private Sector Initiatives' (2009).

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<sup>8</sup> Value Chain Analysis for the Tomato Sector in Mafraq, ILO, p.5.

Upon review of the value chain analysis and marketing strategy for both sectors, and in-country consultations, the following observations can be made:

- The research does not sufficiently integrate ILO's value chain methodology which aims to integrate issues of decent work and good labour conditions in the value chain analysis, assess how job creation and business growth can be stimulated, and successfully blend disadvantaged groups (e.g. women) into markets and value chains. If ILO's methodology is not sufficiently integrated then there is no advantage to ILO undertaking a value chain analysis. The integration of ILO's expertise or core mandate would make a value chain analysis stand out as compared with one undertaken by FAO;
- Analysis of how to utilize the potential of these sectors for employment generation and skills development requirements was insufficient. Similarly, how youth and other groups engage, and the inhibitors to engagement, in those sectors along with the potential areas that do attract youth was insufficiently analysed.
- To what extent the selection of the sectors and the scope of the studies were discussed and coordinated with FAO, the MoA, or the MoL, was not evident from the available project documentation;
- Based on the in-country conversations with MoA directorate in Irbid and Mafrqa, it was evident that the value chain analysis and marketing strategies were not used to support the development of both sectors.

ILO's focus on the agricultural sector was the right choice because, despite its small contribution to the GDP, it has potential for growth and has an important role in political stability, food security, and providing job opportunities.

Based on the possibility of growth within the agricultural sector and the presence of large numbers of refugees in Irbid and Mafrqa, the decision to investigate opportunities for growth, employment and business development was sound. However, implementing the research and follow-up on the recommendations fell short. This was most likely due to the value chain analysis and marketing strategy not being part of a broader strategic framework for the agricultural sector that was being implemented.

- **Local economic development plans:** RBSA resources facilitated the establishment of local economic development committees (LDCs) which were important in creating a local body that could lead consultations on local development including employment creation strategies. Capacity building was provided to the LDCs to develop their own LED plans. The goal was that these local plans would be supported and owned by stakeholders including private sector or development agencies.

Unfortunately, the governorates were unable to attract interest to implement recommendations included in the development plans. In future, consideration should be given to providing further follow up and capacity support to the governorates on how to engage other stakeholders successfully in the implementation of their plans.

- **Employment Intensive Infrastructure Projects:** No projects using the EIIP approach were implemented previously in the Middle East. Jordan was a new country for testing the EIIP approach.

Activities with the Rural Infrastructure, Training, and Employment (RITE) project commenced in May 2015, financed through RBSA funding. The RITE experience demonstrated the viability of engaging small contractors to use the EIIP approach to infrastructure improvement. The project

showcased EIIP approaches in two governorates, Irbid and Mafrqa, and resulted in acceptance by local contractors and the Department of Public Works of the validity of this approach in the Jordan environment. The project established good working relationships between the ILO and both the Department of Public Works and Department of Agriculture. This provided a good basis for further cooperation in the development of the larger scale project, funded by the KfW which started in mid-2016. The programme aims to improve the living conditions of Syrian refugees and Jordanians through improved rural infrastructure using employment intensive approaches and increased employability and access to the labour market.

ILO's EIIP pilot project focused on employment intensive infrastructure development was a well targeted intervention, responding to GoJ policy as well as immediate needs on the ground, aiming to provide employment opportunities for both Jordanian and Syrian workers. The implementation of the EIIP pilot project – complemented by an approach to explore donor interest – put ILO firmly on donors' agendas as 'a trusted partner, honest broker, not just focused on raising funds, its advocacy role increased the level of debate'.<sup>9</sup>

Based on the conversations in-country with donor representatives there is a causal link between ILOs interventions (especially the RITE project / EIIP approach) and the additional donor funding ILO attracted in support of its employment intensive interventions. A concrete example of this is the KfW funding. The timing of the RITE project implementation and the development of the EIIP approach coincided with the London Syria Conference of 2016 where the GoJ and donor countries advocated for stronger emphasis on employment and livelihood opportunities and local economic development.

- **Supporting access to work permits for Syrian workers:** Under the RBSA funding ILO sought ways of providing support to Syrian refugee workers to gain the right to work through accessing the labour market in a legal manner. The focus was on testing pilot interventions for Syrian workers to be able to apply for work permits.

Working through cooperatives for the agricultural work permits: The system of making applications for agricultural work permits through cooperatives was an innovative approach developed by ILO in Jordan and accepted by the MoL.

Skills training for Syrian and Jordanian workers in the construction sector: In early 2016 ILO implemented a demonstration project to support skills training for Syrian refugees and Jordanians working in the construction sector. The training courses were implemented in collaboration with the National Employment and Training Company (NET). Construction workers who complete the training will sit an accreditation exam by the Jordan Centre of Accreditation and Quality Assurance (CAQA) to formalize their skills. It was hoped that the skills certificate would be the initial step for Syrian construction workers to access the work permit application process.

Both models gave ILO the opportunity to receive further funding from the UK and expand its programme through FCO funding received in August 2016.

- **Programme of Support:** The RBSA seed funding allowed for the ILO office in Jordan to implement several demonstration projects, to develop strong relationships with the MoL and key donors in-country, and to engage with refugee and Jordanian workers in the communities. These experiences supported ILO to establish a strong Programme of Support to the Jordan Compact covering the period 2017 - 2021. The three strategic pillars included in the Programme of Support provide a strong direction for ILO's future work focusing on labour market governance, improved

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<sup>9</sup> Feedback from donor representatives during the in-country mission.

private sector productivity, and decent work for Syrian refugees and Jordanians. It is evident that the selection of these three strategic pillars was based on ILO's previous experiences – mainly those funded through RBSA. The approach of using RBSA funding for demonstration projects facilitated ILO in attracting donor funding for larger scale interventions, including funding received from the UK Foreign Commonwealth Office (FCO), the German Government through its KfW, and the Norwegian Embassy.

## 2.4 Efficiency of resource use

*Do the results justify the time, financial, and human resources invested in the project? Was the level of funding sufficient? Does the project represent Value for Money? Have project funds activities been delivered in a timely manner? Did the project work efficiently with other development actors to complement interventions and maximize resources?*

**Funding allocation:** In the project design there is a balance between funding for 1) staffing, consultants and management costs, and 2) allocation of budget lines for direct deliverables in target communities. It would be good practice for ILO to regularly check whether this division remains at the same level throughout the implementation. This would allow ILO to better assess whether steps need to be taken to safeguard its value for money commitment. It should be noted, however, that during the in-country consultations some stakeholders indicated that research and policy development were not adequately followed up with tangible deliverables to operationalize policy or research recommendations.

**Staffing:** Provision of funding in different tranches over a short period of time impacted staffing stability and there was heavy reliance on subcontracting of services. Very short timeframes for implementation do not support long-term engagement of staff or setting up a programme unit supporting the RBSA funded project portfolio.

In the Programme of Support, it was planned that the coordinator of the ILO Syrian Refugee Crisis Response will provide overall oversight for the programme's implementation (p.25) and will report to the ILO-ROAS Deputy Regional Director. This would strengthen linkages between the various projects funded by different donors under the Programme of Support. The ILO Refugee Response Coordinator's work should then be charged to the different donor budgets.

**Value for Money:** An important question is whether ILO could have achieved the same results with less funding. This is difficult to assess because of the lack of strong results reporting. However, it would be fair to say that:

- results could have been stronger if performance had been more closely monitored;
- certain activities could have been eliminated if there had been more planning and consultation in selection of activities;
- results would have been stronger if ILO had made better use of its own technical expertise available in the region.

But, taking the portfolio of the five phases together, it did introduce ILO on the map in Jordan as an important actor in supporting livelihood and employment opportunities for Syrian refugees and host communities. This is especially so because its interventions on the ground were supported by strong advocacy and policy work at government level and among key donor agencies.

**Working through national institutions:** The approach of working through national institutions versus direct implementation by ILO-engaged staff is an efficient and effective way of working that ensures ownership and sustainability. However, ILO should ensure capacity building to the institutions is provided to perform the interventions.

Working with other actors: There are numerous actors providing assistance to the Syrian refugees but for many of these agencies the focus is on protection, welfare, and short-term assistance, mainly in the camps. ILO is not in a position to coordinate with all those on the ground and should identify the key development agencies with which it has a comparative advantage such as UNHCR (humanitarian-development nexus, employment opportunities), FAO (employment creation in rural economies, selected value chains), and World Bank (decent work agenda in economic support programmes).

It was found that ILO could strengthen its practice around sharing its expertise, knowledge, results and lessons from its interventions more systematically. While ILO's expertise and knowledge is called upon by several key donor agencies and it is participating in several coordinating mechanisms, it was found that various stakeholders would welcome a more systematic sharing of ILO's experiences and expertise.

## 2.5 Impact orientation and sustainability

*Was the project supported by a well-defined and regularly revisited sustainability and exit strategy? Are any interventions at risk of not being sustained? Are results anchored in national institutions and can the local partners maintain them financially at the end of the project? How effectively has the project built national ownership?*

ILO did not develop a sustainability or exit strategy for the different interventions. In the future, it is important that ILO defines a sustainability assessment of the key interventions and ensures that assessments are conducted on a regular basis. For knowledge documents and research ILO should develop a dissemination strategy. For community based interventions a capacity building and financial sustainability strategy should be developed when interventions are implemented through local partners, for policy level activities a strategy that recommendations are incorporated by local and national government institutions. While it was evident during the in-country mission that ILO staff are aware of the need to develop these, the shortcomings are linked to follow exit strategies through until satisfactory conclusion.

Throughout the RBSA funding period ILO has engaged with the key national institutions such as the MoL at both the national and local level. Having ILO's Refugee Response Coordinator being present within MoL on a weekly basis has contributed to the development of a relationship of trust between MoL and ILO. It has also allowed for sustained efforts in engaging with key departments to advocate for change around accessing the labour market by Syrian refugees, strengthening the capacity of the labour inspectorate, and engaging around decent work principles for both Syrian and Jordanian workers. Based on evidence gathered in-country this strategy has contributed to change within the MoL this was most clearly reflected in policy changes vis a vis the Syrian refugee workers in obtaining a work permit more accessible in the agricultural sector.

## 2.6 Effectiveness of management arrangements

*Did the project governance structure facilitate RBM? How effective was the management of the project in achieving the results (participatory, collaboration with GoJ, ILO offices, and other UN agencies, NGOs, media...)? Did the project team receive the necessary and timely technical and management support from other ILO offices? Was there an M&E strategy available? If not, why? Was the programme supported by a gender responsive M&E system?*

The main concern with the RBSA funded phases is that they were not underpinned by a clear programme logic or Theory of Change defining the goal and results which the programme was working towards. Each phase was differently designed, with no consistency between setting of goals, results to be achieved or performance indicators against which to monitor. As a consequence, the



RBSA funding could not be supported by an M&E system. While this situation may – to a certain extent - be linked to the specific set up and ILOs own requirements for the RBSA funding which seem less stringent than bilateral donor requirements – the challenges around RBM could have been identified and addressed earlier.

Implementation of innovative project activities should be supported by a cycle of learning. A good **monitoring and evaluation system** can help measure the success of implemented interventions and provides useful conclusions on what needs to be done further.

Moving forward, having received increased donor support following the RBSA funded research and demonstration projects, ILO will need to strengthen its project implementation supported by ensuring RBM and M&E systems. ILO should operationalize an M&E strategy<sup>10</sup> underpinning its Programme of Support to the Jordan Compact ‘*A resilient labour market to drive inclusive economic growth for all*’. This Programme of Support should function as the strategic framework for ILO’s project-based interventions supporting economic integration and employment opportunities for both Syrian and Jordanian workers.

Jordan ILO office has a large project portfolio with several larger high delivery projects, but its systems are not geared toward quick delivery and emergency responses. Since the completion of the RBSA funding cycle ILO has taken steps to support decentralization to allow for quicker responses. To increase the support to the Jordan office, ILO should consider establishing a unit composed of staff that are currently on board but have the responsibility of following the implementation of the projects that require quick delivery more closely.

## 2.7 Gender mainstreaming

Gender mainstreaming in ILO’s work and ensuring equal access to economic opportunities for both men and women, will require more attention, mainly because of the challenges around integrating women into the labour market. The FAFO research report of 2015 highlighted low employment rates among both Syrian refugee and Jordanian women. Within ILO a purposeful integration of women in its programme interventions will be required. How to integrate women and ensure equal access to opportunities the project proposes will need considering before the start of implementation as part of the planning process.

RBSA funding should have been supported by a realistic operational strategy on how to include and target Syrian refugee and Jordanian women effectively, taking into consideration the different social-economic backgrounds, frequent lack of skills, and bearing the role of main breadwinner and caring for children. Women are often the heads of households and need to support their families. The risk is that if female heads of households cannot work, this exacerbates the child labour phenomenon.

Addressing education for children and the absence of skills or basic literacy among youth who have been in Jordan for several years should be part of a cross-cutting social agenda.

## 3 Tripartite Issues Assessment

It is mentioned in ILO’s Programme of Support that a high-level tripartite dialogue will be maintained through the Tripartite National Committee, which monitors and guides related DWCP activities. During the RBSA funding period it was not evident or reported to what extent tripartite partners were engaged to ensure effective integration of Decent Work principles. ILO is actively engaged around

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<sup>10</sup> Reference is made to monitoring and evaluation in the outline of the Programme of Support, p.26.

decent work in Jordan and should ensure that its efforts and advocacy effectively encompasses its programmes supporting access to the labour market for Syrian workers (p. 25).

Also noted in the Programme of Support is that a dashboard on main milestones of the projects will be provided to the tripartite members monthly to measure progress, and that the committee will meet on a quarterly basis to provide guidance and recommendations to the ILO.

Through its engagement with the Tripartite National Committee, ILO should advocate that Decent Work principles are fully integrated in the activities and policies of the Ministry of Labour when engaging with the Syrian workers.

## 4 International Labour Standards Assessment

ILO's core mandate is supporting access to decent work. What this means in the context of the Syrian refugee crisis and the different sectors in which ILO works requires definition.

With respect to its work with refugees, ILO needs to place greater emphasis on the issue of social protection for workers, which is part of its Decent Work Agenda. Some refugees are reluctant to pay for social protection because they consider their time in Jordan is temporary, and they require immediate assistance to respond to their families' needs. The issue of social protection will require significant collective action.

## 5 Conclusions

The different interventions launched by ILO during this period have positioned ILO in Jordan as a partner trusted by both government and donors. Interventions have attracted donor interest, especially since the London Conference of February 2016, after which donor countries were seeking to facilitate interventions supporting employment and economic integration of Syrian refugees in the host communities.

Overall, the RBSA funding cycle positioned ILO as a key player in Jordan supporting Jordanian and Syrian workers. ILO's experience in responding to the Syrian refugee presence in both Jordan and Lebanon has the potential to serve as a basis for learning and the development of good practice around supporting the economic integration of refugees in a way that serves both the refugee population and host community. To accomplish this ILO must ensure that its interventions integrate decent work principles, are strategic and able to achieve scale and replication by others.

Interventions that are being funded to support employment among Syrian refugees and host communities must be framed within ILO's Decent Work Agenda. Supporting access to decent work is ILO's key differentiator amongst other development actors providing employment or income generating opportunities.

ILO should ensure that its projects in support of Syrian refugees and host communities are better linked with its country strategy for Decent Work. All projects implemented by ILO should reflect its core mandate and make it stand out from the other actors which also implement employment or livelihood projects targeting refugees. Improving this link will cut across the divide between humanitarian short-term assistance and long-term development programmes. Increasingly, humanitarian action focuses on resilience – an area where ILO's mandate and expertise is relevant.

For ILO to maintain its leadership role around employment it is important to focus on scalability of its interventions, identify pilot interventions with a high potential for success and share these experiences with others. For instance, EIIP could be shared with other agencies as a good model to generate much needed employment for Syrians and Jordanians.

The weaknesses which risk undermining the capacity of ILO in Jordan to manage a large volume of projects efficiently and effectively should be addressed through:

- strengthening the administrative and financial capacity in-country;
- systematized ROAS technical backstopping;
- integrated workplans, and
- adequately staffing field teams with well-trained individuals with the skill mix and experience required to manage the projects.

Ideally, the ILO Jordan office would establish a programme unit which provides management and technical support to the full project portfolio.

One of the weaknesses of the RBSA funded phases is that research around child labour was incomplete and has not resulted in the development of a pilot project to address this important issue. There is a need for urgent interventions to address child labour. ILO could develop a demonstration project that would assist others to address and integrate the fight against child labour in an effective manner, combining both policy and direct interventions in the communities most at risk.

The mandate of ILO enables it to play an important role in the nexus between humanitarian and development assistance. Especially in a protracted crisis, resilience focused interventions such as those implemented by ILO supporting Syrian refugees and host communities, are crucial in supporting human dignity, enabling refugees to be self-sufficient, and addressing protection concerns.<sup>11</sup>

## 6 Lessons learned and emerging good practices

*How can ILO ROAS build on the project's achievements? What are some good practices that can be extracted from the Project? How was the practice carried out, what made it good and what were the circumstances in which it took place?*

### 6.1 Lessons learned

The following lessons are drawn from the experience of using RBSA support as seed funding to strengthen ILO's position and capabilities to respond to an emerging crisis, new challenges, or opportunities for which ILO's core mandate allows it to respond. Noticeable is that many of the lessons are linked to strengthening project management practices. The lesson around linking policy engagement and community level interventions (1.1.3) is developed in more detail in Annex 1.

#### ➤ **Linking policy engagement with community level interventions**

Complement policy engagement with concrete community level interventions. Working at both levels is a strength of ILO. The community level interventions allow ILO to develop and advocate for evidence-based policy changes at national or local government level.

During interviews stakeholders expressed mixed opinions on whether ILO should be involved with community level interventions. Reviewing feedback received from different kinds of stakeholders (government, UN agencies, NGOs, beneficiaries) revealed that it is important for ILO to be seen on the ground to i) have credibility among development and humanitarian actors and ii) engage on broader policy issues based on concrete experiences.

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<sup>11</sup> <https://www.oecd.org/dac/peer-reviews/12lessons.pdf>

The Syrian refugee crisis in Jordan is a sensitive issue in the Jordanian political and economic context. In situations like these development and humanitarian actors often shy away from engaging with the host government on refugee conditions. ILO in Jordan has demonstrated that when the appropriate entry point is chosen and a step-by-step approach is applied, then there is an opportunity to work with the government on bringing positive change (albeit slow). The close and continued engagement with the MoL was critical. It was evident from feedback received from the MoL that the ministry sees ILO as a trusted and reliable partner.

## 6.1 Emerging good practices

### ➤ **The Rural Infrastructure, Training and Employment (RITE) demonstration project**

The RITE project proved that the model of generating job opportunities through employment intensive infrastructure projects was feasible in Jordan.

Those interviewed stressed the differences between the EIIP and the standard job creations project, explaining that workers are employed on infrastructure projects which ultimately benefit the communities (e.g. rural roads, rehabilitation of community infrastructure such as school buildings).

During the pilot phase the project did not achieve results in hiring Syrian and Jordanian workers since the emphasis was on assessing whether the approach of employment intensive infrastructure projects would work in the Jordanian context.

This pilot project is further developed as an example of a good practice in Annex 2.

### ➤ **Work permits for Syrian labourers through Jordanian cooperatives**

ILO designed and implemented innovative approaches that allowed refugees to access work permits. The most successful intervention was the model unlinking the work permit application from specific employers in the agricultural sector and allowing cooperatives to apply for Syrian refugee work permits.

This strategy has enabled cooperatives to act as the “employers” or “mediators” in the work permit process and has resulted in a total number 12,396 work permit applications submitted through cooperatives at the end of February 2017.

## 7 Recommendations

- 1 ***Access to Decent Work and Social Protection: Because of ILO’s core mandate programmes should integrate a Decent Work Agenda and document progress and challenges in achieving decent work for target groups. ILO should explore ways in which to advocate for social protection for Syrian refugee workers. Social protection is a measure for which ILO should advocate across its programmes***

*Who: ILO Jordan, ROAS Beirut*

*Action: Review with DWCT areas under humanitarian action to integrate and advocate for decent work*

*Priority level: Medium – awareness is present within ILO for the need to do this – this now needs to be operationalized*

*Timeframe: 3 months*

*Resources: ILO staff resources.*

- 2 ***ILO’s comparative advantage: Be clear on what ILO’s comparative advantage is compared with other development actors in the country. ILO has a strong core mandate and***

**technical capacity which makes it stand out from other development actors. Donors look for ILO's Better and Decent Work Agenda support.**

**Who:** ILO Jordan, ROAS Beirut

**Action:** Advocate for decent work principles under humanitarian action, engage with employers' and workers' organisations

**Priority level:** Medium

**Timeframe:** Ongoing

**Resources:** ILO staff resources

- 3** *Assessment of institutional strengthening and advocacy at the Government level:* **While this is considered a current strength, ILO should identify ways to monitor and report on progress made.**

**Who:** Syria Refugee Response Coordinator, project staff, EVAL

**Action:** Develop a systematic approach to its work within government, developing tools to monitor and assess

**Priority level:** High

**Timeframe:** 3 months

**Resources:** ILO staff and/or consultant.

- 4** *Programme design, monitoring, evaluation, and reporting:* **Programme design documents, systematic monitoring, progress and final reports, and work plans should be prepared to allow for identification of issues that require immediate attention, results-based reporting, and final evaluation. This is the case for donor funded programmes and equal standards should be applied to RBSA funded interventions. An M&E framework should be developed providing performance indicators for the outcomes and outputs. This framework should be updated annually as part of the work review and planning under the Programme of Support.**

**Who:** ILO HQ's Program Department and EVAL

**Action:** Develop guidelines and templates for RBSA funded interventions

**Priority level:** High

**Timeframe:** Immediately

**Resources:** ILO staff and/or consultant.

- 5** *Project management structure:* **Implementation should be supported by clear management and communication structures, and sufficient staffing to cover the needs of quality implementation on the ground. Processes between ILO Jordan office and ILO ROAS should be strengthened to facilitate smooth implementation.**

**Who:** ILO ROAS Programme Unit; ILO Jordan programme staff

**Action:** Start up meeting prior commencement of new interventions

**Priority level:** When new interventions are supported

**Timeframe:** Immediately

**Resources:** ILO JO and ROAS staff.

- 6** *Demonstration projects and pilot interventions:* **Innovative interventions should be further explored but should be strengthened by a concept design, systematic monitoring, documentation of lessons and systematic sharing with other actors.**

**Who:** Syria Refugee Response Coordinator, project staff

- Action:** Develop project management tools, training of staff  
**Priority level:** High  
**Timeframe:** 3 months  
**Resources:** ILO staff.
- 7 ***Mainstreaming gender issues:*** While it is recognised that gender equality is a cross-cutting issue, development of future strategies or projects should show systematic inclusion of gender concerns in planning, priority settings, outcomes and outputs.
- Who:** Syria Refugee Response Coordinator, project staff, ROAS Gender Specialist  
**Action:** Provide capacity building to project staff and government on gender mainstreaming and gender equality  
**Priority level:** Medium  
**Timeframe:** End 2017  
**Resources:** ILO resources and consultants as needed.
- 8 ***Identify and operationalize linkages between ILO programmes:*** ILO has attracted funding from different donor sources and should ensure that programmes are not implemented in a siloed manner, but also identify how programmes can benefit and support one another.
- Who:** ILO Jordan, ROAS  
**Action:** Review and identify linkages among ILO projects  
**Priority level:** High  
**Timeframe:** 3 months  
**Resources:** Nil.
- 9 ***Make use of synergies and complementary programmes/projects:*** An increased number of development actors are becoming involved with livelihoods and employment in Jordan (NGOs and UN agencies: CARE, Mercy Corps, UNHCR, UN Women). ILO should engage with these actors to identify synergies and provide support where needed. This will allow ILO to maintain its leading role in this sector.
- Who:** Syria Refugee Response Coordinator, project staff  
**Action:** Review and identify linkages, provide capacity building around Decent Work  
**Priority level:** Medium  
**Timeframe:** Ongoing  
**Resources:** ILO staff.
- 10 ***Development and humanitarian nexus:*** ILO is engaged in both humanitarian and development work in Jordan, with humanitarian action a more recent area of intervention. Resilience focus under humanitarian action ILO's experience should be documented, with good practices and lessons learned shared with other offices.
- Who:** Syria Refugee Response Coordinator, project staff, EVAL  
**Action:** Documenting of experiences, lessons learned  
**Priority level:** Medium  
**Timeframe:** Ongoing  
**Resources:** ILO staff.

## Annex 1 – Lessons learned

<b>ILO Lesson Learned</b>	
<b>Linking policy engagement with community level interventions</b>	
<b>The following lesson learned were identified during the course of the evaluation. Further text can be found in the full evaluation report.</b>	
<b>LL Element</b>	<b>Text</b>
<b>Brief description of lesson learned</b> (link to specific action or task)	<ul style="list-style-type: none"> <li>• In its response to the Syrian refugee crisis in Jordan, ILO engaged simultaneously at two levels; i) policy engagement at national and local government levels, and ii) community level interventions to support employment opportunities for both refugees and host communities. This two-level strategy included several pilot interventions and research projects such as the support for agricultural work permits through cooperatives, value chain analysis to identify opportunities for growth and employment, labour market analysis and child labour assessment.</li> <li>• ILO's approach of engaging at both levels through several selected interventions has contributed to ILO being seen as a trusted partner both at government and community levels. It allowed ILO to make policy suggestions to government which were derived from its own concrete practical experience.</li> </ul>
<b>Context and any Related Preconditions</b>	<ul style="list-style-type: none"> <li>• Support from the Ministry of Labour is needed for effective policy engagement. Because of ILO's previous history in the country, its already established relationship with the MoL and the placement of ILO's Refugee Response Coordinator facilitated the building of trust with MoL and other government departments.</li> <li>• The precondition for ILO's ability to explore different types of interventions was availability of funding. Because funding was core ILO funding the Jordan office was able to explore different types of activities without having to adhere to donor requirements or preferences.</li> </ul>
<b>Targeted Users / Beneficiaries</b>	Government institutions at national and local level. Private sector. Ultimate beneficiaries were the host communities and refugees.
<b>Challenges / Negative Lessons - Causal factors</b>	The two-level engagement could have benefitted from stronger needs assessments prior to decisions being taken on the intervention. This also would have allowed for stronger assessment of results and gathering of evidence. As explained throughout the report, a stronger results based project management approach would have facilitated more systematic lessons learning. This in turn would have made it possible for ILO to better demonstrate the evidence and results to donors and other stakeholders.

## **ILO Lesson Learned**

### **Linking policy engagement with community level interventions**

**The following lesson learned were identified during the course of the evaluation. Further text can be found in the full evaluation report.**

<b>LL Element</b>	<b>Text</b>
<b>Success / Positive Issues - Causal factors</b>	<ul style="list-style-type: none"><li>• Policy changes or measures introduced by MoL following ILO engagement, including the support from MoL to facilitate agricultural work permit applications through the cooperatives.</li><li>• ILO is regarded as a trusted partner by both government and donor community. ILO is considered as one of the three best informed agencies by donors such as US – together with World Bank and the DRC.</li></ul>
<b>ILO Administrative Issues</b>	Stronger results based project management for both policy and community level interventions. ROAS processes, design, M&E and reporting to be strengthened.



## Annex 2 – Emerging good practice

<p><b>ILO Emerging Good Practice - # 1</b>  <b>Rural Infrastructure, Training and Employment (RITE) Demonstration Project</b>  <b>Martine Van de Velde</b></p> <p>The following emerging good practices were identified during the course of the evaluation. Further text can be found in the full evaluation report.</p>	
GP Element	Text
<p><b>Brief summary of the Good Practice</b>          (link to project goal or specific deliverable, background, purpose, etc.)</p>	<ul style="list-style-type: none"> <li>• To provide immediate benefit to the Syrian refugees and host communities ILO developed the ‘Rural Infrastructure, Training and Employment (RITE)’ pilot project using the employment intensive investment programme approach.</li> <li>• The project aimed to test the approach in Jordan (approach implemented for the first time in the Middle East) and to i) demonstrate the short-term benefits of EIIP by injecting cash into host communities through paying people wages for work done, and ii) to show long-term benefits by upgrading local infrastructure and introducing regular maintenance schemes.</li> <li>• The project provides capacity building to all stakeholders before awarding a contract focused on using local resources and replacing economically viable machinery with labour where feasible. Central to the approach are labour-based and light equipment-supported approaches for construction.</li> <li>• Focus of the infrastructure projects can be wide ranged including public buildings such as the rehabilitation of schools, but projects can also be linked to local economic growth such as water catchment and maintenance of agricultural roads to improve the productivity of the land and access to markets.</li> </ul>
<p><b>Relevant Conditions and Context</b>          (limitations or advice in terms of applicability and replicability)</p>	<ul style="list-style-type: none"> <li>• Available labour in target geographic areas.</li> <li>• Interest of private sector to use a labour-intensive approach to infrastructure development when considered cost-effective.</li> <li>• EIIP is considered strictly in the first instance as a technical programme and the employment it creates is seen as the additional benefit to the approach. However, in contexts where there are high levels of unemployment, the employment benefits could attract a more primary focus. Selection of infrastructure projects will then target more projects where a labour-intensive approach is more cost-effective.</li> <li>• Issue of work permits for Syrian refugees remains a concern. Any future programme needs to be clear on this.</li> <li>• Need to consult with refugees and host communities, not just with the private sector or local government entities. Give opportunity to</li> </ul>

## **ILO Emerging Good Practice - # 1**

### **Rural Infrastructure, Training and Employment (RITE) Demonstration Project**

**Martine Van de Velde**

**The following emerging good practices were identified during the course of the evaluation. Further text can be found in the full evaluation report.**

<b>GP Element</b>	<b>Text</b>
	<ul style="list-style-type: none"><li>workers based on their skill level – Don't assume everyone is low-skilled.</li><li>Gender issues – to what extent is ILO considering gender equality under the EIIP interventions?</li></ul>
<b>Establish a clear cause-effect relationship</b>	<ul style="list-style-type: none"><li>High unemployment among Jordanian and Syrian low-skilled workers. Employment has impact on livelihoods, poverty levels and on local economic development.</li><li>Providing opportunities for employment has an impact on social cohesion.</li><li>Additional funding was provided to ILO by the KfW – based on conversations in-country the most important factors that contributed to this additional funding include; i) KfW familiar with the EIIP approach in other countries, and ii) direct engagement with KfW representatives in the region.</li></ul>
<b>Indicate measurable impact and targeted beneficiaries</b>	<ul style="list-style-type: none"><li>Targeted beneficiaries are unemployed low-skilled workers among refugees and host communities. Need to monitor carefully the number of jobs that are created for both groups.</li><li>Measurable impact includes number of temporary and permanent jobs created, additional impact earned and effect on livelihoods.</li><li>Infrastructure development and its impact on local economic development.</li></ul>
<b>Potential for replication and by whom</b>	<ul style="list-style-type: none"><li>Strong potential for this approach to be replicated by other UN agencies, INGOS and relevant Jordanian institutions. However, ILO needs to provide more information to other stakeholders and explain how it differs from the traditional cash for work programmes.</li><li>Check which donors are familiar with EIIP approach. This will open doors to potential funding. KfW is familiar with EIIP in other countries, hence convincing KfW to fund EIIP interventions in Jordan was more straightforward.</li></ul>
<b>Upward links to higher ILO Goals</b>	<ul style="list-style-type: none"><li>Negotiating the contracts with private sector and municipalities should be linked with ILO's goal of supporting Decent Work opportunities. This should be reflected in the contracts for workers.</li></ul>
<b>Other documents or relevant comments</b>	<ul style="list-style-type: none"><li>ILO to look into the strategies used under programmes supported in other countries which have labour intensive components.</li></ul>

**ILO Emerging Good Practice - # 1****Rural Infrastructure, Training and Employment (RITE) Demonstration Project****Martine Van de Velde**

The following emerging good practices were identified during the course of the evaluation. Further text can be found in the full evaluation report.

<b>GP Element</b>	<b>Text</b>
	<ul style="list-style-type: none"><li>• Review which donors have funded EIIP projects in other countries then follow up with those present in Jordan.</li></ul>

## **ILO Emerging Good Practice # 2**

### **Work permits for Syrian labourers through Jordanian cooperatives**

**Martine Van de Velde**

**The following emerging good practices were identified during the course of the evaluation. Further text can be found in the full evaluation report.**

<b>GP Element</b>	<b>Text</b>
<b>Brief summary of the Good Practice</b> (link to project goal or specific deliverable, background, purpose, etc.)	ILO designed and implemented innovative approaches that allowed refugees to access work permits. The most successful intervention was the model unlinking the work permit application from specific employers in the agricultural sector and allowing cooperatives to apply for Syrian refugee work permits.
<b>Relevant Conditions and Context</b> (limitations or advice in terms of applicability and replicability)	<ul style="list-style-type: none"><li>• Existing capacity among established cooperatives.</li><li>• Presence of cooperatives in areas where there is high presence of refugees</li><li>• Interest and support from the Ministry of Labour at both national and regional level</li></ul>
<b>Establish a clear cause-effect relationship</b>	<ul style="list-style-type: none"><li>• Refugees with no work permit have limited access to employment opportunities, fear of being caught working illegally</li><li>• Work permits provides the workers with a legal status to seek work in limited number of sectors, providing an entrance for discussion of wages, labour conditions</li><li>• Work permits assists the GoJ of regularize labour market, supporting a regulatory environment.</li></ul>
<b>Indicate measurable impact and targeted beneficiaries</b>	<ul style="list-style-type: none"><li>• This strategy has enabled cooperatives to act as the “employers” or “mediators” in the work permit process and has resulted in a total number 12,396 work permit applications submitted through cooperatives at the end of February 2017.</li><li>• Work permits would allow for better coordination with employers’ and workers’ organisations, possibly reducing violations of labour law, forced labour and child labour.</li></ul>
<b>Potential for replication and by whom</b>	<ul style="list-style-type: none"><li>• By government – Ministry of Labour</li><li>• Other cooperatives and community based organisations</li></ul>
<b>Upward links to higher ILO Goals</b>	<ul style="list-style-type: none"><li>• Access to employment</li><li>• Decent work</li></ul>
<b>Other documents or relevant comments</b>	<ul style="list-style-type: none"><li>• ILO’s “My COOP Guidance”</li></ul>

## Annex 3 – Terms of Reference

### Terms of Reference

#### Final Evaluation

#### ‘Promoting a Decent Work Approach for Syrian Refugees and Host Communities’

##### 1. Introduction and rationale for the evaluation

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The conflict in Syria erupted in 2011, and the ensuing refugee crisis remains one of the largest, most protracted and complex humanitarian emergencies of modern times. The effects of the Syrian crisis in Jordan are increasingly spilling over into the economic and social spheres – leading to stalled economic activity, loss of income, and shrinking access to quality public services that already had to contend with difficult socioeconomic conditions before the beginning of the Syrian crisis.

Against this backdrop, the ILO- using a combination of RB and RBSA resources - has been playing an active role in addressing the livelihoods, employment, and labour market challenges of the Syria refugee crisis response in Jordan both at the policy and grassroots levels.

The project: “Promoting a Decent Work Approach for Syrian Refugees and Host Communities” is funded by the ILO Regular Budget Supplementary Account (RBSA). The final evaluation will be undertaken in line with ILO policies and procedures on evaluations. It will be conducted by an external evaluator, and managed by the ILO Regional Office for the Arab States (ROAS).

With the end of the fifth phase of funding of the project, the performance of the project will be reviewed with regards to relevance, design, effectiveness, efficiency, and sustainability. The following outcomes are expected:

- Provide lessons learnt and recommendations to support ILO’s strategy and initiatives on the Syria Crisis Response based on the assessment of the key success factors, best practices and constraints faced by the project;
- Assess preliminary impact and sustainability of projects and activities undertaken and evidence of pathways towards longer term impact.

##### 2. Project background

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By January 2016, the number of registered Syrian refugees in Jordan had exceeded 630,000, around 10 per cent of Jordan’s native resident population.<sup>12</sup> While around 20 per cent of Syrian refugees in Jordan currently live in designated camps, the rest have found shelter in cities and rural areas across the country. The capital Amman and the northern governorates of Irbid and Mafraq alone play host to over three-quarters of the Syrian refugee population in Jordan.<sup>13</sup>

The refugee influx has also placed growing pressure on Jordan’s infrastructure and resources, including the country’s already fragile economy and social fabric. The labour market effects of the Syrian refugee crisis on Jordan range from a fall in average wage levels, lower employment

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<sup>12</sup> UNHCR. 2016. Syrian Regional Refugee Response Inter-Agency Information Sharing Portal. Available at [data.unhcr.org/syrianrefugees](http://data.unhcr.org/syrianrefugees)

<sup>13</sup> Estimates based on UNHCR statistics of Syrian refugees in Jordan and Department of Statistics in Jordan - Population Statistics for 2011

opportunities and harsh working conditions, to rising child labour and an expansion of the informal labour market.<sup>14</sup>

According to a recent ILO survey only 51 per cent of Syrian men (and 7 per cent of women) who live outside refugee camps participate in the Jordanian labour market with an unemployment rate as high as 57 per cent. Ninety per cent of Syrian refugees working outside camps do not have work permits and are as such employed in the informal economy and outside the bounds of Jordanian labour law. This reinforces the current trend towards the expansion of Jordanian informal employment, which is characterised by low and declining wages, long working days, and poor working conditions and regulations, including lack of proper work contracts.

### **The ILO response to Syrian refugee crisis**

As part of the wider UN response to the Syrian refugee crisis in Jordan, the ILO initiated a series of pilot projects in 2013, working closely with local stakeholders in the two most affected governorates – Mafraq and Irbid – to support enhanced access to employment opportunities and livelihoods in host communities. The multi-faceted nature of this crisis cuts across existing interventions in Jordan. The ILO has adapted its crisis response to fit the objectives of the Jordan Response Plan 2016-2018 through two interlinked programmes.

The ILO response focuses on three tracks: Building the resilience of host communities in order to facilitate access to employment and livelihood opportunities, including through cooperatives; Strengthening institutional capacity and coordination mechanisms at local, regional and national levels to combat unacceptable forms of work (with a focus on child labour); and supporting policy development to ensure an employment-rich national response, embedded in the principles of decent work.

### **Enhancing access to employment opportunities and livelihoods for crisis-affected communities**

The ILO is conducting participatory value chain development activities with local stakeholders in the agro-business sector with potential for expansion to other sectors, including renewable energies, tourism and solid waste management. The ILO works with refugees, host community residents and local government representatives to identify economic opportunities, conduct gender-sensitive value chain analyses, formulate intervention plans and implement selected value chain interventions. The ILO is piloting an employment-intensive investment programme (EIIP), with a focus on local contractors and workers, creating employment opportunities in affected host communities.

The ILO seeks to improve the employability of women and men in crisis-hit communities by improving their skills and facilitating their transition to work. It is supporting the access of trainees, jobseekers and employers to job-matching and employment services to secure links between candidates and employers. The programme targets both Jordanian host community residents and Syrian refugees.

The ILO supports entrepreneurship development, with a focus on enterprise start-ups to spur economic growth. Small and medium enterprises in host communities also receive ILO support with the overall objective of job creation, which includes self-employment and new job generation for both Jordanian host community residents and Syrian refugees.

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<sup>14</sup> These include the preliminary study of impacts on the labour market conducted by ILO (ILO, 2014), the joint needs assessment review of the impact of the Syrian crisis on Jordan conducted by the Government of Jordan in collaboration with UNDP and the Jordan Response Platform to the Syria Crisis (JRPSC) in November 2013 (UNDP/JRPSC 2013), and the ILO/FAFO/Department of Statistics in Jordan entitled Implications of the Influx of Syrian Refugees on the Jordanian Labour Market (Unpublished).

The ILO is currently examining existing training and informal apprenticeship programmes and ways to upgrade them to benefit Jordanian and Syrian youth. This is based on the ILO's success in implementing upgraded apprenticeships in Jordan in 2014, which targeted youth in the auto repair and printing sectors. The ILO will also assist in building the capacities of training providers by supporting the design, implementation and monitoring of these systems.

Finally, the ILO supports Syrian refugees in the Zaatari Camp and host communities in the Mafraq governorate to improve their ability to benefit from economic development and self-reliance opportunities, thereby reducing aid-dependence and improving living conditions to achieve the following objectives: (i) contribute to creating an enabling socio-economic environment that enhances the resilience of both the host and refugee communities; (ii) contribute to reducing the potential for tensions and building trust between the two communities by liaising camp related initiatives with existing development programmes, creating productive opportunities for the host population. At the end of the project, 2,000 people, comprising both Syrian refugees and members of host communities in and around the Zaatari camp, 25 per cent of whom are women, will have improved access to food security and livelihoods, while the income of 700 refugee households in the area will have increased by at least a 20 per cent.

### **Supporting evidence-based policy development to ensure an employment rich national response**

The ILO works with the Jordanian Government and its social partners to support the development of labour market governance instruments that can, effectively, tackle the challenges brought about by the refugee crisis. It also leads the livelihoods task team as part of the Jordan Response Platform for the Syria Crisis, and encourages policy dialogue through on-going inputs to the JRP 2015, and the recently launched JRP 2016-2018.

To build a so far lacking knowledge base, the ILO, in collaboration with the Norwegian Fafo Institute for Applied International Studies, launched a study in April 2015 on the impact of Syrian refugees on the Jordanian labour market. The study, which is based on a survey of approximately 4,000 Jordanian and Syrian households in Amman, Irbid and Mafraq, provides evidence-based policy recommendations to address challenges facing refugees and host communities in their search for work and livelihoods.

The ILO has conducted two child labour assessments to determine the nature, pattern, distribution, dynamics and causes of child labour in the agricultural and urban informal sectors for Jordanians and Syrian refugees. These assessments profiled the socio-economic characteristics of the working children and their families, and reviewed the working children's health, safety, education and rights. The assessments suggested policy options, including legislation and protective measures to tackle child labour.

The ILO also promotes policy dialogue between stakeholders on the findings of the ILO/Fafo study at national and local levels, with the aim of developing policy responses to the identified labour market challenges. Furthermore, the ILO builds the capacities of Jordanian stakeholders to address these issues, through a series of thematic workshops and consultations on child labour, informality, and working conditions (covering issues such as occupational safety and health, wages and working hours) among Syrian refugees and host communities. The ILO has supported the participation of Jordanian government officials, led by the Minister of Labour, to the Istanbul regional dialogue in July 2015 where participants from the five most affected countries exchanged experiences and innovative solutions in response to the Syrian refugee crisis and its impact on national labour markets.

Finally, the ILO heads advocacy efforts to guarantee access to work for Syrian refugees and creates a win-win situation that yields social and economic dividends for the host economies. The ILO has recently produced a research paper developing a qualitative understanding of the legal and policy framework applicable to Syrian

refugees seeking work. Based on a request from the Ministry of Planning and International Cooperation, the ILO currently works with the UNHCR and UNDP on a white paper that will propose creative policy options on the issue of access of Syrian refugees to rightful employment.

### RITE Pilot

The RITE (Rural Infrastructure, Training and Employment) project was a demonstration project and was intended to prove the viability of using small contractors to use the EIIP approach to infrastructure improvement. The principle goals of the project were:

- Showcase the ILO’s EIIP capabilities in the region, specifically in Jordan
- Build and rehabilitate actual infrastructure
- Engage with Government agencies, contractors and host communities and build a relationship based on EIIP works by familiarization and create a platform for expansion
- Demonstrate the short-term benefits of EIIP by injecting cash into host communities through paying people wages, and contractors fees for work done
- Create a platform from which to include Social Protection mechanisms, Environmental Safeguard issues and other ILO policy-related subjects
- Learn lessons with the aim of up scaling this demo project towards a full-scale program

Most of the goals for this pilot were achieved and the evidence has contributed towards the design of the ILO EIIP project in Jordan.

### Implementation Status

Since the onset of the Syrian refugee crisis in Jordan, increased competition over jobs has been affecting livelihoods and social cohesion between Syrian refugees and host communities. Over the past few years, the ILO has used USD 1.76 million of its Regular Budget Supplementary Account (RBSA) funding to kick start activities targeting both refugees and host communities.

Intensive evidence based advocacy on the right to work of Syrian refugees has contributed to the commitments of the Government presented at the February 2016 Supporting Syria and the Region conference in London. Two local economic development plans were developed by the most affected governorates with ILO technical support, which provide a framework for interventions owned by the local development committees at governorate level. Demonstration projects were piloted that allowed ILO to try specific approaches that work in the specific context of this crisis. Once the Jordan Compact was approved, ILO designed and continue to implement innovative approaches that allowed for refugees to access work permits. The RBSA also allowed for the ILO to establish a strong Programme of Support to the Jordan Compact that is now partly funded and has started implementation.

	Budget allocation and 1 sentence justification of increased amount	Outcomes, Outputs	CPO contribution
Phase 1: From Aug – Dec 2013	RB Amount: USD 917,942	<p><u>Immediate Objective 1:</u> To strengthen the knowledge base on the impact of Syrian refugees on the labour market, with a specific focus on the host communities</p> <p><u>Immediate Objective 2:</u> To strengthen institutional capacity and</p>	JOR109



	Budget allocation and 1 sentence justification of increased amount	Outcomes, Outputs	CPO contribution
		coordination to combat unacceptable forms of work	
<u>Phase 2:</u> From Jan – Dec 2014	RBSA Amount: USD 586,100 (+ USD 97,520 covered by RBTC)	<u>Output 1:</u> Value chain development in selected sectors in the Northern Governorates of Irbid and Mafraq Value supported. <u>Output 2:</u> Capacity built for public private sector dialogue for a more enabling Business environment <u>Output 3:</u> Organisational capacity for employment services and the stimulation of local employment creation built <u>Output 4:</u> Local capacity built to support business start-up and expansion	JOR109
<u>Phase 3:</u> From Dec 2014 – May 2015	RBSA Amount: USD 440,000 (New total budget is 1,026,100 USD)	<u>Milestone 1:</u> Policy dialogue and development contributes to the identification of labour market solutions that support both resilience of host communities and refugees. <u>Milestone 2:</u> Capacities of local stakeholders in Mafraq and Irbid developed to implement strategies for accelerating job-rich economic growth. <u>Milestone 3:</u> Demonstration projects implemented to improve the value chain and support the creation of employment opportunities for host communities, particularly youth and women.	JOR109 P&B Outcome 1 Employment Promotion

<p><u>Phase 4:</u> May 2015 – March 2016</p>	<p>RBSA USD 418,000 RB USD 24,000 Justification: 1. Continued support needed for Jordan Response Plan 2. Support needed for resource mobilization efforts 3. Extension of timeframe to complete Milestone 2 4. Extension of timeframe needed for Milestone 3</p>	<p>Milestone 1 and 3 by March 2016 Milestone 2 by August 2015</p>	<p>JOR109 JOR126 Target 1.6  P&amp;B Outcome 1</p>
<p>March 2016 – June 2016</p>	<p>No cost extension</p>	<p>Reasons for delay in implementation and justification for extension: In terms of milestone 3, the project faced several challenges as to implement the EIIP pilots in Jordan. As it is the first of its kind in Jordan (and in the region), the project had to secure several approvals from a number of ministries (mainly Ministry of Public Works) as to implement these activities, which took much longer than anticipated. At this point however, and based on latest discussions with the Ministry of Public Works, the ILO is very close to obtaining all approvals needed. Once the work starts on the ground, the timeframe for implementation is around 2.5 months.  It is important to pursue the EIIP pilots as they form a basis of ILO's goal to achieve short-term job opportunities. In addition, these pilots form the basis for future EIIP programmes. This is important especially in light of the recently submitted large-scale ILO EIIP programme proposal to KfW for the amount of 20 M Euro (ILO is at a very advanced stage of discussion with KfW of this proposal). Furthermore, this would confirm ILO's position in the country as a lead agency in the area of EIIP both with KfW and other potential donors.</p>	<p>JOR109</p>

<p><u>Phase 5</u> 1 April – 31 December 2016</p>	<p>RBSA USD 360,000 Justification<sup>15</sup>: The importance of the continued ILO engagement has been continuously stressed by all concerned stakeholders and confirmed during the visit of the ILO DG to Jordan in Jan 2016.</p>	<p>‘Promoting a Decent Work Approach for Syrian Refugees and Host Communities’ Milestone 1 Strengthened capacity of a one stop shop agency to undertake advocacy work for improved regulatory environment and for providing job matching and recruitment services for temporary jobs in targeted sectors; Milestone 2 Ten joint ventures established between host community members and Syrian refugees in Mafraq and Irbid.</p>	<p>JOR109 P&amp;B Outcome 1 Indicator 1.4 Results criteria 3 on fragile states</p>
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Please note that this TOR considers the length of the project together whereas some documents will refer to Phase 2 as the 1<sup>st</sup> tranche of RBSA.

### ***Project management arrangements***

The project is managed by a Project Coordinator based in Amman. The CTA is supported by project assistant.

The Project formed National Committees composed of officials representing social partners in Jordan.

The project is technically backstopped by ILO ROAS through inputs from the skills and employability, gender, workers’, employers’, and International Labour Standards specialists and the specialized departments (FSDR/DEVINVEST) in ILO HQs. The Regional Programming Service Unit at the ILO Regional Office in Beirut provides programmatic support and facilitates the implementation of the project.

## **5. Purpose, Scope and Clients of the Evaluation**

The purpose of this evaluation is to:

- Determine if the project has achieved its stated objectives and explain why/why not;
- Determine the impact of the project in terms of sustained improvements achieved;
- Provide recommendations on how to build on the achievements of the project and ensure that it is sustained by the relevant stakeholders;
- Document lessons learned, success stories, and good practices in order to maximize the experiences gained;
- Examine stakeholder perception of the value-added of the project, and its impact in terms of developing the capacities of national constituents to advance gender equality in the world of work.

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<sup>15</sup> Further justification: 1. Keep the momentum created on employment and livelihoods issues, particularly after the London Conference 2. Continue positioning itself as a lead UN agency on employment and livelihoods issues 3. Respond to the local government’s request to develop their capacities to implement some of the employment and livelihoods interventions identified through the local development strategies in Irbid and Mafraq 4. Mobilise resources

The report will take into account the project's **relevance, effectiveness, efficiency, sustainability, and lessons learned**. Specifically, the evaluation will examine the following aspects:

*Changes in context and review of assumptions (relevance):* Is the project's design adequate to address the problem(s) at hand? What internal and external factors have influenced the targeted groups and [implementing partners] to meet projected outcomes? Were the project objectives and design relevant given the political, economic and financial context? The consultants should present a brief overview of the policy environment and the economic and business conditions that have had an impact on the Syrian refugee crisis during the program implementation period.

*Results in terms of outputs achieved (effectiveness):* Did the programme reach the expected number of targeted groups? Are the beneficiaries satisfied with the quality and delivery of services? If not, in what way did the services not meet with expectations and why? What concrete improvements and changes have taken place as a direct result of the program?

*Assessment of outcome/impact (effectiveness):* How has the project contributed towards project's goal? To what extent has the project contributed the capacity of the constituents? How could the project impact have been improved?

*Achievement of projected performance indicators and targets (efficiency):* What has been the project performance with respect to indicators and agreed responsibilities with respect to program implementation?

*Sustainability:* The report should assess the level of the project's sustainability. Will the project's effects remain over time? Will the project's activities/services continue to be provided after the ILO funds have completely been expended?

*Lessons learned:* The consultant should provide information on the economic/political/financial conditions that should exist, qualifications of the implementation partners, required stakeholder participation, and other factors that should be in place to inform the design of future operations.

A suggested outline for the final evaluation can be found below.

### **Scope**

The evaluation will look at the project activities, outputs and outcomes to date. The evaluation should take into consideration the project duration, existing resources and political and environmental constraints. The evaluation will also take specific note of the role of ILO constituents in the implementation and integration of gender mainstreaming in their respective organizations.

In particular, the evaluation will examine the quality and impact of project activities on the target groups, looking at:

- **Development effectiveness:** The extent to which the development intervention's agreed objectives and intended results were achieved;
- **Resource Efficiency:** The extent to which resources were economically converted into results, including mention of alternative more cost-effective strategies when applicable;
- **Impact:** Positive and negative, intended and unintended long-term effects;
- **Relevance:** The extent to which the development intervention of the project meets the needs of constituents, country needs, global priorities and donor policies;
- **Sustainability:** The continuation of benefits and probability of continued long-term benefits after the project has been completed.

- **Partnerships:** The extent to which the project contributed to capacity development of the involved partners, the effectiveness of partnership development and implications on national ownership and project continuity/sustainability;
- **Lessons learned and good practice:** Good practices identified by the project, key lessons learned from programme implementation, and recommendations for similar programmes/projects.

### ***Clients of Evaluation***

The primary external clients for this evaluation include the ILO Regional Office for Arab States, Jordanian Ministry of Labour and the social partners (workers' and employers' organizations), donors, the project management team and the local and national partners listed above.

The primary internal clients for this evaluation include the ILO Regional Office for Arab States, the project management team, field technical specialists and the relevant ILO HQ departments.

Secondary clients of the project evaluation include other units within the ILO that may indirectly benefit from the knowledge generated by the evaluation.

## **6. Suggested Analytical Framework**

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### **6.1 Relevance and strategic fit**

- a. How is the project contributing to the national priorities/national development plans of Jordan?
- b. To what extent do project activities fall under the framework of Decent Work Country Programme in Jordan? To what extent are project activities linked to the United Nations Development Assistance Framework (UNDAF), and other global commitments including the SDGs and the agenda 2030?
- c. To what extent does the project fit into the Jordan Response Plan and the 3RP (Regional Refugee & Resilience) Plan?
- d. Does the project respond to the real needs of the ILO constituents (Ministry of Labour, the Workers' and Employers' organizations)?
- e. Are the planned project objectives and outcomes relevant and realistic to the situation and needs on the ground? Were the problems and needs adequately analysed?
- f. How well does the project design take into account local efforts already underway to address the Syrian refugee crisis in Jordan? Does the project's design fill an existing gap that other ongoing interventions have failed to address?

### **6.2. Validity of the design**

- a. Is the design of the different phases coherent? Is there a logical causal link between the outcomes and outputs of each phase? Do they build on each other? Please describe the synergies between the different components (EIIP, Policy, Livelihoods, Studies). Is the time frame for programme implementation and the sequencing of project activities logical and realistic?
- b. Was the RITE pilot adequately designed? What lessons were learned?
- c. What was the baseline condition at the beginning of the project? How was it established? Was a gender analysis carried out?
- d. On which risks and assumptions does the project build? How crucial were they for the success of the project? Were risk mitigation strategies developed in the design phase?

- e. How appropriate and useful are the indicators described in the project document for monitoring and measuring results? If necessary, how should they have been modified to be more useful?
- f. Was the strategy for sustainability of impact defined clearly at the design stage of the project? If yes how? Was the approach taken appropriate to the context?

### **6.3. Project progress and effectiveness**

- a. Has the Project achieved its planned objectives in a timely manner? Kindly provide an analysis by outcome (milestone) and output. (Please provide an outcome and output heading before each analysis). Are the project partners using the outputs? Have the project outputs been transformed by the project partners into outcomes?
- b. Please provide evidence that supports the self-reported achievements found in Annex A. To what extent are the achievements related to the government policy level changes attributable to the project?
- c. What were the results of the RITE pilot?
- d. What have been the constraining factors and how have they been addressed?
- e. How have stakeholders been involved in project implementation? Has project management been participatory and has the participation contributed towards achievement of the project objectives? How effective was the collaboration with the relevant ILO offices, other UN agencies, media, and non-governmental organizations working on the Syrian refugee crisis, and what has been the added value of this collaboration? Have systems been put in place to enhance collaboration with other UN agencies, government institutions working on this issue?
- f. What alternative strategies would have been more effective in achieving the project's objectives?
- g. How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?
- h. How efficient has the project been in communicating its results, disseminating success stories and enhancing visibility? How effective was collaboration with the media?

### **6.4. Efficiency of resource use**

- a. Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes? Do the project results justify the time and financial resources and human resources invested in the project? Have resources been used efficiently? Has the implementation of activities been cost-effective? Could the same results have been attained with fewer resources?
- b. Have project funds and activities been delivered in a timely manner? Were there any major delays? What were the difficulties, and how did the project deal with this delay in work plan?
- c. Was the timeline initially envisioned for the Project adequate considering Project outputs and outcomes?

### **6.5 Effectiveness of management arrangements**

- a. Are management capacities adequate? Does the project governance structure facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibilities and division of labour between project staff?
- b. How effective was communication between the project team, the regional office and the responsible technical department at headquarters? Does the project receive adequate

technical, programmatic, administrative and financial backstopping and support from the ILO Regional Office for Arab States, technical specialists and the relevant HQ departments?

- c. How effectively does the project management monitor project performance and results? Does the project report on progress in a regular and systematic manner, both at regional level, to PROGRAM and the donors? Is the reporting evidence-based? What M&E system has been put in place, and how effective has it been? Is relevant data systematically being collected and analysed to feed into management decisions? Is data disaggregated by sex? Is information being regularly analysed to feed into management decisions?
- d. Has the project made strategic use of coordination and collaboration with other ILO projects, relevant projects being implemented by other UN agencies, and with other donors to ensure synergies and increase effectiveness and impact?

#### **6.6. Impact orientation and sustainability**

- a. To what extent is the project making a significant contribution to broader and longer-term development impact? Is the project strategy and management steering towards impact?
- b. How can ILO ROAS build on the Project's achievements?
- c. How effective and realistic is the project's exit strategy? Is the project gradually being handed over to the national partners? How successful were the Project's activities in ensuring the sustainability of the project?
- d. Are national partners able and willing to continue with the project? How effectively has the project built national ownership? Are results anchored in national institutions and can the local partners maintain them financially at end of project?
- e. Can any unintended or unexpected positive or negative effects be observed as a consequence of the project's interventions?
- f. Should there be a continuation of the project to consolidate achievements? In what way should the next phase be different from the current one?
- g. What are some good practices that can be extracted from the Project? How was the practice carried out, what makes it good, and what are the circumstances in which it took place?
- h. What was the role of the project in resource mobilisation?

#### **7. Methodology/Approaches to Evaluation**

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The evaluation will be conducted by Evaluator, who will undertake a two week mission to Jordan and tentatively Lebanon. The evaluator will be requested to present a more detailed evaluation methodology and an evaluation plan based on the suggested analytical framework and the desk review. This will need to be approved by the evaluation manager.

The project team and ILO ROAS will be responsible for providing all logistical support to facilitate the evaluation process. The evaluation will be carried out using a desk review, alongside field visits to project sites for consultations with project staff, ILO constituents and other primary internal and external stakeholders. Upon completion of the mission, the Evaluator will disseminate initial findings.

While the evaluation will be strictly external and independent in nature, it will be participatory to the extent possible, engaging ILO constituents, beneficiaries, and other stakeholders. The evaluation will include but will not be restricted to:

- a. A desk review conducted in home-country of project documents and materials provided by the evaluation manager to the evaluation consultant;

- b. Presentations/inductions with project staff, primary internal and external stakeholders and social partners explaining the process, methodology, objectives and principles of the participatory evaluation;
- c. Key interviews with the CTA, project staff, technical specialists backstopping the project, project partners, and key project stakeholders;
- d. Phone Interviews with ILO HQ, and meetings with relevant focal points in the ILO Regional Office for Arab States;
- e. Presentation of findings and recommendations to selected stakeholders and partners upon completion of the Evaluation Report.

## **8. Deliverables**

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The expected outputs to be delivered by the evaluation consultant are:

- a. Desk review;
- b. Inception report
- c. Preliminary findings from field visit;
- d. Draft report;
- e. Final Report including:
  - Executive Summary;
  - Clearly identified findings (the findings section needs to include the evaluation questions followed by corresponding answers);
  - Clearly identified conclusions and recommendations;
  - Lessons learned and potential good practices and effective models of intervention drafted in user-friendly language for publication and circulation to wide audiences;
  - Appropriate Annexes including present TORs;
  - Standard evaluation instrument matrix.

### ***Sample structure and table of contents of the Evaluation Report:***

Cover page with key project and evaluation data

- Abstract (3-5 pages according to ILO Evaluation Summary template)
- Brief background of the project and its logic
- Purpose, scope and clients of evaluation
- Methodology employed
- Review of implementation
- Findings regarding project performance
- Conclusions
- Recommendations (including tracking table with relevant follow-up responsibilities)
- Lessons learned and best practices
- Summary of potential areas for further investigation and implications for global/regional strategies



- Annexes, including TORs, persons contacted etc.

The final report will be circulated to key stakeholders for their review. Comments from stakeholders will be consolidated by the evaluation manager at the Regional Office for Arab States and provided to the evaluator. In preparing the final report the evaluator should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated. There will be a second review by the evaluation manager and the EVAL unit at ILO HQ. After that, any further comments or queries will be addressed in the finalisation of the evaluation report.

## **9. Management arrangements, work plan and timeframe**

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The evaluation will be managed by the Regional Evaluation Officer at ROAS Beirut. The evaluator will have to report exclusively to the evaluation manager.

The final evaluation mission will be comprised of one international evaluator, who will be contracted by the ILO. S/he will be responsible for conducting the evaluation, as per the terms of reference. The appointed consultant shall:

- Review the TOR and provide input as necessary;
- Review project documents and other related materials;
- Conduct preparatory briefings with ILO;
- Develop the inception report;
- Draft the evaluation report and finalize it based on comments from the primary internal and external stakeholders.
- Conduct debriefing on findings, conclusions, and recommendations of the evaluation with key stakeholders;

The Evaluation manager (EM) is responsible to:

- Draft the final evaluation TOR;
- Finalize and approve the TOR with input from the stakeholders and the evaluators;
- Ensure proper stakeholder involvement;
- Participate in preparatory meeting prior to the evaluation mission;
- Assist in the implementation of the evaluation methodology, as appropriate (i.e., participate in interviews, review documents) and in such a way as to minimize bias in evaluation findings;
- Circulate draft and final report to stakeholders;
- Review and provide comments on the evaluation report;
- Participate in debriefing on findings, conclusions, and recommendations of the final evaluation;
- Ensure follow-up to the evaluation recommendations.

The CTA is responsible for:

- Reviewing the TOR and providing input, as necessary;
- Providing project background materials and information;
- Participating in preparatory meeting prior to the evaluation mission;
- Providing logistical and practical support, as needed;
- Coordinating exchanges of comments of the evaluation team with the partners during the evaluation;
- Participating in debriefing on findings, conclusions, and recommendations of the final evaluation;
- Reviewing and providing comments on the draft evaluation report.

## **10. Qualifications**

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Evaluation consultant:

- At least 10 years of experience in the design, management and evaluation of development projects with a crisis response focus
- Good understanding of the Syria crisis response;
- Experience in evaluations in the UN system, preferably as team leader;
- Relevant regional experience in the Arab region;
- Relevant field experience in capacity building and training;
- Fluency in spoken and written Arabic and English, with strong editorial skills in English;
- Experience in facilitating workshops for evaluation findings.

## Annex 4 – Inception report

### Promoting a Decent Work Approach for Syrian Refugees and Host Communities

#### Final Evaluation - ILO Inception Report

Prepared by Martine Van de Velde, Evaluation Consultant

#### Introduction

The Terms of Reference (TORs) highlight clearly that ILO expects the evaluation to be centred on learning and to be forward-looking, with a focus on:

- 1 Identifying and presenting: Lessons learned; Emerging good practices; Expected impact and sustainability; Presenting evidence and results based findings; Obtaining stakeholders perceptions on the value added of the project; Presenting strong recommendations for future programming.

To address the TORs, the evaluation will use quantitative and qualitative data gathering, analysis and assessment techniques and triangulate findings as much as possible. Gender equality and rights based approaches will be integrated in the evaluation methodology and addressed in the report findings. The proposed fieldwork will include consultation with stakeholders from refugee and host communities (*where possible*) and ensure that research and analysis includes views of all groups, including those which might be more marginalised due to existing power relations. Documentation analysis will take place prior to the in-country mission. The evaluation will be subject to a wide consultation with, *inter alia*; ILO, Government of Jordan representatives, UN agencies and donor representatives.

While the evaluation will be independent the approach used will be participatory and have a strong learning focus, engaging with ILO and other stakeholders and partners to ensure mutual learning and sharing of information and experiences. The evaluation will be supported by the ILO office in Jordan to organise in-country meetings and fields visits. The evaluation will also include an end of mission debriefing to discuss the preliminary findings and conclusions with stakeholders following completion of the field work and before making final recommendations.

The project was implemented in five consecutive phases, commencing in August 2013 and completed in December 2016, allocating RBSA funding of USD 1.76 million. The project was supported by a three-pronged strategy developed in the 2013 concept note:

*To strengthen the knowledge based on the impact of Syrian refugees on the labour market, with a specific focus on the host communities;*

- 1 *To strengthen the knowledge base on the impact of Syrian refugees on the labour market, with a specific focus on the host communities;*
- 2 *To strengthen institutional capacity and coordination to combat unacceptable forms of work;*
- 3 *To enhance access to employment opportunities and livelihoods in host communities.*

ILO's response has focused on three tracks:

- 1 *Building the resilience of host communities in order to facilitate access to employment livelihood opportunities, including through cooperatives;*

- 2 *Strengthening institutional capacity and coordination mechanisms at local, regional and national levels to combat unacceptable forms of work (with a focus on child labour);*
- 3 *Supporting policy development to ensure an employment-rich national response, embedded in the principles of decent work.*

The TORs include a comprehensive list of questions guiding the conceptual framework. Using this list, the evaluator has taken the step (see section 1 Conceptual Framework) to identify the main questions against the OECD-DAC criteria: *relevance, efficiency, effectiveness, sustainability and impact.*

Additional topics identified in the TORs but not covered under the OECD-DAC criteria are listed after the OECD-DAC criteria. The additional topics for the evaluation have a closer look at the project design, management structure used and identify good practices and lessons learned to support future programming.

A comprehensive list of project documentations was provided by ILO's Regional M&E Officer (using the dropbox facility). The evaluator is in the process of further reviewing these documents before the start of the in-country mission. The initial assessment is that the documents provided allow for a good understanding of the contextual challenges the programme has been faced with, the policy development and research undertaken during the different phases, the priorities of the Government of Jordan, ILO and the wider UN and international community.

Less straightforward to obtain from the documentation is an understanding of the results achieved, how the programme itself evolved, whether the programme as a whole, or its different phases separately, was supported by a M&E Framework, whether performance indicators were in place and regular progress reports submitted, how progress against targets was tracked and whether the programme developed a gender mainstreaming and sustainability strategy.

This documentation is important to develop an overview of the results achieved under the different phases prior to the in-country mission and as a basis for discussion and further completion during the in-country consultation process. Under Section 1 the evaluator has listed several possible documents to verify whether these are available as part of the programme management activities.

In this evaluation, it will be very important to establish evidence that the capacity building, institutional strengthening, policy and research work around child labour, forced labour and other exploitative conditions has delivered an impact for refugees and host communities, and has delivered change in policy and practice within Government, partner organisations and other stakeholders. A key question to explore during the evaluation is the extent to which the research and advocacy conducted by ILO has resulted in further opening the formal labour market to Syrian refugees.

## **1. Conceptual Framework – Adherence to the TOR**

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An analytical framework (including OECD-DAC criteria supported by evaluation questions) which is the basis for the evaluation is included in the Terms of Reference. The evaluation is expected to be in line with Results Based Management (RBM) practices, assess the performance of the project against the OECD criteria, be gender disaggregated in data collection and presentation, and utilize ILO's guidance notes and checklists developed by ILO's evaluation unit.

### **Assessment of ILO's strategy**

Before addressing the evaluation questions, the evaluation will focus on reviewing ILO's strategy (focus on 3 different levels) and assess whether this strategy was relevant and effective considering the needs and priorities of the Government of Jordan and the needs of the beneficiaries (refugees and host communities). This strategy discussion will take place at the start of the in-country mission

with the ILO CTA and other relevant ILO programme staff. Sufficient time should be scheduled for the evaluation consultant and the ILO staff to meet.

The evaluation will answer the following main questions:

- Among the different evaluation questions included in the TORs it is important to identify the key questions ILO wants to see answered as a priority. What priority information does ILO want to obtain from this evaluation and for what future purpose? This is also in line with ILO's Guidance Notes which recommends 2-3 questions to be identified against each OECD-DAC Criteria.
- In the inception report the main questions have been identified. This does not mean that the remaining questions included in the TORs will be ignored. Selection of the main questions has been done based on the available information and initial consultations with stakeholders.
- Prior to seeking evidence for the different evaluation questions, it will be important to establish a clear understanding – in consultation with ILO counterparts – of the project's three-pronged strategy, the interventions and outputs achieved.
- It would be beneficial if the ILO project office in Amman could provide an overview of the results achieved at the output level and a self-assessment to what extent change at the outcome level has been achieved. This would provide a strong basis for the evaluation to focus on the outcome and impact level.

### **Relevance**

To the Government of Jordan:

- Q1 - How is the project's strategy contributing to the national priorities/national development plans of the Government of Jordan?
- Q 2 - To what extent does the project fit into the Jordan Response Plan and 3RP (Regional Refugee and Resilience) Plan?
- Q 3 - Does the project respond to the real needs of the ILO constituents (Ministry of Labour, the Worker's and Employers' organisations)?

To ILO and other UN agencies:

- Q 3 - To what extent do project objectives and activities fall under the framework of Decent Work Country Programme in Jordan?
- Q 4 - To what extent are project objectives and activities linked to the United Nations Development Assistance Framework (UNDAF)?

Syrian Refugees:

- Q5 – To what extent did the project address priority needs for Syrian refugees accessing the Jordanian labour market?

### **Strategic fit:**

Q 5 - To what extent is the project strategically aligned with interventions implemented by other key development actors focusing on Syrian refugees and host communities? Does the project's design fill an existing gap that other ongoing interventions have failed to address?

## **Effectiveness**

- Q 1 - Has the project achieved its planned objectives in a timely manner? Provide an analysis by outcome (milestone) and output. What have been the results of the project at the level of outcome statements?
- Q2 – Are the project partners using the outputs? With what results? Have been project outputs been transformed by the project partners into outcomes?
- While this is an important question for evaluation purposes it should be mentioned that as there were no performance indicators developed this will be not easy to assess.
- Q 3 – Please provide evidence that supports the self-reported achievements found in Annex A. to what extent are the achievements related to the government policy level changes attributable to the project?

## **Efficiency**

- Q 1 - Do the results justify the time and financial and human resources invested in the project? Was the level of funding sufficient? Does the project represent Value for Money?
- Q 2 - Have project funds activities been delivered in a timely manner? (note this is a question more linked with the effectiveness of the project management).
- Q 3 - Did the project work efficiently with other development actors to complement interventions and maximize resources? What was the role of the project in resource mobilisation?

## **Sustainability**

- Q 4 - Was the project supported by a well-defined and regularly revisited sustainability and exit strategy? Are any interventions at risk of not being sustained?
- Q 5 - Are results anchored in national institutions and can the local partners maintain them financially at the end of the project? How effectively has the project built national ownership?

## **Impact of results**

- Q 6 - To what extent is the project making a significant contribution to broader and longer-term development impact? What is the evidence to support this assessment?
- Q 7 - Should there be a continuation of the project to consolidate achievements? If yes, what should the next phase focus on?
- Q 8 - Can any unintended or unexpected positive or negative effects be observed as a consequence of the project's interventions?
- Q 9 - How has the project contributed towards project's goal? To what extent has the project contributed the capacity of the constituents? How could the project impact have been improved?

## **Lessons Learned and Good Practices**

- Q 1 - How can ILO ROAS build on the project's achievements?
- Q 2 - What are some good practices that can be extracted from the Project? How was the practice carried out, what made it good and what were the circumstances in which it took place?
- Q 3 - What were the results of the RITE project so far and is the project a good practice example of ILO's EIIP capabilities?

## Other questions:

### Validity of the design

- Q 1 - Was the project as a whole and/or the different phases supported by a clear well-articulated design document?
- Q 2 - Were the different phases supported by a results framework (including performance indicators), M&E strategy, gender strategy, exit strategy.
- Q 2 - Were subsequent interventions designed in support of the project strategy gender-sensitive, with a focus on providing tangible and well identified results for the beneficiaries?

### Effectiveness of management arrangements

- Q 1 - Does the project governance structure facilitate results-based management?
- Q 2 - How effective has the management of the project been in achieving the results? (participatory, collaboration with GoJ, ILO offices and other UN agencies, NGOs, media...)
- Q 3 - Did the project team receive the necessary and timely technical and management support from other ILO offices?
- Q 4 - Does the project M&E Framework support evidence-based monitoring and reporting on project performance and results? Is there a clear link between M&E, learning and implementation? Is the programme supported by a gender responsive M&E system?

## 2. Evaluation Methodology

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See Annex 1 for the data collection worksheet – subjective and objective sources.

### Consultation Process

Below is an initial list with suggested people or organisations to meet as part of the in-country evaluation mission. This list is not exhaustive and may contain people or organisations that are not critical to achieving the expected outputs of the evaluation. It would be best if ILO based in Jordan takes charge of the in-country programme for the mission in consultation with the evaluator.

### Preliminary list of Key Informant Interviews (KIIs)

- **ILO:** Close working relationship with programme CTA based in Amman and the ILO Regional M&E Coordinator based in Beirut. During the week before commencement of the in-country mission a Skype call should be organised for an initial discussion with the CTA. ILO office in Amman, Beirut, Geneva. ILO field technical specialists.
- **Government of Jordan:** Consultation will take place through Key Informant Interviews. Relevant staff of the Ministry of Labour and other relevant Government Institutions (including Ministry of Planning and International Cooperation, Ministry of Public Works, Ministry of Labour; labour inspectors...). Workers' and employers' organisations
- **Local Economic Development Committees:** to discuss the development of the two economic development plans.
- **Stakeholders external to ILOs project interventions:** UNDP, World Bank, relevant NGO representatives
- **Donor representatives:** Canada, Germany (KFW), UK, Norway

- **Beneficiaries:** FGDs with Syrian refugees and host communities supported under the programme (through work permit applications, employment, training...). FGDs with both male and female refugees.
- Field visits to refugee and host communities in Irbid and Mafraq
- Project sub-contract partners: FAFO, Jordan River Foundation, AYA Consulting...
- Meet with stakeholders who can elaborate on the role ILO is playing in Jordan Compact and on the role of ILO in the Jordan-EU trade agreement

## Data Collection Methods

Document review: Prior to the start of the in-country mission. There is a need to review with ILO to what extent available project documentation addresses the evaluation questions included in the TORs, what information is missing and how additional required data can be collected within the time available.

Inception meeting with ILO should take place at the beginning of the evaluation for in-depth discussion about the project (strategy, results, impact, sustainability, risks, gender). Follow-up discussions with ILO CTA and Regional M&E Coordinator should take place at regular intervals.

## Qualitative and quantitative data collection

Focus Group Discussions and Key Informant Interviews (one-to-one meetings) will be the main method used in the evaluation to obtain qualitative data and seek stakeholders' views. Qualitative data gathering and analysis will provide meaning to the quantitative data gathered. Data gathered will be cross checked with project documentation provided.

Key Informant Interviews and FGDs will be semi-structured and allow the evaluator to tap into the knowledge and learning of those most closely linked to the project. Evaluation questions and sub-questions are included in this document. Questionnaires more specific to the KIIs and FGDs will be developed prior to the meetings.

All interviews will be conducted on the basis that nothing said will be attributed to the interviewees in any way that would allow them to be identified as the source.

Field visits to take place to visit pilot project sites, meet with refugees and host communities, private sector partners, local government.

Short case studies will be considered to bring out the strengths of the programme and highlight good practices and important lessons. Selection of case studies will be discussed with ILO.

The evaluation will aim to present gender disaggregated results. However, it should be noted that the evaluation will need to be able to rely on existing gender disaggregated results gathered by the programme team throughout the project cycle. This data should be made available prior to the in-country mission. If gender disaggregated data is not available it will not be feasible to re-establish this data.

The use of a focused survey tool is being explored. This survey tool would be used during FGDs and field visits, to bring out quantitative data around stakeholders' perceptions about the programme. The usefulness of the tool will need to be further explored (taking into consideration time required, availability of quantitative results...). *(ILO Jordan is currently undertaking research around the work permits using a survey targeting Syrian refugees – results should be used for this evaluation to avoid duplication of efforts. If a survey tool should be developed for this evaluation it should focus on perceptions on results achieved by ILO among stakeholders within GoJ, UN agencies and donors. However, this needs to be further discussed.)*



In-country de-briefing will take place at the end of the evaluation mission during which preliminary findings and observations will be shared and discussed with ILO staff. It is important that this discussion takes place prior to drafting the report and firming up recommendations.

For presentation of results and the write-up of the Evaluation Report in general, focus will be on presenting clear practical and operational recommendations with the aim of strengthening programme performance. The report will aim to use tables and graphs – wherever possible – to present results and findings.

Gender Equality and Human Rights focus will be integrated, looking at changes to gender and power relations, ensuring all affected groups are represented in the evaluation consultation process. All evaluation questions will be assessed considering a gender and rights-based lens. The evaluation will integrate ILO's guidance and policies on Gender Equality (ILO Evaluation Unit - Guidance Note 4).

### **Focus Group Discussions (FGDs) and Field Visits**

The size of the FGDs should be limited and should not exceed 15 (preferred size is 10-12 participants). It is important that both women and men have an equal opportunity to be consulted and express their views. If gender disaggregated groups would be better because of present power relations, this should be organised. It is also important that people with different status are consulted, including; community leaders, youth, university educated, labourers...

Equally important is that both refugees and members of the host community are consulted for the FGDs and visits to actual project sites.

- Beneficiaries of the different economic pilot projects
- Visit demonstration projects (tomatoes and olives)
- Agricultural cooperatives (thyme and medical plants)
- Demonstration projects for employment intensive programmes (explore lessons for up-scaling of the activities in the next phase)
- Beneficiaries of the public-private sector dialogues in Irbid and Mafraq
- Beneficiaries who received support under the business start-up training
- Local employment services who received support under the project

### **Data Triangulation**

The evaluation will maintain a strong chain of evidence from the information gathered to the recommendations made. This is necessary to avoid one of the most common criticisms of evaluations; that recommendations are not based on conclusions, or conclusions on findings, nor findings on evidence.

The evaluation will apply triangulation for improving the quality of information used to support the findings. This cross checking of information should allow the evaluator to build up an accurate picture of the information. The following methods will be employed to achieve data triangulation:

- Using different sources of information – cross checking information with different people. This will involve talking to various people in the community, looking at the different perspectives of the stakeholders.

- Using different methods of data collection – mixing quantitative and qualitative techniques, or formal and less formal participatory methods generating different types of information, but supporting a consistent picture of analysis.

### **Additional documentation required – with ILO assistance**

Many of the evaluation questions require the evaluator to form an opinion about the project design, monitoring and evaluation, sustainability, project governance structure...In order to address these questions ILO should provide information to what extent there is existing documentation documenting project cycle and management.

- Project document, design documents for the different components, logical framework
- M&E framework for the program including performance indicators
- Progress and monitoring reports for the project (for the different phases)
- Copy of baseline surveys conducted prior to implementation of the different components
- Copy of project's organisational chart and ILO's organisational structure in Jordan and the region
- ILO's policy for Results Based Management and project related M&E Framework
- Project risk management strategy and evidence on how the risk strategy was used and updated
- Gender equality strategy and how the programme will support gender inclusion at all levels of programme implementation and aim to have a positive influence on power relations
- Project sustainability strategy and evidence on how the project assessed sustainability of the different project interventions
- Information on the UN inter-agency/national working group and national database (child labour)
- Project beneficiary documentation
- Design document and other relevant information on the demonstration project RITE (Rural Infrastructure, Training and Employment) project including project design and progress reports
- Design document and available progress reports on Employment Intensive Investment Programme (EIIP)
- Any funding proposals submitted to donor agencies – mainly Canada, Germany, KFW
- Overview of economic pilot projects supporting economic opportunities for refugees and host communities in Mafraq and Irbid
- Overview of all baseline surveys, research and value chain assessments undertaken over the course of the project
- Overview of innovative approaches ILO has developed in support of the Jordan Compact

### **3. Work Plan**

The work plan (phases of the evaluation, the timing, key deliverables and milestones) will be developed as part of the final draft of the Inception Report. This will take place after input from ILO staff on the Draft Inception Report and confirmation of dates for the in-country mission.

#### **4. Adherence to ILO Guidance**

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##### **Annexes:**

- Annex 1 – Data collection worksheet
- Annex 2 – Work plan / flow chart to keep track of the evaluator's progress

##### **Other:**

- Checklist – Documents for the evaluator
- Checklist – Preparing the Evaluation Report

## Annex 1 – Data Collection Plan – Worksheet – RBSA funding

Evaluation Questions	Sources of data?	Method?	Who will provide, collect and analyse?
Relevance questions	Records of interviews, GoJ and ILO strategy documents, UNDAF, UN agencies docs, Design related documents for the different phases.	Document analysis, interviews with representatives of ILO, GoJ, UN agencies, donor agencies.	ILO to provide documents, complemented by interviews in-country.
Effectiveness questions	Review available secondary data: project design documents and reports linked to the different phases, concept note, self-assessment prepared by in-country team.  Focus Group Discussions with refugees and host-communities.  Interviews with ILO CTA and ILO staff in Amman and Beirut.	Document review and analysis, judgement formed based on data, FGDs with beneficiaries, up to 2 selected case studies. FGDs with refugees will be guided by set questions (small- surveys) to allow for comparative analysis.  Visits to project sites (EIIP)  Interviews with ILO CTA and staff.  Develop retro-actively the programme logframe through a consultative process with ILO staff.	ILO responsible for providing documents for consultation.  Evaluator to complement data through field work. ILO office to organise field visits and FGDs.  ILO in-country staff to make time available to respond to evaluation questions.
Efficiency	Budget reports, program reports, review of program management structure, meetings with other UN stakeholders.	Document analysis, interviews with ILO CTA and regional management, judgement based on review of documents, interviews and analysis.	ILO responsible for providing documents for consultation.
Sustainability	Sustainability strategy development for the program.  Interviews with ILO CTA and ILO staff in Amman and Beirut to assess local ownership.	Document review, interviews, judgement, field visits. Through interviews and review of evidence assess to what extent stakeholders have sustained or followed up on ILO supported interventions.	ILO responsible for providing documents for consultation.  Evaluator to complement data through field work.
Impact of results	Results reports against outputs and outcomes.	Program reports, document review, factual assessment, judgement.	ILO responsible for providing documents for

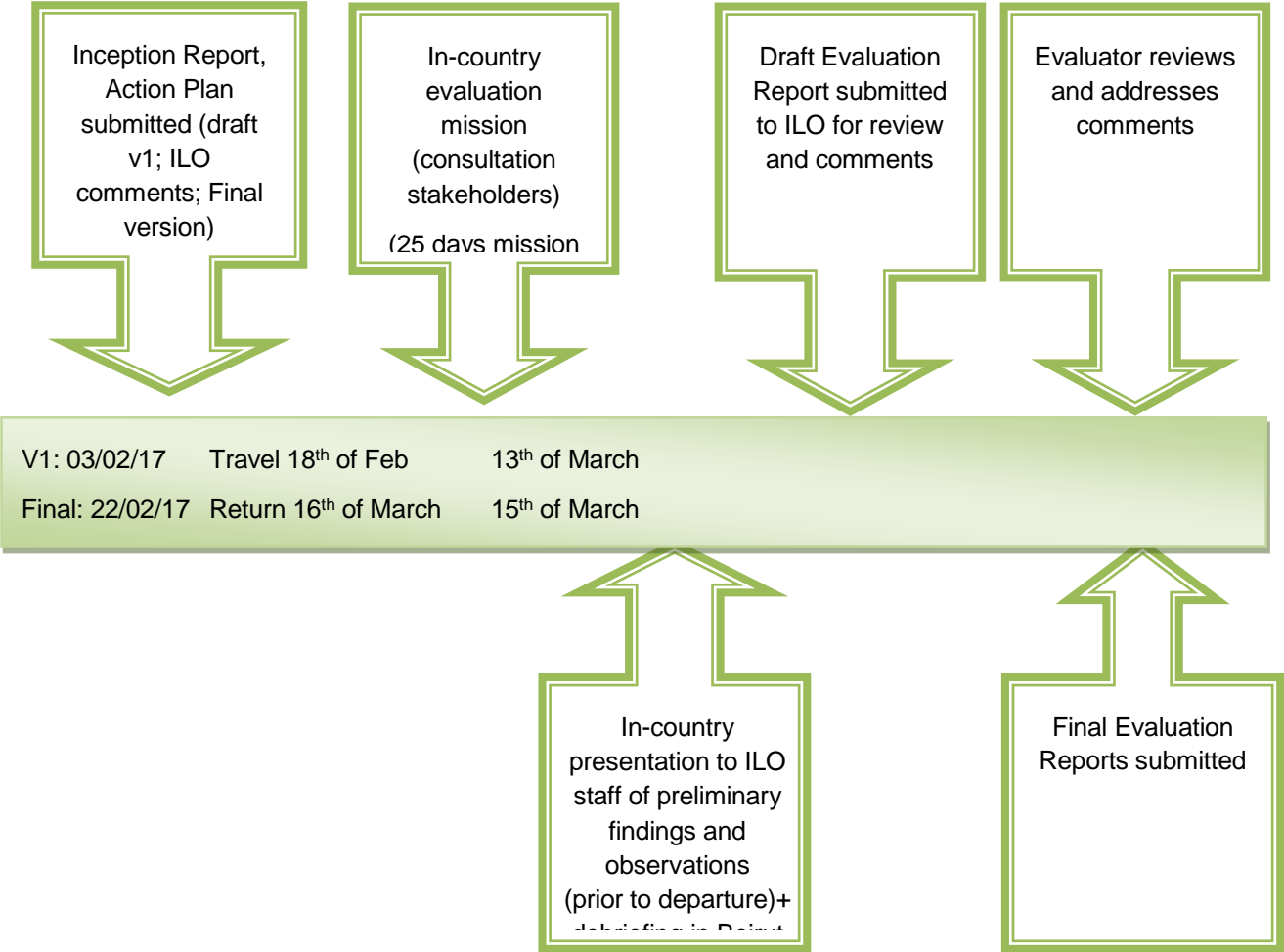
Evaluation Questions	Sources of data?	Method?	Who will provide, collect and analyse?
	Interviews with programme staff.	Assessment of reported results against outputs and outcomes. Validation of reported results.	consultation. Evaluator to complement data through field work.
Lessons learned Good practices	Program reports, progress reports, monitoring reports.	Analysis of data, document review, in-country field visits and interviews.	ILO responsible for providing documents for consultation. Evaluator to complement data through field work.
Validity of the design	Review of design document, M&E framework, results framework, logframe, Theory of Change.	Document review.	ILO responsible for providing documents for consultation.
Management arrangements	Review management structure. Review of budget data.	Document review, interviews with ILO staff. Form judgement based on available data and feedback.	ILO responsible for providing documents for consultation. Evaluator to complement data through field work.

**Annex 2 – Evaluation Timeline (the duration for the evaluation process is X days)**

*This evaluation time line is for both evaluations:*

1. Promoting a Decent Work Approach for Syrian Refugees and Host Communities (RBSA funded)
2. Supporting the strategic objectives of the London Syria Conference 2016 (FCO funded)

Evaluation: Promoting a Decent Work Approach for Syrian Refugees and Host Communities  
 Date: 21st of February 2017



# Annex 5 – Promoting a Decent Work Approach for Syrian Refugees and Host Communities

## Promoting a Decent Work Approach for Syrian Refugees and Host Communities

### Final Independent Evaluation – Aide Memoire

16 March 2017

#### 1. Background to the Evaluation Mission

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In-country mission: The evaluation mission was conducted by Martine Van de Velde, Independent Evaluation Consultant, and took place between the 26<sup>th</sup> of February and the 16<sup>th</sup> of March 2017.

Funding: The project was implemented in five consecutive phases, commencing in August 2013 and completed in December 2016, with allocated funding of USD 1.76 million from its Regular Budget Supplementary Account (RBSA). The project was implemented by the International Labour Organisation (ILO) in Jordan with technical backstopping provided by ILO's Regional Office for the Arab States (ROAS).

Purpose of the evaluation as explained in the TORs:

- 1 Identifying and presenting: Lessons learned; Emerging good practices; Expected impact and sustainability; Presenting evidence and results based findings; Obtaining stakeholders perceptions on the value added of the project; Presenting strong recommendations for future programming.

The project was supported by a three-pronged strategy developed in the 2013 concept note:

- 1 To strengthen the knowledge base on the impact of Syrian refugees on the labour market, with a specific focus on the host communities;
- 2 To strengthen institutional capacity and coordination to combat unacceptable forms of work;
- 3 To enhance access to employment opportunities and livelihoods in host communities.

ILO's response has focused on three tracks:

- 1 Building the resilience of host communities in order to facilitate access to employment livelihood opportunities, including through cooperatives;
- 2 Strengthening institutional capacity and coordination mechanisms at local, regional and national levels to combat unacceptable forms of work (with a focus on child labour);
- 3 Supporting policy development to ensure an employment-rich national response, embedded in the principles of decent work.

#### 2. Description of Evaluation Activities

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The mission included the following main evaluation activities:

- Interviews and meetings with ILO staff including Dr Maha Kattaa (Crisis Response Coordinator), project staff, and technical specialists based in Jordan, Lebanon and Geneva;

- Key informant interviews with Jordanian Government departments including Ministry of Labour, Ministry of Agriculture, Ministry of Planning and International Cooperation (MOPIC) and Local Economic Development units at the governorate level (Mafraq, Irbid);
- Meetings with ILO's in-country partner organisations including the Jordanian Construction Contractors Association (JCCA), the Centre for Accreditation and Quality Control (CAQC), the National Employment and Training Centre (NET) and the General Federation of Trade Unions (GFTU);
- Six focus group discussions (a total of 57 participants) with Syrian refugee workers (M/F – with and without work permit in agricultural and construction sectors), discussions with private sector and cooperatives;
- Meetings with donors, UN agencies and civil society including UKAID-DFID, Germany, USAID, UNHCR, UNDP, UNIFEM, the Danish Refugee Council (DRC) and the World Bank;
- Desk review of key programme-related documents such as the programme design document, progress reports, budget revisions, ILO research and policy documents.

Evaluation methodology, list of persons met and in-country schedule will be added to the Evaluation Report.

### **3. Main Findings**

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Assessing results of the different interventions funded between August 2013 and December 2016 was a challenge because of the absence of a programme design document or a results monitoring and evaluation framework. These are documents that support programme implementation and results based monitoring. While recognising that the changing context and operating environment due to the spill over of the Syrian conflict resulted in changing priorities, this should not have prevented a proper design and reporting of each phase, monitoring and documenting of lessons and changes in implementation. Lack of coherence between the different phases has impacted negatively on the achievements.

Review of the different interventions under the different phases reveals there is an underlying, but not documented, logic between phase 1 and phase 5. While there is a logical change in moving from knowledge and research to identification and implementation of pilot interventions or demonstration projects between phase 1 and 5, a number of the interventions supported in phase 2 and 3/4 were less effective and the reason for their selection is not evident (including the value chain analysis for the tomato and olive sector).

Phase 1 focused on strengthening the knowledge base within Jordan on the impact of the Syrian refugees on the labour market. Absence of quality research and knowledge documents at the beginning of the Syrian crisis was identified by many stakeholders as an obstacle to prioritising and designing effective interventions.

Phase 2 targeted value chain analysis and marketing strategy for the tomato and olive sector, and public/private sector dialogue.

Phases 3 and 4 focused on policy dialogue through round-table discussions and thematic workshops, and support to the development of local economic development plans for Mafraq and Irbid.

Phase 5 focused on i) developing demonstration projects that could be implemented as direct support mechanisms to access to the labour market for both Syrian refugee workers and host communities, and ii) supporting the Ministry of Labour directorates with guidelines on labour access for Syrian refugees.



### **Results from the RBSA funding:**

- Strengthen the knowledge base within the Government of Jordan on the impact of Syrian refugees on the labour market: The FAFO study was considered by many interlocutors as an important study closing a knowledge gap. To what extent the FAFO study benefitted the programme or supported the development of the consequent phases is not immediately clear. Addressing knowledge gaps around impact of the Syrian refugees on the labour market is a need that requires constant follow-up.
- Employment Intensive Investment Programme: the RITE pilot project – funded under RBSA – contributed to funding received from Germany’s KfW Development Bank. EIIP pilot project coincided with the London Conference in February 2016 where employment opportunities and access to the labour market for Syrian refugees were prioritised.
- Support to the Government of Jordan to regulate Syrian workers’ access to the labour market through work permits in agriculture and construction sectors – the pilot interventions received support within the MoL and generated financial support from the FCO.
- Strengthened the capacity of Ministry of Labour and local stakeholders in Mafraq and Irbid to regulate integration of the Syrian refugee workers in the Labour market. ILO has been working closely with government counterparts, which makes ILO’s position unique compared with other actors in the livelihoods sector. But institutional strengthening of government counterparts should be carried out more systematically.
- Through the different interventions and advocacy ILO is now recognised as a key player in Jordan in the area of livelihoods support for Syrian refugee workers and host communities.

### **Less successful interventions:**

- The recommendations made in the olive and tomato value chain analysis and marketing strategies did not receive any follow-up support or seem not to have been integrated in the work of the Ministry of Agriculture.
- The capacity building support to the Local Economic Development (LED) resulted in the development of a local development strategy but the local governorates were unable to attract funding.

The RBSA funding allowed ILO Jordan, through trial and error, to find niche areas for its further engagement around livelihood opportunities for both Syrian refugee and vulnerable Jordanian workers. While this might have been the correct approach – resulting in funding to date from different donors – it should have been underpinned by a Theory of Change (as commenced in the 2013 concept note) that could be adjusted based on implementation of the different interventions and allowed for systematic monitoring, assessment and documenting of lessons. In this way, a more systematic construction of a body of knowledge and experience that could better support further project designs would have occurred. It was also found that linkages to ILO’s Decent Work Agenda are not always evident.

## **4. Preliminary Recommendations**

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- 1 Programme design, monitoring, evaluation and reporting: Programme design documents, systematic monitoring, progress and final reports, and work plans should be prepared to allow for identification of issues that require immediate attention, results-based reporting and final evaluation. This is the case for donor funded programmes and equal standards should be applied to RBSA funded interventions.



- 2 Project management structure: Implementation should be supported by clear management and communication structures, and sufficient staffing to cover the needs of quality implementation on the ground. Processes between ILO Jordan office and ILO ROAS should be strengthened to facilitate smooth implementation.
- 3 Systematic implementation: Main interventions should be supported by a work plan and an inception phase clarifying roles and responsibilities of the regional and national office in the implementation, and to allow for proper set-up of programme implementation mechanisms.
- 4 Assessment of institutional strengthening and advocacy at the Government level: While this is considered a current strength, ILO should identify ways to monitor and report on progress made.
- 5 Demonstration projects and pilot interventions: Innovative interventions should be further explored but should be strengthened by a concept design, systematic monitoring, documentation of lessons and systematic sharing with other actors.
- 6 Well targeted research: Continue to contribute to the knowledge base around access to the labour market for Syrian refugee and vulnerable Jordanian workers. Any research funded should be of the highest quality and be supported by a dissemination strategy.
- 7 Access to Decent Work: Because of ILO's core mandate programmes should integrate a Decent Work agenda and document progress and challenges in achieving decent work for target groups.
- 8 ILO's comparative advantage: Be clear on what ILO's comparative advantage is compared with other development actors. ILO has a strong core mandate and technical capacity which makes it stand out from other development actors. Donors look for ILO's better and decent work agenda support.
- 9 Social protection for workers: ILO should explore ways in which to advocate for social protection for Syrian refugee workers. Social protection is a measure for which ILO should advocate across its programmes.
- 10 Better define how support is provided to different target groups: Be clear on what the programme aims to deliver for the different stakeholders which include Syrian refugees, host communities, camp residents, women and youth. Map the stakeholders in the different regions.
- 11 Identify and operationalize linkages between programmes: ILO has attracted funding from different donor sources and should ensure that programmes are implemented in a siloed manner but also identify how programmes can benefit and support one another.
- 12 Make use of synergies and complementary programmes/projects: An increased number of development actors are becoming involved with livelihoods and employment in Jordan. ILO should engage with these actors to identify synergies and provide support where needed. This will allow ILO to maintain its leading role in this sector.
- 13 Development and humanitarian nexus: ILO is engaged in both humanitarian and development work in Jordan, with humanitarian action a more recent area of intervention. ILO's experience should be documented, with good practices and lessons learned shared with other offices.

## Annex 6 – List of persons met

Name	Role/Position	Organisation	W/M	Method
<b>ILO Jordan</b>				
Dr Maha Kattaa	Crisis Response Coordinator	ILO	W	KII
Patrick Daru	Senior Skills and Employability Specialist & Coordinator for Amman Decent Work Country Programme	ILO	M	KII
Shatha Al Aqaileh	Project Assistant	ILO	W	KII
Amal Bani Awad	National consultant	ILO	W	KII
Ahmad Badareen	National consultant	ILO	M	KII
Nihaya Dabdoub	National Program Officer	ILO	W	KII
Bader Al Deen Al Omari	Workers' Centre Operations Manager	ILO	M	Field visit
Bashar Samarneh	National Engineer - Employment through Labour Intensive Infrastructure	ILO	M	Field visit
Sampson Add-Teye	Technical Officer – International Engineer – Employment through Labour Intensive Infrastructure	ILO	M	Field visit
<b>ILO Beirut - Geneva</b>				
Lars Johansen	Chief of Regional Programming Unit C/RPU	ILO Beirut	M	KII
Anser Qureshi	Chief of the Regional Administrative Services	ILO Beirut	M	KII
Mustapha Said	Workers' Specialist	ILO Beirut	M	KII
Nathalie Bavitch	Regional M&E Officer	ILO Beirut	W	KII
Rania Bikhazi	Senior Enterprise Development Specialist	ILO Beirut	W	KII
Shaza Ghaleb Jondi	UN Coherence & Resource Mobilisation Officer	ILO Beirut	W	KII
Lama Oueijan	Employers' Specialist	ILO Beirut	W	KII
Shaza Al Jundi	National Programme Officer	ILO Beirut	W	KII
Parth Kanitkar	PARDEV	ILO Geneva	M	KII
Federico Negro	Crisis Response Specialist	ILO Geneva	M	KII
<b>Government of Jordan</b>				
Linda Tubaishat	Labor Lead – Compact Project Management Unit	Ministry of Planning and International Cooperation	W	KII
Haitham Khasawneh	Under- Secretary MoL	Ministry of Labour	M	KII
Hamdan Yacoub	Head of Syrian Refugees Department	Ministry of Labour	W	KII

Name	Role/Position	Organisation	W/M	Method
Jamal Alsarhan	Assistant of Irbid Governor – Local Economic Development Unit	Irbid Governorate	M	KII
Ali Abu Nukta	Director of Irbid Agricultural Department	Irbid Agricultural Department	M	KII
Morsi Abu Dames	Director of Irbid Labour Inspection	Irbid Ministry of Labour	M	KII + Field visit
Mohammad Al Zboon	Director of Mafraq Labour Inspection	Ministry of Labour Mafraq	M	KII
Abdel Majeed Harahshe	Director of Local Economic Development Unit	Mafraq Governorate – LED Unit	M	KII
Awni Shdifa	Director of Mafraq Department of Agriculture	Mafraq Department of Agriculture	M	KII
Yousef Shraydeh	Director of Vocational Training Center – Mafraq	Mafraq Vocational Training Center	M	KII
<b>Independent experts</b>				
Susan Razzaz	International consultant – Economics (World Bank, ILO)	Expert	W	KII
<b>UN agencies</b>				
Yousef Abedrabboh	Programme Assistant Socio-Economic Portfolio	UNDP	M	KII
Laura Buffoni	Senior Livelihoods Officer	UNHCR	W	KII
Bothania Qamar	Livelihoods Officer	UN Women	W	KII
<b>Donor agencies</b>				
Kristina Dockray	Second Secretary – Labour and UN Reform	FCO Geneva	W	KII - Skype
Chris Eleftheriades	First Secretary (Economics)	DFID Jordan	M	KII
Alex Ballinger	Policy Officer (Development)	DFID Jordan	M	KII
Mario Stumm	Development Counsellor	Embassy of Germany	M	KII
<b>Other organizations</b>				
Majed S. Al-Habashneh	Chairman Board of Directors	National Employment & Training	M	KII
Ahmad M.Al Khalileh	General Manager	National Employment & Training	M	KII
Khaled Hababbeh	International Relations Officer	General Federation of Jordanian Trade Unions	M	KII
Dr Haider Rashid Touran	President	General Trade Union of Banks	M	KII
Tareq Al Horainy	Secretary General	Jordanian Construction Contractors Association	M	KII

Name	Role/Position	Organisation	W/M	Method
Mohammad Irshed	Centre for Accreditation and Quality Control	Director	M	KII
<b>Civil Society</b>				
Emily Lewis	Livelihoods Technical Coordinator	Danish Refugee Council	W	KII
Hatem Al Hroub	Director of Marj bin Amer Cooperative	Marj bin Amer Cooperative	M	KII

## Annex 7 – List of resources

### **A - Evaluation specific documents**

- *Terms of Reference*
- *List of individuals pertinent to the evaluation with contact details*
- *Code of Conduct for Evaluation in the ILO*
- *Checklist 10: Documents for project evaluators, supplied by links or cloud services*

### **B - Project documents**

- *Concept Note Phase 1 RB ILO response Syrian crisis in Jordan*
- *Phase 1 Study Plan 2013*
- *Implementation Plan Phase 1 Aug - Dec 2013*
- *Additional RBSA allocation approval JOR 109 Jan 2014 Phase 2*
- *Key achievements Phase 2 and 3*
- *Additional RBSA allocation approval JOR 109 Dec 14 Phase 3*
- *Request for funds RBSA Phase 3 Dec 2014 to May-Aug 2015*
- *Draft Jordan 109 - results phase 3*
- *RBSA Work Plan Feb-August 2015*
- *Progress Report April 2015*
- *RBSA Checklist JOR109 May 2015*
- *Minute Sheet No-cost extension request + PAC for March to June 2016 Phase 4*
- *Signed Request for extension JOR109 April 2015 to March 2016 Phase 4*
- *JOR 109 Request for extension Phase 5*
- *JOR 109 - April 24 update in the system 2014 2015*

### **Project Publications**

- *Market study marketing strategy tomato sector in Mafraq*
- *Market study and Marketing Strategy Olive sector Irbid*
- *Value Chain Analysis of tomato sector in Mafraq*
- *Value Chain Analysis of the Olive and Olive Oil sector Irbid*
- *Press Release ILO trains contractors on implementing EIIP in Jordan*
- *Press Release Workshop on improving working conditions in Mafraq and Irbid through upgrading informal apprenticeships*
- *Concept Note Employment Intensive Infrastructure Investment and Environmental Protection in Jordan*
- *Publication Social protection and employment for SR in J*
- *Publication Labour force and unemployment trends among Jordanians, Syrians and Egyptians in Jordan*
- *Publication Access to work for Syrian refugees in Jordan*

- *Book Impact of SR on the Jordanian labour market*
- *Report Rapid Assessment on child Labour in Agri sector in Jordan*
- *Publication Work permits for Syrian refugees in Jordan*
- *Press Release ILO co-hosts discussion on promoting sustainable livelihoods for Syrian refugees and host communities*

### **C-ILO and National documentation**

- *Jordan National Vision and Strategy Part 1 & 2*
- *UNAF Jordan 2015-2017*
- *Jordan Poverty Reduction Strategy 2013-2020*
- *3RP Report Overview*
- *UN Strategic Framework Host Community Jordan 26March*
- *Steps towards a new Strategic Policy Framework 2013*
- *ILO Strategic Policy Framework 2010 – 2015*
- *Programme and Budget 2016-2017*
- *Programme and Budget 2014-2015*
- *Jordan DWCP Diagnostic*
- *Jordan DWCP 2012 2015*
- *UNAF Jordan 2015-2017*
- *Jordan National Vision and Strategy 2025 Part 2*
- *Jordan National Vision and Strategy 2025 Part 1*
- *Supporting Syria and the Region London 2016 - Event Concept Note*
- *Strategy ILO Response to the Syrian Refugee Crisis (26 October 2015)*
- *ILO Response to the Syrian Refugee Crisis (update Feb 2016)*
- *JRP Executive Summary WEB*
- *JRP Full Document WEB*

### **D-FCO Project Documents**

- *Concept note-ILO-EU project*
- *ILO Jordan Proposal to FCO UK FINAL*
- *ILO update 3RP January 17 (draft 18Jan 18h30) MK*
- *Training and employing Syrian refugees in Jordan – Dec2016*
- *PPT ILO's support to the formalization of Syrian refugees in the labour market in Jordan*
- *Quarterly Monitoring Report - ILO Jordan*
- *ILO-UK Jordan project update*
- *JBV competition TORs*
- *Analysis of the data of the work permits issued to Syrians*
- *Copy of Activity-based budget\_22082016-JOR1606GBR*
- *ILO Jordan Proposal to FCO UK FINAL*



- PARDEV Final Appraisal Report
- *Syrian-refugees-status-in-the-jordanian-labor-market\_en\_9210*
- *Promoting and supporting social dialogue and decent work for all in the MENA region*
- *Labour force and unemployment trends among Jordanians, Syrians and Egyptians in Jordan Nov 2015*
- *PARDEV Minute Sheet MA-JOR1606GBR (Signed)*
- *SPF 2014 F004 Quarterly Monitoring Report - over 80k ILO Jordan 16 12 2016 final*
- *Supporting-Syria-the-Region-London-2016-Jordan-Statement*
- *Employment intensive investment programme Concept Note*
- *ILO Programme of Support Jordan Compact-EU\_1Aug2016*
- *ILO response to Syria crisis and Jordan compact - final*
- *Impact of Syrian Refugees on the Jordanian Labour Market – FAFO*
- *MS RBSA donor visit*