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## Final Independent Project Evaluation: Towards a more inclusive economy through immediate job generation and enterprise development in Jordan

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

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# List of Acronyms and Abbreviations

<b>EIIP</b>	Employment-Intensive Investment Programme
<b>ESS</b>	Environmental and Social Safeguards
<b>EQM</b>	Evaluation Question Matrix
<b>GDRP</b>	General Data Protection Regulation
<b>ILO</b>	International Labour Organisation
<b>JEA</b>	Jordan Engineer's Association
<b>JRF</b>	Jordan River Foundation
<b>MoL</b>	Ministry of Labour
<b>MOLA</b>	Ministry of Local Administration
<b>OHS</b>	Occupational Health and Safety
<b>PWD</b>	Persons with Disability
<b>P&amp;B</b>	Programme and Budget
<b>ToC</b>	Theory of Change
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>WDB</b>	Women Do Business

# Executive Summary

## Project Background

The project “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan” (hereafter “the project”) was launched in June 2020, as part of the ILO’s response to difficult labour market conditions in Jordan, and to the ongoing Syrian Refugee Crisis. The project was supported with funding from the Italian Ministry of Foreign Affairs and International Cooperation, and implemented in collaboration with the Jordanian Ministry for Local Administration and three municipalities in the Irbid and Mafrqa Governorates. Project design was based on two well established ILO programme models, the *Employment Intensive Infrastructure Programme* (EIIP) and the *Women Do Business* (WDB) entrepreneurship programme. It closed in May 2023.

At its highest level, the project would “contribute to forming a more inclusive and accessible labour market for vulnerable populations, among Jordanians and Syrian refugees.” At the Outcome level, the project was divided into two programme streams. Outcome 1 would “support a more inclusive and accessible labour market for vulnerable groups among Syrian refugees and Jordanians in host communities”. Outcome 2 focused support on “increasing the number of Female-run small and micro-enterprises.” Integrated into both programme streams was the cross-cutting objective of promoting inclusion, with the participation of vulnerable Jordanians and Syrian, women and men, and Persons with Disability.

## Evaluation Purpose and Scope

The Terms of Reference task the evaluation to provide the ILO with an “objective assessment of the accomplishment of project activities in terms of relevance, validity of design, efficiency, effectiveness, impact and sustainability.” It was intended to serve the dual purpose of accountability and learning. The Evaluation Objective was supported by seven sub-objectives and 21 evaluation questions, to generate data in response to the evaluation criteria. Emphasis was placed on the crosscutting issues of gender equality and non-discrimination, and the inclusion of Persons with Disability. The evaluation scope comprised all activities completed by the project while it was active (June 2020 to May 2023).

## Evaluation Approach and Method

The approach and methodology were based on the ILO’s evaluation policy and procedures, which adhere to international standards and best practices set out in the *OECD/DAC Principles and the Norms and Standards for Evaluation* (revised 2019) and approved by the United Nations Evaluation Group. The evaluation used a theory-based approach, aligned with the relevant ILO guidance.<sup>1</sup> The method was mixed, using both qualitative and quantitative sources identified during the inception period.

The method included a review of documents followed by semi-structured interviews with Amman and regionally based stakeholders (Donor representative; ILO officials in Amman and at the regional level; Jordanian Ministry of Local Administration; the two Implementing Partners). Field study in the Mafrqa and Irbid governorates occurred during May and June 2023 and comprised; extended semi-structured interviews with seven officials from the three participating municipalities,

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<sup>1</sup> ILO, *Guidance Note 1.1: Project Design and Theory of Change*, revised version 2020

three infrastructure works engineers, accompanied by verification visits to the infrastructure works sites; two Job Search Consultants retained by the ILO.

Structured phone interviews were conducted with 30 project graduate workers, in a random and non-representative sample of 10 workers from each of the three municipalities. Extended semi-structured interviews were also held with a purposive sample of five graduates of the Women’s Entrepreneurship programme, conducted at their business locations.

### Summary of Evaluation Findings

Evaluation Criteria	Evaluation Assessment
<b>Relevance</b>	<b>Satisfactory</b>
<p>The project’s relevance is <b>Satisfactory</b>, to the mandate and priorities of the main Stakeholders (The Donor, the ILO and the Government of Jordan/ MOLA), the mandate and qualifications of the Implementing Partners, the priorities of municipalities and to needs of workers and women entrepreneurs. The project’s relevance to the ILO’s Decent Work Country Programme for Jordan (2018-2022), the ILO Programme and Budget (1 and 4, 2018) and SDG’s 1, 2, 3, 8 and 11 is <b>Very Satisfactory</b>.</p>	
<b>Validity of Design</b>	<b>Unsatisfactory</b>
<p>The project’s validity of design is <b>Unsatisfactory</b>. The project makes effective use of existing programme models and resources, developed by the ILO in Jordan and at the regional and international levels. However, the project design is not theory-based. It does not develop internal coherence and synergy within Outcome 1, and between the Outcome 1 and Outcome 2 programme streams. Critical Gaps in the Logical Framework hinder results achievement and performance reporting, particularly for graduate worker’s job attainment, infrastructure delivery and the results of women’s entrepreneurship.</p>	
<b>Effectiveness</b>	<b>Satisfactory</b>
<p>Overall project effectiveness was <b>Satisfactory</b>, based on achievement against existing Activity, Output and Outcome objectives and targets. However, the project’s two Outcomes function and separate programme streams, showing different results.</p> <p>The overall performance of Outcome 1 was <b>Satisfactory</b>, influenced by uneven performance at the Output level. Output 1.2 targets for the creation of short-term employment under decent work conditions were met or exceeded, and assessed as <b>Very Satisfactory</b>. The Results Framework does not include an indicator for infrastructure delivery. However, the evaluation considered infrastructure to be an integral part of the project, and found significant concerns for the quality of the infrastructure delivered, with effects on sustainability. Accordingly, the infrastructure component of Outcome 1 (Output 1.2) was assessed as <b>Unsatisfactory</b>. The results of Output 1.1 were unclear, as the extent to which training graduates contributed to the promotion of the EIIP model is not monitored. The evaluation did find evidence that some graduates of the course were involved in Output 1.2 delivery.</p> <p>Outcome 2 performance is <b>Satisfactory</b>, with good achievement at the Output and Outcome levels. From the reporting and interview sample, there is tangible evidence that the project has supported an increase in women’s entrepreneurship, and the improvements to the businesses supported.</p>	
<b>Efficiency</b>	<b>Satisfactory</b>

Project start up occurred during the early phase of the COVID-19 pandemic, producing implementation delays and required three no cost extensions. Otherwise, the project leveraged existing programme, management and operational resources in the ILO's regional structure. This included leveraging existing resources to promote gender equality and the inclusion of Persons with Disability. Contracts with the two Implementing Partners were completed within the scope of work and budget agreed, as were project components contracted to the municipalities.

Impact	Satisfactory to Unsatisfactory
<p>The evaluation approached impact in terms of trajectory and possibility, rather than as observed changes. The impact possibility of impact of Outcome 1 appears to be <b>Unsatisfactory</b>. For graduate workers, the project delivered an important but short term increase in their income. This came with limited skills development and without a discernible improvement in their access to the labour market. Quality concerns diminish the impact of the infrastructure delivered through their labour.</p> <p>The Impact trajectory for Outcome 2 is <b>Satisfactory</b>, showing a positive trajectory towards increasing the number of female-run small and micro-enterprises. The businesses observed showed tangible progress against project objectives, with increased income and the possibility of sustainability. These results will need to be verified more broadly, preferably with a tracer study.</p> <p>There is also evidence of a positive impact trajectory the cross-cutting issue of gender equality. Municipal officials under Outcome 1 appeared to accept and be supportive of gender inclusion goals. Enterprise development provides an alternative route into the labour market and income generation, in socially restrictive contexts. Inclusion remains a more difficult issue when related to disability, in part because stakeholders are less familiar with disability and solutions for inclusion.</p>	
Sustainability	Satisfactory to Unsatisfactory
<p>The Sustainability of Outcome 1 deliverables was <b>Unsatisfactory</b>. Sustainability for this Outcome is understood as the willingness of national officials to adopt the (green) EIIP model. Within this metric, quality concerns for the infrastructure delivered undermine the willingness of municipal officials to promote and use the model. A determination of Sustainability for Outcome 2 deliverables requires further data. However, the evaluation observed that the trajectory is positive, towards <b>Satisfactory</b> or better.</p>	
Cross-cutting Issues	Very Satisfactory
<p>Achievement for cross-cutting issues is <b>Very Satisfactory</b>, across the full project. Project design placed an emphasis on the issue of Inclusion based on: Nationality (vulnerable community members of Jordanian and Syrian nationality); Gender Equality (women and men), and; the inclusion of Persons with Disability. Indicator targets were met or exceeded for each of the four project Outputs.</p>	

## Conclusions

The median performance ranking for the project is “Satisfactory”. The ranking reflects important achievements on short-term employment creation (Outcome 1) and Women’s Entrepreneurship (Outcome 2). The latter shows a positive trajectory, towards achieving its

Outcome objective of increasing and enhancing women's entrepreneurship. The project has successfully leveraged the ideas, initiative and creativity of the local women.

**The project met or exceeded most of its performance targets**, under difficult Covid-affected conditions, albeit with implementation delays. Notwithstanding, these rankings are based on the objectives, indicators and targets established in the project's design and *Monitoring and Evaluation Plan (2020)*. As such, they also reflect deficiencies and gaps in the plan's scope of monitoring. There is particular concern for following issues:

**The project lacks a clearly defined synergy between Outcome 1 and Outcome 2.** Conceptually, both Outcomes contribute towards the project goal of "support a more inclusive and accessible labour market for vulnerable Syrian refugees and Jordanian men, women and persons with disabilities". In practice, the two Outcomes operated as separate and unrelated programme streams. There was no evidence of a programmatic or operational synergy between them, intended or actual. Rather, working with two different project streams appeared to diffuse the project's implementation focus and resources.

**There is a trade-off at the Green EIIP method's core.** The trade-off rests in a tension between the objective of short-term employment creation for vulnerable persons and the use of public infrastructure development as the means to create that employment. The latter requires a level of skill and experience, to deliver workers of sufficient quality and durability. The former are often semi or unskilled workers, and lack the experience needed to deliver works of sufficient quality and durability. The ILO is focused on employment creation, to the extent that infrastructure delivery does not appear in the results framework. In contrast, the priority of municipal officials is with the infrastructure, for which officials are accountable to the community. The quality of public infrastructure is visible, it directly affects the lives of persons in the community and has a political dimension for officials, while the benefits of delivering employment may appear less tangible.

**The Monitoring and Evaluation Plan is not sufficiently robust or resourced to meet the project's accountability and learning objectives.** Project design is not theory-based, and the plan monitors at the Activity and Output levels. By design, the plan does not consider the relationship between Outputs and Outcomes, nor does it monitor Outcome achievement. The utility of reporting as an input to operational management and learning on the EIIP and Women do Business models, therefore, is limited.

## Lessons Learned

### 1. Theory-based design is essential to performance and learning

Using a theory based approach increases the likelihood of positive outcomes. Most performance difficulties in this project were influenced by deficiencies in the Logical Framework and Risk model. In particular, the framework does not describe the causal pathways within the project, particularly between Outputs and Outcomes, nor does it provide the necessary means within the project for Outcome achievement. Project performance was negatively affected precisely where there was a break in the Output to Outcome pathway. A theory-based approach enhances the ILO's understanding of causal relationships between project elements, and, critically, how they should be designed, resourced and monitored. It also contributes to sustainability, to the extent that positive performance produces durable community assets that result in stakeholders choosing the EIIP model in the future.

### 2. The quality and durability of infrastructure matters

Short-term job creation for the delivery of "green" infrastructure generates a broad set of goods: an economic and capacity development good for the workers; an economic and social stabilisation good for the community; a set of public and political goods for Municipal and Government of Jordan stakeholders; a contribution to sustainability and climate action. Each of these goods, and the



synergies between them, need to be understood and described in the value proposition to national stakeholders. The ILO’s current approach focuses on short-term employment creation, with inclusion and social stability. In contrast, the priority of Municipal stakeholders appears weighted to the delivery of quality infrastructure, for which they are accountable to the communities. These priorities are not exclusive. However, the quality and durability of the infrastructure delivered must meet the relevant standard, or it ceases to have value as a public good. Adequate training for workers is a critical factor contributing to quality. The combined value of project goods – employment and infrastructure – needs to be great enough to offset any perception that labour intensive infrastructure development is cost inefficient.

## Emerging Good Practice

### 1. Leveraging established programme models and trusted relationships

The assessment of factors enabling project achievement shows that the ILO was effective leveraging established programme models and trusted partnership, with the Donor, Government of Jordan entities and Implementing Partners. These contributed to positive start-up results under Covid-19 constraints and, therefore, contributed to achievement and risk mitigation.

### 2. Taking a “green” approach to designing project outputs

The project integrated the ILO’s Green Works concept into its employment-intensive infrastructure model, leveraging existing EIIP and Women do Business services with an approach that simultaneously contributes to national priorities for climate risk mitigation, environmental conservation and disasters prevention. Effort can be put into strengthening this approach.

### 3. Use of transparent and merit-based beneficiary selection involving national stakeholders

The ILO and project Stakeholders used transparent and merit/criteria based selection processes for the EIIP worker and Women Entrepreneur candidates. For the EIIP Outcome, the use of a lottery brought the perception of fairness to the process and mitigated reputation risk. For the Entrepreneurship Outcome, selection and two-tiered training process produced a qualified and motivated group of candidates, increasing the possibility of success.

## Summary of Recommendations

Responding to the findings, the evaluation provides eight recommendations targeted to improve the Logical Framework and project monitoring, and to strengthen the EIIP and WDB programme model.

**Recommendation 1:** Ensure ILO guidance on Theory of Change is followed for the design of the next project iteration. Emphasis should be given to understanding project assumptions and the causal relationships and pathways within the project. Both the assumptions and pathways should be linked to the project’s risk and mitigation model.

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

**Recommendation 2:** Strengthen Output and Outcome monitoring, with the use of ILO guidance for design of the Logical Framework and monitoring instruments for data gathering. Projects must be appropriately resourced for monitoring tasks, consistent with the ILO’s accountability and learning objectives.

Addressed to:	Priority	Implementation	Level of Resources
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ILO ROAS RPU and ILO Jordan	High	Short-term	Low
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**Recommendation 3:** The EIIP and WDB project models should be implemented separately, within their own project frameworks. Synergies will be more effectively developed at a higher level, within the ILO’s Country Programme. This includes having an active M&E officer.

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

**Recommendation 4:** EIIP and WDB synergies may be found by matching project-sponsored entrepreneurs and graduate workers, within a broader Decent Work country programme framework. This presents an opportunity in isolated and disadvantaged communities, where employment opportunities are limited.

Addressed to:	Priority	Implementation	Level of Resources
DWT team in regional office (relevant specialists) and ILO Amman	High	Medium-term	Low

**Recommendation 5:** Clarify and strengthen the EIIP’s value proposition to MOLA and the participating municipal governments, highlighting the broad range of goods (economic, social and public goods) to be delivered, but ensuring that the proposition includes delivering infrastructure that is of good quality and durability, and meets municipal standards.

Addressed to:	Priority	Implementation	Level of Resources
DWT team in regional office (relevant specialists) and ILO Amman	Medium	Medium-term	Low

**Recommendation 6:** Within the EIIP project model, increase the person days of work allocated to each individual from 30 to 60 Person Days. Ensure also that the project has a meaningful and identifiable skills development component. The combination of experience and training should be designed to: i) allow workers to leverage project skills and experience in their job searches; ii) improve the quality and durability of the infrastructure delivered to municipalities.

Addressed to:	Priority	Implementation	Level of Resources
DWT team in regional office (relevant specialists) and ILO Amman	Medium	Medium-term	Low

**Recommendation 7:** Strengthen the “green” dimension of the current EIIP value proposition to Jordanian stakeholders, broadening the employment-intensive development approach from infrastructure to include other forms of community assets, natural areas and landscapes, contributing to environmental goals and the adaptation to climate change. The approach also applies to support to “green” business development.

Addressed to:	Priority	Implementation	Level of Resources
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DWT team in regional office (relevant specialists) and ILO Amman	Medium	Medium-term	Low
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**Recommendation 8:** Commission a tracer study of the 124 women (Output 2.1) and the 60 women (Output 2.2) that received support, to better determine Outcome level results, factors in the business eco-system that influence results and sustainability, the extent to which business development has been “green”, and lessons learned to strengthen the WDB model.

Addressed to:	Priority	Implementation	Level of Resources
DWT team in regional office (relevant specialists) and ILO Amman	Medium	Medium-term	Medium

# 1. Introduction

## 1.1 Introduction

### 1.1.1 Project Background

The project “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan” (hereafter “the project”) was launched in 2020, as part of the ILO’s response to Jordan’s difficult labour market conditions. Since the outbreak of the crisis in Syria, Jordan has provided refuge to some 1,266,000 Syrians, of which 657,000 are registered with UNHCR. The large majority live outside of refugee camps, in urban areas. Outside of camps, refugees are often without direct assistance and compelled to find work to support themselves and their families.<sup>2</sup>

The ILO assessed that, without clear pathways to the formal labour market, Syrian workers find themselves in the informal economy where they are at heightened risk of exploitation. This also risked driving down wages and work conditions for Jordanian workers and migrant workers. The conditions of work in these jobs demonstrate considerable decent work gaps. They are often done on an informal basis, without formal contracts, payment or social protection coverage. Inclusion of women and persons with disabilities also remains a significant challenge, noting their low rates of participation in the work force and the lack of reasonable accommodations made to facilitate their access to the labour market (Project Document, 2020: 1-4).

As part of its response to the Syrian refugee crisis in Jordan, the ILO began in 2013 to pilot a series of skills, enterprise, job generation, employment service and work permit models, to support the absorption of Syrian workers, as well as vulnerable Jordanians. The 2016, ILO began implementing its Employment Intensive Infrastructure Programme (EIIP). Earlier iterations of the EIIP model were implemented in collaboration with the Ministry of Public Works and Housing, the Ministry of Local Administration and the Ministry of Agriculture. The programme initially focused on activities in the Governorates of Mafraq and Irbid and expanded in 2020 and 2021 to cover the Governorates of Amman, Zarqa, Ajloun, Jerash and Karak.<sup>3</sup>

The current project builds in this experience. The ILO, with funding from the Italian Ministry of Foreign Affairs and International Cooperation, implemented the project “Towards a More Inclusive Economy through Immediate Job Creation and Enterprise Development in Jordan.” The project closed in May 2023 and, in compliance with ILO evaluation policy and procedures, the project is subject to an independent final evaluation.

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<sup>2</sup> Data cited from the original Project Document (2020:1). As of 2022, some 675,000 Syrian refugees were registered with the UNHCR in Jordan, of which 83% were estimated to live in Urban areas outside of the camps.

<sup>3</sup> Jordan, Employment-Intensive Investment Programme activities in Jordan, [https://www.ilo.org/global/topics/employment-intensive-investment/countries/WCMS\\_543582/lang-en/index.htm](https://www.ilo.org/global/topics/employment-intensive-investment/countries/WCMS_543582/lang-en/index.htm)

## 1.2 Project Objectives

### 1.2.1 Project Objectives

The project “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan (hereafter, “the project”) had a single Overall Objective, which was supported by two Outcomes (Table 1): At its highest level, the project would “contribute to forming a more inclusive and accessible labour market for vulnerable populations, among Jordanians and Syrian refugees.”

At the Outcome level, the project was divided into two programme streams. Outcome 1 would “support a more inclusive and accessible labour market for vulnerable groups among Syrian refugees and Jordanians in host communities”. Outcome 2 focused support on “increasing the number of female-run small and micro-enterprises.” Integrated into both programme streams was the cross-cutting objective of promoting inclusion, with indicators for the participation of vulnerable Jordanians and Syrian, women and men, and Persons with Disability.

<b>Overall Objective</b>	To support a more inclusive and accessible labour market for vulnerable Syrian refugees and Jordanian men, women and persons with disabilities.	
<b>Outcome 1</b>	Increased access to decent jobs generated through local infrastructure projects.	
<b>Contributing Outputs</b>	Output 1.1: Engineers and technicians capacitated to utilize labour intensive methods in public works projects	Output 1.2: Number of workdays generated in public works projects for Syrian and Jordanian men, women and persons with disabilities increased [with access to long-term opportunities through Employment Centre]
<b>Outcome 2</b>	Increased number of females run small and micro enterprises.	
<b>Contributing Outputs</b>	Output 2.1: A network of at least 15 trainers established and administers nonfinancial business development support to female entrepreneurs.	Output 2.2: Female run businesses (Jordanian and Syrian) established and expanded.

Project design was based on two programme models used previously in Jordan and elsewhere, which the ILO assessed supports positive and sustained labour market outcomes. The design had four interrelated elements:

**Immediate job creation** through the ILO’s established *Employment-Intensive Investment Programme* approach to infrastructure development, providing employment opportunities under Decent Work conditions. The ILO has used the EIIP model has experience in at least 70 countries, across Africa, the Arab States, Asia and Latin America. For this Jordan iteration, the project focused on “green” infrastructure works. Outputs were expected to create a benefit for both workers (employment under decent work conditions with training and experience) and the populations of three municipalities (public infrastructure), while advancing national sustainability objectives (the project’s green component).<sup>4</sup>

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<sup>4</sup> See ILO “Employment Intensive Investments”, <https://www.ilo.org/global/topics/employment-intensive-investment/lang--en/index.htm>

**Employment services**, providing career guidance, work permit assistance and job matching for Jordanian and Syrian job searchers.<sup>5</sup> The project would work through a network of Employment Service Centres for Jordanians and Syrians, established across Jordan by the ILO and the Ministry of Labour, to ensure workers have access to training and employment opportunities, and as a platform for employers to recruit.

**Support to small business development**, targeting female entrepreneurs, including those running home-based businesses. The project used an adapted version of the ILO's established *Women Do Business* (WDB) programme model. Green sectors of the economy and business ideas would be prioritised, aligned with Jordan's *National Green Growth Plan* (2017).

**An emphasis on the inclusion of vulnerable populations**, with the objective of providing decent work and entrepreneurship opportunities for vulnerable Jordanians, Syrian Refugees, women and Persons with Disability (PWD).

The project documents imply that the *Employment-Intensive Investment Programme* and *Women Do Business* approach and programme models are alternative pathways for improving access to the labour market and employment. The Logical Framework provides inclusion targets that are consistent with previous interactions of both programme models. Otherwise, the documents do not propose or describe a direct engagement or synergy between the project's two Outcome streams.

### 1.2.2 Arrangements for Project Funding

The project was funded from the Italian Ministry of Foreign Affairs, International Directorate General for Development Cooperation. Terms were set out in the Project Agreement with the ILO (29 June 2020). The Italian government contributed the amount of Euro 1 million/ USD US\$ 1,125,112.51, with the project to be implemented over an 18 month duration. Taken from the agreement's data of effectiveness, project closure was expected for 29 December 2022.

### 1.2.3 Organisational Arrangements for project implementation

The independent final evaluation of "Towards a more inclusive economy through immediate job generation and enterprise development in Jordan" was commissioned through the ILO Regional Office for Arab States (RO-Arab States). The evaluation was conducted by a two person team of Dareen Alqaseer (Eng.) and David Gairdner, with support of the ILO's National Project Coordinator in Amman Jordan. The evaluation team interviewed and sought guidance from key Stakeholders, in the Government of Jordan, the participating municipalities and the project's Implementing Partners and contractors. There was no requirement for engagement with persons or entities outside of the project.

### 1.2.4 Implementation status as of evaluation

The project was closed in May 2023. Total project duration was 33 months, almost twice the expected duration. The Donor approved three requests for a no-cost extension from the ILO, covering the period from March 2022 to May 2023. The ILO advises a new iteration of the project has been approved with Italian funding and is in the start-up phase of implementation.

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<sup>5</sup> Section paraphrased from the Project Document (2018: pp. 2-7), the ILO's *Decent Work Country Programme for Jordan 2018-2022* (2017) and the brochure "Employment Services Centres for Jordanians and Syrians: Our services" [https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/instructionalmaterial/wcms\\_655199.pdf](https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/instructionalmaterial/wcms_655199.pdf)

## 1.3 Theory of Change and Intervention Logic

### 1.3.1 Observation on the project Theory of Change

The ILO defines “Theory of Change” (ToC) as “a causal framework of how and why a change process will happen in a particular context.”<sup>6</sup> In theory-based evaluation, the framework is a conceptual model that demonstrates how cause and effect relationships within the project will occur. It sets out the sequence of events, relationships and interactions between project, activities and outputs through to outcomes, which are hypothesised to produce the changes desired.

The *Project Document (2020)* is not based on an explicit Theory of Change that meets the standard set out in the ILO’s guidance.<sup>7</sup> Some components of the document are consistent with the ILO Guidance. The *Project Document (2020)* includes sections on Country Context and Problem Analysis, a Project Strategy and statement of Strategic Fit, followed with a Logical Framework and Risk Matrix.<sup>8</sup> Critical missing elements for a theory-based design include the articulation of:

- *A hypothesis* about how the causal process within in the project will work, linking the project’s design to, and demonstrating design coherence with, the high level project elements (Context Analysis, the Problem Analysis, the Strategy for Intervention and Strategic Fit).
- *A description of the actual causal process and interactions desired within the project, and which should link Activities, Outputs, Outcomes and Impact.*
- The *synergy* to be gained by including two independent programme streams (EIIP and WDB), either internal to the project or external on the labour market.
- *The ILO’s assumptions* on the conditions necessary for the project’s success.
- Linkage between *risk assessment and strategy for mitigation* with the other project elements, in particular through the underlying assumptions for success.

These Theory of Change elements do not inform the Logical Framework, nor the methodology used to monitor the project and report on the results achieved.

### 1.3.2 Candidate Theory of Change

A candidate theory of change emerges from the Project Documents:

**Table 2: Reconstructed Theory of Change**

Candidate for the Project Theory of Change	Decent work conditions can be improved <i>by</i> strengthening the technical and functional (skills and abilities) capacities of individual job seekers and women entrepreneurs <i>and</i> creating an enabling environment <i>through</i> more inclusive societal systems with better access to opportunities (ToC supporting the programme model).
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<sup>6</sup> Paraphrased from ILO, Guidance Note 1.1: Project Design and Theory of Change, version June 2020. Annex D includes additional information on the elements of a Theory of Change, as provided by the ILO guidance

<sup>7</sup> ILO, Guidance Note 1.1: Project Design and Theory of Change, version June 2020

<sup>8</sup> The elements are paraphrased in Annex D: Theory of Change.

### 1.3.3 Implicit Assumptions on the conditions necessary for success

The *Project Document (2019)* and the *Monitoring and Evaluation Plan (2019)* do not identify *explicit* assumptions about the conditions needed for success. The evaluation identified six *implicit* and high-level assumptions:



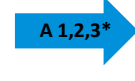
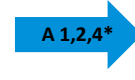

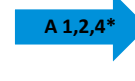
1. Context and Problem Analysis have correctly identified the underlying Decent Work dynamics, and the points of labour market entry to influence those dynamics.
2. The tripartite stakeholders and the project's social partners take ownership of the programme and are committed to its sustainability.
3. Socio-economic conditions are favourable for reduction of Decent Work gaps using the EIIP model, and for the inclusion of women and Persons with Disability.
4. Employment Service Centres are an effective point of entry into the labour market, for persons completing the labour intensive infrastructure works.
5. For women's entrepreneurship, enabling conditions exist in the social/cultural context, the business eco-system and the national regulatory framework.
6. Sustainability is strengthened when Jordan stakeholders: i) adopt the "green" EIIP" model for municipal works; ii) support the WDB model with the appropriate regulatory changes; iii) actively promote the concept of inclusion in both these areas.

### 1.3.4 Reconstruction of the Theory of Change and causal pathway within the project

Table 3 below provides an overview of the project's Logical Framework. The table identifies the sequencing of project activities within the Logical Framework, and aligns them with the implicit assumptions about the conditions needed for the desired changes to succeed. Table 4 provides additional commentary on the causal pathway and relationships within the project.



**Table 3: Indicative Reconstruction of the Project Theory of Change**

Activities	Outputs	A*	Outcomes	A	Strategic Objective
1.1.1 Develop competency-based training 1.1.2 Train implementing partners 1.1.3 Supervise project implementation	Output 1.1: Engineers and technicians capacitated to utilize labour intensive methods in public works projects		1: Increased access to decent jobs generated through local infrastructure projects.		Support a more inclusive and accessible labour market for vulnerable Syrian refugees and Jordanian men, women and persons with disabilities
1.2.1 Assess worksites, identify and implement projects, and develop guidelines to accommodate workers with disabilities. 1.2.2 Undertake awareness seminars in participating municipalities 1.2.3 Establish community maintenance groups among groups of workers, including community-based contracting for women. 1.2.4: Connect workers with longer-term employment opportunities through Employment Service Centres.	Output 1.2: Number of workdays generated in public works projects for Syrian and Jordanian men, women and persons with disabilities increased [with access to long-term opportunities through Employment Centre]				
2.1.1: Develop the knowledge and skills of trainers to monitor and advise new small business owners. 2.2.2: Set up a network of trainers to administer business development services. 2.2.3: Administer business development support to female entrepreneurs through the network.	Output 2.1: A network of at least 15 trainers established and administers nonfinancial business development support to female entrepreneurs		2. Female run small and micro-enterprises increased and enhanced.		
2.2.1: Conduct rapid market assessment to identify opportunities for female owned small and micro businesses. 2.2.2: Raise awareness among female entrepreneurs on identified opportunities. 2.2.3: Launch a business plan competition to support female owned small and micro businesses to tap into new markets, with seed funding. 2.2.4: Provide winners with financial support (grants) and coaching to start their own businesses.	Output 2.2: Female run businesses (Jordanian and Syrian) established and expanded				
<p><b>A=Assumptions on conditions for success:</b> <b>A1</b>, Project Context and Problem Analysis are correct; <b>A2</b>, Stakeholders take ownership; <b>A3</b>, for workers, socio-economic conditions are favourable to project objectives; <b>A4</b> Employment Centres are an effective point of access to the labour market; <b>A5</b>, For women’s entrepreneurship, enabling conditions exist in the social/cultural context, the business eco-system and the national regulatory framework; <b>A6</b> Sustainability is strengthened by adoption of programme models for EIIP and WDB by Jordanian stakeholders.</p>					

**Table 4: Description of the Project Causal Pathway**

Output 1.1: Engineers and technicians capacitated to utilize labour intensive public works methods.	Hypothesis: training will create local EIIP capacity, which will improve project implementation and promote demand for the EIIP approach.	Outcome 1 Hypothesis: improved municipal EIIP capacity and EIIP- based employment will increase access to decent jobs generated through local infrastructure projects.	Project Goal: A more inclusive and accessible labour market for vulnerable Syrian refugees and Jordanian men, women and persons with disabilities.
Output 1.2: Number of workdays generated in public works projects for Syrian and Jordanian men, women and persons with disabilities increased.	Hypothesis: the sequencing of skills training, short term employment on green infrastructure and access to employment services will lead to new employment opportunities, including for vulnerable groups.		
Output 2.1: A network of at least 15 trainers established and administers nonfinancial business development support to female entrepreneurs.	Hypothesis: training increases the national capacity for developing women entrepreneurs, an improves project implementation.	Outcome 1 Hypothesis: Improved WDB training capacity and WDB supported female entrepreneurs will increase and expand business opportunities for women, and their income possibilities.	
Output 2.2: Female run businesses (Jordanian and Syrian) established and expanded.	Hypothesis: the sequencing of proper candidate selection, entrepreneurship training and mentoring, and asset/financial assistance will establish and expand female-owned business.		

# 1.4 Evaluation Approach, Method and Scope

## 1.4.1 Evaluation Audience

The evaluation audience includes the ILO (Project Management in Amman and at staff at Regional Level), the Italian Ministry of Foreign Affairs and International Cooperation, ILO’s tripartite constituents including the Government of Jordan (MOLA) and other relevant stakeholders. Findings on the Employment-Intensive Investment and Women do Business models may have broad application within the ILO.

## 1.4.2 Evaluation Purpose and Objectives

The evaluation objective is to provide the ILO with an “objective assessment of the accomplishment of project activities in terms of relevance, validity of design, efficiency, effectiveness, impact and sustainability.” The evaluation serves the dual purpose of accountability and learning. The Evaluation Objective is supported by seven Sub-objectives and 21 evaluation questions, to generate data in response to the evaluation criteria. The evaluation is also directed to assess the crosscutting issues of gender equality and non-discrimination, and the inclusion of Persons with Disability.

<b>Table 5: Evaluation Objectives<sup>9</sup></b>	
<b>Independent Final Evaluation for Towards a more inclusive economy through immediate job generation and enterprise development in Jordan</b>	
<b>Evaluation Objective</b>	Provide an objective assessment of the accomplishment of project activities in terms of relevance, efficiency, effectiveness, impact and sustainability.
<b>Sub-Objective 1</b>	Assess the extent to which the project has achieved its stated objective and expected results regarding the different target groups, while identifying the supporting factors and constraints that have led to them, including implementation modalities chosen and partnership arrangements.
<b>Sub-Objective 2</b>	Identify unexpected positive and negative results of the project.
<b>Sub-Objective 3</b>	Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and SDGs and national development frameworks.
<b>Sub-Objective 4</b>	Assess the extent to which the project outcomes can be sustainable.
<b>Sub-Objective 5</b>	Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.
<b>Sub-Objective 6</b>	Identify lessons learned and good practices to inform the key stakeholders (i.e. national stakeholders, the donor and ILO) for future similar interventions.

The temporal scope of evaluation comprised all activities undertaken during the 33 months while the project was active, between June 2020 and May 2023. This period includes both the original 18 month project duration (June 2020 to December 2021) and at least three no-cost extensions leading to closure in May 2023. The geographic scope included three targeted municipalities -

<sup>9</sup> Table 3 is paraphrased from Section 5 and 6 of the Terms of Reference, included as Annex A.

Mansheyyat Bani Hasan (Mafrag Governorate), Dair Abi S'eed Municipality (Irbid Governorate) and Rabeyat Al Koora Municipality (Irbid Governorate). The locations were identified in consultation with the Jordanian Ministry of Local Administration (MOLA), based on criteria provided by the ILO.

The Terms of Reference direct the evaluation “to integrate gender equality and non-discrimination, international labour standards, social dialogue, and a just transition to environmental sustainability as crosscutting themes throughout its deliverables and process.” Notwithstanding, the Project Document does not explicitly identify “cross-cutting issues”, nor does the annual performance reporting. Rather, gender equality and non-discrimination, the inclusion of Persons with Disability, Sustainability, Green transition and Decent Work principles are integral elements of the project, and were evaluated as such.

**1.4.3 Evaluation Criteria and Questions**

Design of the evaluation responded to six criteria and 22 sub-questions.

<b>Table 6. Evaluation Criteria and Question</b>	
<b>Relevance</b>	<ol style="list-style-type: none"> <li>1. Is the project relevant with the Governments objectives, National Development Frameworks, County Development Frameworks, beneficiaries' needs? Does it support the outcomes outlined in ILO's CPOs as well as the P&amp;B, UNSDCF and SDGs?</li> <li>2. How does the project complement and fit with other on-going ILO activities in Jordan?</li> <li>3. What links have been established so far with other activities of the UN or other cooperating partners operating in the country in the areas of access to employment, job creation, market development and community participation for increased access to public and social services?</li> <li>4. Has the project been able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, etc.)?</li> </ol>
<b>Validity of project design</b>	<ol style="list-style-type: none"> <li>7. Is the project realistic (in terms of PPDP strategy, expected outputs, outcome and impact) given the time and resources available, including performance and its M&amp;E system, knowledge sharing and communication strategy, and resource mobilization?</li> <li>8. VQ2_ To what extent has the project integrated the cross-cutting themes in the design?</li> <li>9. VQ3_ Is the project's Theory of Change (ToC) comprehensive, integrating external factors, and is it based on a systemic analysis?</li> <li>10. VQ4_ How has ownership and sustainability been addressed in the design?</li> </ol>
<b>Effectiveness</b>	<ol style="list-style-type: none"> <li>11. What progress has been made towards achieving the overall project objectives/outcomes?</li> <li>12. Which have been the main contributing and challenging factors towards project's success in attaining its targets?</li> <li>13. Is the monitoring and evaluation system results-based, facilitating an adaptive management and learning?</li> <li>14. What is the assessment regarding how the project management has managed the contextual and institutional risks and assumptions (external factors to the project)?</li> <li>15. To what extent is the Covid-19 pandemic influencing project results and effectiveness and how has the project addressed this influence? Has it been ready to adapt to changes for at least some time from now-on?</li> </ol>
<b>Efficiency</b>	<ol style="list-style-type: none"> <li>16. Are the project's activities/operations in line with the schedule of activities as defined by the project team, work plans and budgets?</li> <li>17. To what extent did the project leverage resource to promote gender equality and non-discrimination; and inclusion of people with disability/differently abled?</li> </ol>
<b>Impact</b>	<ol style="list-style-type: none"> <li>18. To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries and on policies and practices at national and county levels?</li> </ol>
<b>Sustainability</b>	<ol style="list-style-type: none"> <li>19. To what extent are the results of the intervention likely to have a long term, sustainable positive contribution to the relevant SDGs and targets (explicitly or implicitly)?</li> </ol>

	<p>20. What assessment is made regarding the sustainability of the project outcomes and what steps were made to enhance the likelihood of outcome sustainability? Which were the gaps? How has the sustainability approach of the project been affected, or could be affected, by the Covid-19 situation in the context of the national responses? To what extent has the project identified and integrated into its actions the operational and strategic needs and priorities of women, men and vulnerable groups in a way that allows permanent improvements to be introduced?</p> <p>21. Has the project developed and implemented any exit strategy?</p>
<p><b>Cross-cutting issues</b></p>	<p>22. To what extent has the project identified and integrated into its actions the operational and strategic needs and priorities of women, men and vulnerable groups in a way that allows permanent improvements to be introduced?</p>

#### 1.4.4 Evaluation Methodology

The evaluation methodology was based on the ILO’s evaluation policy and procedures, which adhere to international standards and best practices set out in the *OECD/DAC Principles and the Norms and Standards for Evaluation* (revised 2019) and approved by the United Nations Evaluation Group in April 2016. The evaluation used a theory-based approach, aligned with the relevant ILO guidance.<sup>10</sup> The method was mixed, using both qualitative and quantitative sources identified during the inception period.

The evaluation method included:

- A review of project and related documents, using a structured data collection instrument provided in the Inception Report.<sup>11</sup> The review included ILO documents, as well as those of project Stakeholders (Government of Jordan) and Implementing Partners (Jordan River Foundation and Jordan Engineers Association).
- Semi-structured interviews with the Donor representative, and with the project’s point of contact in the Jordanian Ministry of Local Administration.
- Six semi-structured and follow up interviews with ILO officers, in Amman and with regional responsibilities for use of the Employment Intensive Investment (Outcome 1) and Women Do Business (Outcome 2) programme models.
- Two extended semi-structured interviews with representatives of the Implementing Partners; Jordan River Foundation (Outcome 2) and the Jordan Engineers Association (Output 1.1), with receipt of additional documentation.

Field Study in the Mafraq and Irbid governorates, during May and June 2023, comprised:

- Extended semi-structured interviews with seven officials from the three participating municipalities (Outputs 1.1 and 1.2), at their offices in Mansheyyat Bani Hasan Municipality (Mafraq Governorate), Dair Abi S’eed Municipality (Irbid Governorate) and Rabeyat Al Koora Municipality (Irbid Governorate).
- Semi-structured interviews with three the infrastructure works engineers, accompanied by verification visits to the site of works in the three municipalities (Output 1.2).
- Semi-structured interviews with five graduates of the green EIIP training course provided under Output 1.1. These persons had project implementation responsibilities in the three participating municipalities.

<sup>10</sup> ILO, *Guidance Note 1.1: Project Design and Theory of Change*, revised version 2020

<sup>11</sup> The complete list of Documents is included as Annex B to this report.

- Semi-structured interviews with the two Job Search Consultants retained by the ILO (Output 1.2).
- Structured phone interviews with 30 of the project workers, engaging with the cohort comprising a random and non-representative sample of 10 workers from each of the three municipalities (Output 1.2).
- Extended semi-structured interviews with a purposive sample of five graduates of the Women's Entrepreneurship programme, conducted at their business locations (Output 2.2). The sample was identified in consultation with the Implementing, the Partner Jordan River Foundation.

#### 1.4.5 Ethics and Privacy

No special ethical clearances were required for this evaluation. Verbal consent was obtained from the five Women Entrepreneurs, to use in the report their first names, age and non-identifying business information. Standard ethical procedures for ILO evaluation were used throughout. Interviews were confidential and the information gathered has not been attributed to named individuals. The management of all information and data was compliant with General Data Protection Regulation (GDPR) requirements.

#### 1.4.6 Metric for assessing results

For consistency, the evaluation used the same Delivery Assessment Framework as the ILO Annual Project Reports (2023: 6). The framework comprises four metrics: **Highly satisfactory; Satisfactory; Unsatisfactory; Very unsatisfactory; Not relevant to project.**<sup>12</sup>

#### 1.4.7 Cross-cutting Issues

The Terms of Reference direct the evaluation to integrate gender equality and non-discrimination, international labour standards, social dialogue, and a just transition to environmental sustainability as crosscutting themes throughout its deliverables and process. Of these issues, gender equality and to the inclusion of Persons with Disability were integral to the project. Also integral to Outcomes was a "green" component for infrastructure design and used Decent Work standards within employment terms for workers engaged under Output 1.2.

While providing some training, the project includes no long-term capacity development, and design did not include tripartite social dialogue. These issues were not relevant to the project.

Accordingly, the evaluation was designed to ensure that the:

- Interview samples included a cohort of women and disabled participants to match the inclusion indicators. The data is disaggregated according to nationality (Jordan and Syrian), Gender (Female and Male) and Disability (non-disabled and Disabled).
- Design of interviews with workers (Outcome 1.2) included questions to Decent Work standards.
- Site inspections and interviews with the Managing Engineers verified the use and quality of "green" component. The evaluation also considered the ILO's understanding of "just transition to environmental sustainability" within a Decent Work framework.

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<sup>12</sup> Annex H of this report comprises the definitions for the ILO's Delivery Assessment Framework. The Annex includes additional information on how the Delivery Assessment Framework was used applied to the Relevance, Efficiency and Sustainability criteria.

#### 1.4.8 Evaluability and Limitations

The evaluation team received every assistance requested from ILO personnel, Stakeholders and Implementing Partners, and from the persons that participated in the infrastructure works (Outcome 1) and the women's entrepreneurship (Outcome 2).

Evaluability was constrained by the project's design. The project's Logical Framework is Output-oriented. This design preference is reflected in the project's *Monitoring and Evaluation Plan* (2019), which gathers data at the Activity and Output levels. Where Outcome data is presented, it tends to be a consolidation of the Output data, rather than an effort to describe changes that derive from Stakeholder's use of those Outputs. The focus on Activities and Outputs constrains efforts to define and identify Outcomes, and the factors affecting their achievement. Design of the project and the monitoring and evaluation plan are not based in the theory of change, and do not easily support a theory-based evaluation approach.

The project has not yet issued a Final Report, inclusive of information from the period between February and May 2023, and leading to project closure. The evaluation, therefore, did not benefit from the ILO's self-reported results at closure, nor on the completion of activities outstanding. As such, the evaluation can also not provide observations on the reporting of those results.

# 2. Main Evaluation Findings

## 2.1 Overview of Evaluation Findings

Section 2 consolidates the performance data according to the project's logical framework. The evaluation uses primary two sources. First, assessment of the ILO's annual performance reporting for August 2020-August 2021, April 2021-August 2022 and February 2022-February 2023. ILO reporting was supplemented with the Technical Reports submitted by the two Implementing Partners (the Jordan Engineer's Association and the Jordan River Foundation) and the three municipalities.<sup>13</sup> Second, ILO reporting was cross-referenced with qualitative information and observation gathered during the field study. Points of convergence and discrepancy are noted, along with new information.

## 2.2 Project Relevance

Evaluation Criteria Ranking: <b>SATISFACTORY</b>	
Relevance	<ol style="list-style-type: none"><li>1. Is the project relevant with the Governments objectives, National Development Frameworks, County Development Frameworks, beneficiaries' needs? Does it support the outcomes outlined in ILO's CPOs as well as the P&amp;B, UNSDCF and SDGs?</li><li>2. How does the project complement and fit with other on-going ILO activities in Jordan?</li><li>3. What links have been established so far with other activities of the UN or other cooperating partners operating in the country in the areas of access to employment, job creation, market development and community participation for increased access to public and social services?</li><li>4. Has the project been able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, etc.)?</li></ol>

The project's relevance is **Satisfactory**, to mandate and priorities of the main Stakeholders (The Donor, the ILO and the Government of Jordan/ MOLA), the mandate and qualifications of the Implementing Partners, the priorities of municipalities and needs of workers and women entrepreneurs. The project does not show evidence of direct collaboration with other United Nations entities during its implementation.

The project was based in established relationships with the Government of Jordan (Ministry of Local Administration) and Government of Italy. It aligns with the Jordanian *National Employment Strategy* (2011-2020) from the design period, and Jordan's overall response to the Syrian Refugee crisis. The evaluation also noted relevance to national policy set out in Jordan's National Strategy for Disabled People (2007-2015) and National Strategy for Women (2020-2025).

Reflecting the ILO's comparative advantage and partnerships, the project is based on two established ILO programme models, adapted for the Jordanian context. Project objectives align well with the ILO's Decent Work Country Programme objective from the period, which highlight the need for employment creation, the inclusion of women and Persons with Disability in the workforce, and skills training.<sup>14</sup> Also on employment creation for economic and social stability, and the need to create opportunity for both vulnerable Jordanians and Syrian refugees.

Specifically, the project aligned with, and supported the:

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<sup>13</sup> References for all documents cited are included in Annex B: List of Documents Consulted.

<sup>14</sup> ILO, *Decent Work Country Programme The Hashemite Kingdom of Jordan, 2018 – 2022*, 2018



- Needs of beneficiaries, as these were assessed and reported in the Project Documents and Annual Reporting, and subsequently observed and verified by the evaluation team through interviews with Outcome 1 and Outcome 2 beneficiaries and project stakeholders.
- The ILO *Programme and Budget (P&B 2018-2019)*. Specifically, project Outcome 1 (Increased access to decent jobs generated through local infrastructure projects) aligned with, and contributed to the ILO's P&B Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects. Project Outcome 2 (*Increased number of females run small and micro enterprises*) aligned with, and contributed to ILO P&B Outcome 4: Promoting sustainable enterprises.
- ILO Country Programme objectives from the implementation period (DWCP 2018 to 2022, *DWCP Priority I: Employment creation for economic and social stability* and *DWCP Priority III: Social partners to increase their contribution to Decent Work*).
- ILO's response to the Syrian refugee crisis in Jordan, specifically the Programme of Support to the Jordan Compact, the Regional Refugee and Resilience Plan (3RP) 2019-2020, and forward through implementation.
- ILO's contribution to the achievement of the 2030 Agenda for Sustainable Development, specifically Goal 5 (gender equality and empowerment), Goal 8 (promoting sustainable economic growth and decent work), and Goal 10 on reducing inequalities.
- ILO's contribution The United Nations Sustainable Development Framework (2018-2022), superficially contributions under Strategic Priority 1: Strengthened Institutions; Strategic Priority 2: Empowered People; Strategic Priority 3: Enhanced Opportunities.

## 2.3 Validity of Project Design

Evaluation Criteria Ranking: **UNSATISFACTORY**

Validity of project design

5. Is the project realistic (in terms of PPDP strategy, expected outputs, outcome and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy, and resource mobilization?
6. To what extent has the project integrated the cross-cutting themes in the design?
7. Is the project's Theory of Change (ToC) comprehensive, integrating external factors, and is it based on a systemic analysis?
8. How has ownership and sustainability been addressed in the design?

The project's validity of design is **Unsatisfactory**. The project makes effective use of existing programme models and resources, developed by the ILO in Jordan and at the regional and international levels. However, the project is not theory-based and does not develop the necessary internal coherence and synergy within Outcome 1, and between the Outputs and Outcome 1 and Outcome 2 programme streams. Gaps in the Logical Framework hinder results achievement and performance reporting..

The project design show robust integration of gender quality and the inclusion of Persons with Disability into both of its Outcomes. The design has stakeholder ownership, from the Italian and Jordanian (MOLA) Governments. Ownership was expressed during interviews as deriving from the relevance of the EIIP and WDB models to stakeholder needs and priorities, ongoing engagement and consultation with the ILO and the perception that the models deliver tangible benefits. Ownership was also observed as stakeholder engagement, dating back to at least eight years.

The primary factor hindering the validity of design was the project's lack of internal coherence. As noted in Section 1.3.1, the *Project Document* (2020) is not based on an explicit Theory of Change

that meets the standard set out in the ILO’s guidance.<sup>15</sup> The design lacks critical elements, which include an articulation of the assumptions needed for success, and a description of the causal pathways within the project at all levels. As a summary of concerns, the project design:

- Includes a Logical Framework, which focuses on the Activity and Output levels. The framework is unclear how these will produce the two Outcomes desired.
- Does not explain the relationship between Outcome 1 and Outcome 2, and how these will jointly contribute to achievement of the project’s high-level objective. The two Outcomes were implemented as separate streams, both of which showed result but were programmatically unrelated.
- The relationship between Output 1.1 and Output 1.2 is not described, nor is the relationship between Output 1.1 and Outcome 1.
- Many of the factors negatively affecting Output and Outcome performance relate to breaks in the causal pathway, or inadequate understanding of the understanding of the conditions needed for success.
- The risk model correctly identified socio-economic factors, but otherwise does not address risks that might derive from the implicit five assumptions about the conditions for success.

### 2.3 Effectiveness

Evaluation Criteria Ranking: <b>SATISFACTORY</b>	
Effectiveness	<ol style="list-style-type: none"> <li>9. What progress has been made towards achieving the overall project objectives/outcomes?</li> <li>10. Which have been the main contributing and challenging factors towards project’s success in attaining its targets?</li> <li>11. Is the monitoring and evaluation system results-based, facilitating an adaptive management and learning?</li> <li>12. What is the assessment regarding how the project management has managed the contextual and institutional risks and assumptions (external factors to the project)?</li> <li>13. To what extent is the Covid-19 pandemic influencing project results and effectiveness and how has the project addressed this influence? Has it been ready to adapt to changes for at least some time from now-on?</li> </ol>

Overall effectiveness of the project was **Satisfactory**, based on achievement against existing Activity and Outcome objectives and targets. The evaluation identified some gaps within the Logical Framework, that result in some Outputs not being assess, and weakness in Outcome level monitoring. Effectiveness is constrained by quality concerns with some infrastructure works under Outcome 1.

Based on Output achievement, the ILO annually self-reported “satisfactory” progress on Outcome 1 (60 to 80% achievement). In its third report (for the period ending February 2023), the ILO self-reported that 70% of activities were accomplished successfully, with significant progress on remaining activities. The evaluation verified that most activities were completed, with some deviations. An assessment of results achieved was done for each of the four Outputs.

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<sup>15</sup> ILO, Guidance Note 1.1: Project Design and Theory of Change, version June 2020

2.3.1 Summary of Output 1.1 Results self-reported by the ILO

<p><b>Outcome 1:</b></p>	<p><b>Increased access to decent jobs generated through local infrastructure project</b></p>
<p><b>Output 1.1 Objective</b></p>	<p><i>Engineers and technicians capacitated to utilize labour intensive methods in public works projects</i></p>
<p><b>Output 1.1 Result</b></p>	<p>During the first period (2020-21), the ILO self-reported that the project Implementing Partner (Jordan Engineer’s Association and the Engineer’s Training Centre) was contracted and completed preparations for the training of municipal officials in labour intensive green works (EIIP) methodology.</p> <p>Candidates for the training were identified by MOLA, and recommended to the ILO. The actual training of 43 officials/engineers was completed during the second reporting period, over two five-day sessions:</p> <p>First Training: 24.09 – 29.08.2021 for 18 engineers and technician personnel (Hilton Hotel, Dead Sea).</p> <p>Second Training: 21.11 – 25.11.2021 for 24 engineer (Marriot Hotel, Amman).</p> <p>All training under Output 1.1 was completed by the end of November 2021. Completion was sequenced to occur prior to the start-up of the Output 1.2 works in the three municipalities level. From the ILO data, the training:</p> <p><b>Exceeded its numerical target</b> by three persons (43 engineers and officials trained, three greater than target of 40).</p> <p><b>Exceeded its gender inclusion target</b> of 30%, providing training in mixed sessions for 14 female engineers and 28 male engineers, or 33% women’s participation.</p> <p><b>Showed positive learning assessment results</b>, with certification scores ranging between a high of 96% and low of 74%, and no failures. The scoring was based on a combination of testing and observed performance in exercises by the JEA instructors.<sup>16</sup></p>
<p><b>Observations on the ILO results reported</b></p>	<p>From interviews with ILO officials, Output 1.1 intends to create a cadre of qualified technical professionals, in national and municipal institutions, that will promote the Green EIIP model. This objective is not articulated in the Logical Framework nor reported in the <i>Monitoring and Evaluation Plan</i> (2020).</p> <p>The preparation of materials, participant recruitment and training was completed in full, and met or exceeded the numerical participant and gender inclusions targets, albeit it with COVID-19 related delays. This information appears in the <i>Jordan Engineers Association Final Technical</i> report (2021).</p> <p>The ILO and Jordan Engineers Association provide data on Activity achievement. The ILO does not self-report at the Output level, and did not monitor the Output indicator, “number of officials that utilize labour intensive methods in their operations”.</p> <p>The ILO also does not monitor at the Outcome level, to assess whether participants will use the training in a manner that promotes the green EIIP</p>

<sup>16</sup> There are minor numerical discrepancies in ILO reporting on the number of Engineers and Officials trained. For accuracy, the evaluation cross-referenced the training and gender inclusion data reported by the Jordan Engineer’s Association (Final Technical Report, 12 December 2021)

model and/or increases decent jobs generated through local infrastructure project.

### Field study observations on Output 1.1 results achievement

The ILO Project Manager clarified that the intended Output 1.1 objective was to support implementation of the current project (Output 1.2) and establish a cadre of trained personnel that would use and promote Green EIIP methodology. The presence of these trained personnel would allow for expanded use of the method, either within an ILO project, another international agency or, preferably, at a municipality's own initiative.

The evaluation was not able to interview a sample of the engineers, given limited resources Three alternative sources were used. Interviews were conducted with: i) the Jordan Engineers Association Project Manager; ii) five officials in the three participating municipalities. These persons had completed the Green EIIP training and had direct project implementation responsibility, and; iii) the evaluation consulted a participant list provided received from the ILO.

The participant list confirms that the persons selected were positioned to serve as cadre of trained officials and Engineers to promote and use a Green EIIP method. As a profile, all participants were either officials, engineers or technical personnel from MOLA – affiliated institutions (16) or municipalities (27). A total of 20 municipalities were present in the training, with the selection broadly spread across Jordan. The participants, therefore, has the profile of a broad EIIP-informed network.

**Table 7: Participation in the EIIP Training Workshops**

<b>Professions Listed</b>	<b>List the professions:</b> 27 Engineers from South and North municipalities 2 Employment consultants 2 JEA Instructors 5 Engineers from ILO
<b>Public Institutions</b>	<b>List the institutions:</b> 5 Engineers from MOLA 11 engineers from MOLA's intuitional branch across Jordan
<b>Municipalities</b>	<b>List the municipalities:</b> Al-Jizah (2 Engineer ) Der Abi Saeed Municipality (2 Engineers) Yarmouk (2 Engineer ) Rabeyat AlKoora (3 engineers) Moutah and AlMazar (1 Engineer) Manshieat bani Allhassan (2 Engineers) Prince Hussien (1 Engineer ) Al-Muwaqqar (1 Engineer) Hawshah (1 Engineer ) Tafilah (2 Engineers) Shihan (1 Engineer ) Ma'an (1 Engineer) Al-Junaid (1 Engineer ) Dhlail (1 Engineer) Sabha & Dafiana (1 Engineer ) Moab (1 Engineer ) Al Qweira (1 Engineer) Madaba (1 Engineer ) Kufrat (1 Engineer) Basira (1 Engineer )

Beyond the potential relevance of their profile, there is no evidence on whether the training participants and/or their institutions will use or promote the EIIP method. The exception was the five participants serving as officials in the three project municipalities. Each was directly involved with project implementation, either as the works manager or in another official capacity at the municipal office.

The training met its objectives, in its objective to technical strengthen capacity and interest a “green” approach to infrastructure. From the interviews, all five municipal officials expressed a high level of satisfaction with the course, in terms of its quality and learning objectives. They were particularly interested in pursuing “green” concepts in municipal development, albeit not explicitly linked to employment-intensive activities. The evaluation observed that the officials were engaged in the supervision of project works, and/or to assist and technically guide the teams throughout project implementation. They perceived that the course material was relevant to their responsibilities and that they were using the knowledge and skill taught, in their project and other daily responsibilities.

There is no evidence that the training will result in a cadre of persons promoting the EIIP approach. Concerns related to the model itself. None of the officials was certain whether their municipality would use the EIIP method again, except when international project funding is available. The reasons cited were: i) the high labour costs and productive inefficiency of the model relative to contractors; ii) limits on the types of infrastructure that the model could deliver, and; iii) concerns about the quality and durability of deliverables. These perceived disadvantages suggest a trade-off, between the benefits of short-term employment creation for vulnerable populations and perceived inefficiency of using unskilled labour over a short-term period.

**2.1.1 Output 1.2 self-reported results**

<b>Outcome 1:</b>	<b>Increased access to decent jobs generated through local infrastructure project</b>
<b>Output 1.2</b>	<i>Number of workdays generated through labour intensive approaches utilized by trained officials</i>
<b>Output 1.2 Results</b>	<p>The ILO reported implementation Status “Output on Track” for first reporting period ending August 2021 was “On Track”. Key project enabling activities were completed, (agreement with MOLA, selection of municipalities, review of infrastructure proposals), albeit delayed as a result of COVID-19 restrictions. There is no reporting on engagement with the Employment Service Centres, which were to a point of access for workers into the labour market.</p> <p>Implementation status by the end of the second reporting period (February 2023) was “Completed”, inclusive of finalising start up activities, hiring of project personnel in the three municipalities and planning for the infrastructure engagement. Combined, <b>15400 person days</b> of work were generated in the three municipalities. The ILO self-reports that the project:</p> <ul style="list-style-type: none"> <li>▪ <b>Exceeded its numerical target</b> for person days of work created (15000), by 400 person days (15400):</li> <li>▪ <b>Met its targets for national participation</b> (70 per cent Jordanian and 30 per cent Syrian).</li> <li>▪ <b>Met its inclusion target for gender</b> (30%)</li> <li>▪ <b>Met its inclusion target for Persons with Disability</b> (5%).<sup>17</sup></li> </ul>
<b>Observations on the results reporting</b>	The ILO does not monitor the project-delivered green infrastructure works, nor are the works included in the Logical Framework as an Output. These were public goods delivered by the project, through the municipal government and

<sup>17</sup> Annex E paraphrased the participation data presented in the ILO’s Annual Report for the period ending February 2023.

for the benefit of the community. Therefore, the result derived from a significant project Output, and at the core of the project's value proposition to municipalities, is not assessed.

The performance reporting for 2020-21 and 2021-22 does not include information on the employment counselling offered to workers. The reporting for 2022-23 notes that two Job Search Consultants will be contracted. From interviews, the option of working through Employment Service Centres set up within Ministry of Labour Directorates was not available. The change has implication for the project's causal pathway (access to the labour market).

### 2.1.2 Field study observations on Output 1.2 results achievement

Overall, workers expressed high satisfaction with their project employment, inclusive of the terms and conditions of employment. The evaluation conducted structured interviews with 30 former workers. Questions focused on the quality of Outputs and whether project employment contributed to the Outcome 1 objective of *Increased access to decent jobs generated through local infrastructure project*.<sup>18</sup> The interviews provide insight into the project's Output achievement. As highlights:

Table 8: Summary of Interviews with Graduate Workers	
Question 1: How many days did you work?	<b>The project generally provided 30 days of employment for each worker.</b> 26 graduate workers reported they were employed for 30 days. There were three outliers, reporting they worked 90 (1) or 60 (2) days. One person had to leave employment after 15 days, for family reasons.
Question 2: What was your job?	<b>Workers were able to identify and discuss their responsibilities,</b> confirming their participation and understanding of the tasks. Their jobs ranged from builder, seeding and planting, cleaning, and maintenance.
Question 3: Did you receive training for your job?	<b>Training was delivered, but awareness and quality appear uneven:</b> Workers in Dair Abi S'eed and Rabeyat Al Koora were generally able to confirm they received training, and to distinguish between the project's training component and their job duties. Workers in Mansheyyat Bani Hasan Municipality generally were not able to identify their training and/or distinguish between training from their other responsibilities.
Question 4: How many days were you trained for your job?	<b>There was no agreement in the worker responses in the number of training days, or a median number of training days for the project.</b> Responses differed significantly, within and between the three project sites.
Question 5: Did you learn new skill?	<b>70% of workers perceived that they acquired new skills during the project.</b> Workers from Mansheyyat Bani Hasan were the least likely to perceive that they acquired new skills.
Question 6: Were you paid on time?	<b>Most workers (27 of 30) perceived they were paid on time for their work.</b> The exception was in Mansheyyat Bani Hasan Municipality, where three workers perceived they were not paid on time.

<sup>18</sup> Interview results are summarised in Annex F to this report.

Question 7: Were you satisfied with your level of income?	<b>All workers except one (29 of 30/ 96%) replied they were satisfied with their level of income.</b> Some workers expressed that the salary was high and conditions were good, relative to other jobs.
Question 8: will your experience and new skills help you find a job?	<b>63% of workers did not believe their project experience would help them find a job.</b> Most workers did not expect working with the project would lead to the possibility of future employment opportunities. Most preferred that their employment with the project should continue for longer.
*Additional responses on job search and engagement with the ILO's Job Referral and Placement Experts in included in section 2.2.5.	

### 2.1.3 Observations on Career Counselling Results

Activity 1.2.4 from the *Project Document* states that the project will “connect workers with longer-term employment opportunities through Employment Service Centres” (2020:7). The document does not specify whether all workers should have access to these services, but implies this is the case. The centres were previously established within Ministry of Labour Directorates, in a long-term cooperation with the ILO.

The ILO advised that the option of working through the centres was not available. As an alternative, the ILO contracted two “Job Referral and Placement Experts” in October 2022. The contracted purpose was to “increase the employability of workers who graduated from the EIIP project”, by providing career counselling, job referral and job placement services” (2022: 1). The duration of the Job Referral and Placement Experts’ contract for Irbid was 40 days, to be performed over a three month period ending on 15 January 2023.<sup>19</sup> As deliverables, the consultant would identify 100 from the two Irbid project locations, and then provide: i) career and employment counselling to the 100 workers; ii) job referrals to at least 50% (50) of those workers; iii) job placements for 25-30% workers (approx. 20).

Support services linking EIIP graduate workers to opportunities in the labour market, therefore, moved from a specialised public institution to consultant on short-term. Services were available to a selected graduate worker cohort of approximately 50% (estimate), and not to all graduate workers based on their interest. This appears to be a reduction in the project’s scope, which is not monitored or reported. Table 8 below provides data on job referrals generated by the consultants and reported by the ILO:

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<sup>19</sup> The evaluation had access to the contract for the Irbid governorate, which serviced two municipalities. The Mafraq governorate serviced only one municipality, with less resources.

**Table 9: Summary of ILO Career Counselling Referrals**

Mafrq Governorate	<b>50 workers</b> receive ILO career counselling	<b>26 workers</b> received job referrals from the ILO Counsellor	<b>18 workers</b> rejected the job referral while <b>8 had job placements</b>
Irbid Governorate	<b>114 workers</b> receive ILO career counselling	<b>26 workers</b> received job referrals from the ILO Counsellor	<b>32 workers rejected</b> the referral 22 and had job placements <sup>20</sup>

Based on the ILO's self-reported data, 5% (30) of the graduate workers found job placements through the ILO's Job Referral and Placement Experts. There is no information on the type or duration of work offered. The ILO self-reports that it met or exceeded the contracted targets for delivery of services for career counselling, job referral and job placement. Achievement against the original Project Document cannot be determined, as the results framework does not include an indicator.

Graduate workers face two related employment challenges; finding a job then being able to accept the job offer. Both challenges derive from being vulnerable. The ILO self-reports that job placement is not a guarantee of employment, as the majority of referrals were declined by workers. The ILO reports the following reasons leading to workers rejecting a job referral:

- Transportation limitations (unavailable or too expensive relative to wages).
- Workers did not accept receiving the minimum approved monthly wage (260 JOD for Jordanian and 245 JOD for Syrians). This reason may relate back to transport or other costs.
- Social barriers for female workers.
- Worker's preference to work in government jobs, presumably for better salaries, benefits and job security.

Two relevant observations emerge from the 30 interviews with graduate workers. First, there is demand for employment among most of the workers. Of the 30, most were looking for work, and eight reported they found some form of work, which in all cases was short-term, unskilled and low wage. Some workers described receiving a job offer, but being unable to accept given high transportation costs relative to their salaries. No worker attributed a job offer to their experience with the project. Second, on Job Referral and Placement services offered, only 20% (6) of the workers recalled being contacted by an ILO Job Referral and Placement Expert. Of these, one worker reported he received a job referral and placement. However, he was not able to accept the job because of excessive transportation costs.

#### 2.1.4 Observations on Green Infrastructure Works

The project reporting is silent on the infrastructure works results achievement, other than noting approval of green concept notes and related implementation activities. The Logical Framework does not provide a specific objective, target or indicators for project – delivered infrastructure works, beyond its function as the activity through which employment would be created.

Notwithstanding, the evaluation considered the infrastructure works to be a critical project Output, and part of the value proposition being put by the ILO to national authorities. The project hypothesis says it is possible to generate employment through green infrastructure development that is

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<sup>20</sup> The data on rejection of job referrals appears to be inaccurate.



employment intensive. The model should provide two tangible goods to the community: i) Decent Work employment to workers and their families, with economic and social benefits, and; ii) green infrastructure as a public good that should bring a benefit to the entire community, while contributing to climate action and sustainability objectives.

The sustainability of the (green) EIP model appears to depend on whether enough benefit is generated on both sides of this equation. Infrastructure, therefore, is an essential Output and was reviewed. The evaluation considered whether the infrastructure result was of good enough quality that officials would consider using a labour intensive model again, including if only national resources are used. The observations are based on a review of the Concept Note and BoQ, interviews with the site engineers and site visits.

#### *Dair Abi Saeed*

The Dair Abi Saeed project delivered repairs to a road system within the municipality. The streets experienced problems with flooding and drainage during the winter months. In response, the municipality proposed to develop a canal to drain the water from the streets. The canal was lined with stone, and required the rehabilitation or stone retaining walls. Trees were planted in an adjacent garden area that had previously burned, and sidewalks along the route were rehabilitated. Combined, improved drainage, tree planting and recovery of the garden would make the area more habitable.

Observation noted numerous deviations from the Concept Note. These appear to have been agreed with ILO. Some concerns were observed for the quality of works, particularly mortar work on the stones lining drainage canals. Also observed, project resources were used for repairs on private property, and most trees and greenery planted died from exposure to summer heat and the lack of water. The Managing Engineer expressed relative satisfaction with the work, noting they were the “best quality that could achieve because the workers were not qualified with cement mortar between stones.”

From interviews, the municipal council expressed satisfaction with the results. However, had they preferred to hire a professional contractor using skilled labour to complete the works. The council’s first interest was infrastructure and not employment creation. However, the EIP project offered a financial incentive, and it appeared other resources were not available.

#### *Manshiyat Bani Hassan*

The Manshiyat Bani Hassan project completed rehabilitation works that the municipal government considered a priority. The works included repairs to a network of sidewalks, the renovation of a public park, cleaning of a cemetery and building a wall around one of municipal property. Observation noted deviations from the Concept Note and BoQ, which appear to have been agreed with the ILO.

Manshiyat bani Hasan planted trees in two locations, for a total of 75 trees. An estimated 60% of the trees died in early summer conditions, directly exposed to intense heat and with a lack of water. The evaluation observed good quality works with the sidewalks, the public park and with the wall. The municipality expects to generate a small income from use of the park.

From interviews, the municipal officials expressed overall satisfaction with the results, particularly at the park. The officials noted that, however, that works would have been accomplished more quickly and with better quality by a professional firm. The use of a labour intensive model, therefore, was not preferred for reasons of quality and efficiency.

#### *Rabeyat al Koora*

The Rabeyat al Koora project involved rock and masonry work for a road leading from the townsite to a municipal park (1 km). Works included laying cut stones into the roadway, the planting of 200 trees along the length of the road, with bioengineering to harvest rainwater and promote soil

conservation. The evaluation noted the poor quality of road works. By project end, only 350 meters of road were completed, and the quality of work was unsatisfactory. The road was uneven and stones unstable, and municipal officials were not satisfied with works. The municipality expects to use the existing project road as a foundation, and pave the complete road with base course. The project suffered an almost complete die-off of the trees planted, under harsh summer conditions. The project, did not deliver usable infrastructure, and the municipality will re-do the works.

**2.1.5 Summary of the factors enabling or hindering Outcome 1 results**

Outcome 1 shows tangible results, when viewed within the existing logical framework. These goods – economic, social and public – were valued by workers, and by project stakeholders in the municipalities. Results were enabled by using an established and proven ILO programme model (EIIP), collaboration with a trusted Implementing Partner in the Jordan Engineers Association and the ILO’s previous work in Irbid and Mafrqa governorates. These factors were integrated into design and well leveraged. The results are not diminished by critiques of the project.

Taking a broader view of the Outcome 1, achievement was hindered by the absence of a coherent Theory of Change explaining the causal pathways expected within Outcome 1. Also, by gaps in the Logical Framework, inclusive not considering the infrastructure works as an Output nor monitoring worker access to the labour market. These appear to reflect an incomplete understanding of the causal pathways.

The gaps have two effects. First, important Outputs were not identified as “Outputs”, and monitored or reported as such. For the infrastructure works, this created a performance “blind spot” for a tangible Output, infrastructure, at the core to the ILO’s value proposition to municipal officials, of high value to those officials and a determining factor to their future use of the model.

Second, hindering and performance factors relate to breaks in causal pathways. For example., the quality of training appears mixed, affecting both the employment experience (capacity development) and the quality of infrastructure works. In turn, the workers had less to offer in the labour market, and the employment services offered were less than anticipated (training = project experience and individual capacity = future employment).

**2.2 Summary of Results for Outcome 2**

Based on Output achievement, project reports “satisfactory” progress on Outcome 2 (60 to 80% achievement). The Outcome appears fully implemented, notwithstanding some follow up support with the cohort of 60 women.

**2.2.1 Output 2.1 self-reported results**

<b>Outcome 2:</b>	<b>Female run small and micro enterprises are increased and enhanced</b>
<b>Output 2.1</b>	<i>A network of at least 15 trainers established and administers nonfinancial business development support to female entrepreneurs.</i> The Output has two elements: i) preparing the 15 women’s entrepreneur trainers, and; ii) delivery of the training to 100 women entrepreneurs.
<b>Output 2.1 Results</b>	Implementation Status has been “Output on schedule”. The ILO completed project enabling actives late in the second reporting period, inclusive of contracting the Jordan River Foundation (December 2022), completing a Rapid Market Assessment identifying green sectors (January 2022), and identifying trainers and training candidates. As of February 2023, the ILO self-reports that the project exceeded it training target by 24% (est.):

	<p>124 women were trained on Women Do Business training material. The training took place in Irbid and Mafraq governorates through an implementation agreement with Jordan River Foundation. It was delivered by WDB certified trainers, to a cohort of women selected from a large pool of 7000 applicants.<sup>21</sup></p> <p>The Jordan River Foundation reporting is consistent with the ILO reporting, <b>noting also that the training of 124 women exceeded the original target of 100 participants.</b> The foundation coordinated and conducted five rounds of Women Do Business training, for which 151 Syrian and Jordanian women were invited, 136 confirmed their attendance, and 124 completed the training and submitted their corresponding business plans.</p>
<p><b>Observations on the results reporting</b></p>	<p>The project <b>exceeded its initial development and training targets</b>, notwithstanding start-up delays. Use of an established ILO methodology (Women do Business) and collaboration with a trusted Implementing Partner (JRF) appear as important factors enabling project start up.</p> <p>The ILO reporting lacks information on the processes and activities, related to the entrepreneurship trainers, identifying and recruiting training candidates, and the integration of the green opportunities market study into the training materials, among other points.</p>

### 2.2.2 Field study observations on Output 2.1 results achievement

The five women interviewed as part of the Output 2.2 expressed high satisfaction with the quality, relevance and delivery of the training. Beyond those comments, the evaluation had no further information on Output 2.1. There is no Outcome level data on what the 124 participants have achieved using the knowledge and skill acquired.

### 2.2.3 Output 2.2 self-reported results

<p><b>Outcome 2:</b></p>	<p><b>Female run small and micro enterprises are increased and enhanced</b></p>
<p><b>Output 2.2</b></p>	<p><i>Female run small and micro-enterprises increased and enhanced</i></p>
<p><b>Output 2.2 Results</b></p>	<p>Implementation Status “Output on schedule”. As ILO and JRF reporting highlights:</p> <p>Sixty women selected from among the 124 women, through a transparent and competitive process.</p> <p>Supplemental training was concluded in 2023 for the cohort of 60 women entrepreneurs, <b>exceeding the project target of 50 women.</b></p> <p>The JRF reports that agreements were signed with the 60 women, to receive grant funding for essential business equipment and infrastructure. The funding was disbursed.</p> <p>The JRF reports that it completed the contracted post training monitoring/mentoring mission.</p>

<sup>21</sup> Estimate provided by the Jordan River Foundation, based on community outreach and information campaign.

### Observations on the results reporting

The training and grant processes were successfully completed, and exceeded the original project target of 50 women entrepreneurs. There is no reporting information on Outcome performance. A contributing factor is that the output was completed immediately before the project closed.

#### 2.2.4 Field study observations on Output 2.2 results achievement

The evaluation conducted indepth interviews with a sample of five graduates of the women's entrepreneurship programme, using a "story-telling" approach. The women were invited to talk about their experience as entrepreneurs, and the factors in their business eco-system that enable or constrain success. The interviews were conducted within three months of the training, which is early to identify Outcome results. However, all of the interviews showed the business on a positive trajectory, with four of the five women attributing an increase in their profits to the training and project grant.<sup>22</sup>

##### *Ayat (24) / Irbid / Printing Services / Syrian*

Ayat is Syrian, and the mother of three children. She lives in a shared house with her in-laws, to share expenses with other family members. Ayat's business idea started when she watched YouTube videos, demonstrating how to print on cups and T-shirt. Ayat began to use social media to promote her business idea, and developed a relationship with a local printer. After a period, she was able to make small income, and contribute to the income family.

Ayat believes that the training provided by the ILO/Jordan River Foundation has enabled her to expand the business and run it more professionally. With the grant money, she was able to purchase a laser printer and other equipment. That means Ayat can expand her production, improve her service and depend less on an external printer. Ayat reports an increase in her profits, which she attributes to the assistance provided. She is pleased with the outcome to date, considers the business a success and it optimistic that it can grow.

Ayat says her business has been enabled by good support from her family. Working from home makes the business possible, in part by reducing any social restrictions. The creative use of social media has allowed Ayat to expand her market, and overcome limitations in the local market. She adapts products to demand, and has new ideas for the future.

##### *Sanaa (32) / Irbid / Printing Services and Event Planning / Jordanian*

Sanaa is Jordanian, married and the mother of four children. Her husband was ill with COVID-19, and lost his job as a result of the pandemic. Faced with a difficult economic situation, Sanna began to think of way to help her family. She started with printing pictures from her mobile phone, using basic equipment that she already owned. Other women trusted Sanaa and more began to send her photos for printing.

From this beginning, Sanaa learned to print on to cups and shirts, and developed other products. She adopted social media and started to arrange gift delivery. Later, schools started to hire Sanaa to help organise events and play music as the DJ. Now Sanaa is consolidating her business around specialty gifts and printing, and event planning. Sanaa credits the training provided by the ILO/Jordan River Foundation with giving her the skills to better manage her business. Buying a

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<sup>22</sup> The evaluation received verbal consent from the women to use their first names and some business information in the report.

professional printer and other equipment with the grant reduced her overhead costs, and the money is reinvested.

Sanna describes herself as very satisfied with the support. Her incomes varies by season. However, she estimates a 50% average increase in her profits, and is optimistic for the future of her business. Diversifying into event management and having an established social network in the community were important start-up factors.

#### *Shaymaa (19) / Mafraq / Productive kitchen/ Syrian*

Shaymaa (19) is Syrian. She lives alone with her mother. Both are refugees and have no outside support. She describes herself as talented with cooking and making sweets, and had the idea of making cakes, cupcakes and sweets for sale. Shaymaa hopes to eventually study in university and eventually support her mother, and the business will support this aspiration.

Shaymaa believes she is a shy person who was afraid to deal with people, and credits the entrepreneurship course with making her more open and confident. From small initial sales, Shaymaa has been able to expand her business, which she now considers to be successful. Shaymaa reports a profit of 170 JD a month, and is expanding her use of social media to market cakes and sweet. The grant Shaymaa to purchase the necessary kitchen equipment for production, and the training provided important financial management and business planning skills. Shaymaa says she is able to calculate operating costs and profit, and plan for the seasonal character of demand for her products.

Shaymaa is satisfied with the training and believes it gave her the first step to have future and an income. The ability to work from home has helped her overcome social restrictions, while social media provides a solution to Shaimaa's lack of local market knowledge and contacts.

#### *Waed (31) / Mafraq / Cultivation in greenhouses / Jordanian*

Waed is married and the mother of two girls. Waed lost hope in finding job, and decided to create baby cucumber business. Waed believed there would be a market in the community, and demand for a business specialising in this production. She was inspired by the success of other women with growing businesses.

Waed's business is the newest of the women interviewed. With the ILO/Jordan River Foundation training and support, Waed was able to open her business, build the greenhouses for cultivation and begin sales. She was also able to borrow 300 JD to complete the greenhouses. Waed was she was grateful for the opportunity from to learn new methods to run her business, and for the grant support. She didn't yet have profits to report, but was producing and optimistic about the future.

#### *Yasmeen (30) / Mafraq / hydroponic / Jordanian*

Yasmeen is a single woman, who uses family land and support to grow crops under greenhouse using hydroponic methods. Yasmeen has a university education, but was unable to find work. Prior to taking the course, and she was able to establish a successful small business that earned approximately 200 JD monthly. Other family members contributed. Yasmeen was grateful for the opportunity to take the training, and credits it with improving her management skills and planning. With the support, Yasmeen was able to increase her production with new greenhouses and a hydroponic watering system. She reports increasing her profit to JD 350 a month and considers the business a success.

### **2.2.5 Factors enabling Outcome 2 achievement**

The evaluation observed the following enabling factors, contributing to Outcome 2 achievement. For Output 2.1, start-up and completion of the initial training was enabled by using an established programme model for entrepreneurship, and collaboration with a qualified and trusted

Implementing Partner in the Jordan River Foundation. There was also market for the training programme, demonstrated in the high response to the initial offering (7000) and the number of qualified candidates selected.

For Output 2.2, all of the women moved into small business as the result of a difficult financial situation, the lack of other opportunities and/or some form of restriction on work outside of the home. They showed some combination of the following enabling factors:

- The selection process highlighting success-based criteria resulted in the women being given a training opportunity.
- A pre-existing interest in entrepreneurship, with business experience and strong motivation.
- Relationships and network in the community, combined with the creative use of social media to expand markets and opportunities. Alternatively, social media was used to overcome the lack of contacts in local markets.
- Grant support was well-targeted to core business needs, allowing the women to cross a production threshold and/or reduce their overheads.
- The model provided a culturally appropriate learning environment, allowing for confidence building as well as skills development.
- Supportive family environment, and making a contribution into family income.

Hindering factors included social restrictions on women’s opportunities in conservative areas, and the limited support for women’s entrepreneurship in the local business ecosystem. Limited access to financing was noted.

## 2.4 Efficiency

Evaluation Criteria Ranking: <b>SATISFACTORY</b>	
<b>Efficiency</b>	<p>14. Are the project’s activities/operations in line with the schedule of activities as defined by the project team, work plans and budgets?</p> <p>15. To what extent did the project leverage resource to promote gender equality and non-discrimination; and inclusion of people with disability/differently abled?</p>

Project start up occurred during the early phase of the COVID-19 pandemic, three months after the first lockdown was declared in Jordan. The ILO self-reports that COVID-19 restrictions produced implementation delays, which had a significant effect on the early implementation phase and contributed to the project requiring at least three no cost extensions, to closure in May 2023.<sup>23</sup>

Otherwise, the project leveraged existing programme resources, and management and operational resources in the ILO’s regional structure. In particular, the project effectively leveraged ILO resources and programme models to promote gender equality and non-discrimination, and the inclusion of People with Disability. The ILO reporting notes administrative delays, resulting from procedures between MOLA and the municipalities. Otherwise, the contracts with the two Implementing Partners were implemented within the scope of work and budget agreed, as were project components contracted to the municipalities.

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<sup>23</sup> See ILO, Annual Progress Report August 2020 – August 2021, Sections 6.1 and 6.3, 2021

## Evaluation Criteria Ranking: **SATISFACTORY to UNSATISFACTORY**

### Impact

16. To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries and on policies and practices at national and county levels?

The evaluation approached impact in terms of trajectory and possibility, rather than as observed changes that will occur over the long term. There appears to be an unsatisfactory possibility of impact related to Outcome 1. Output 1.1 produced a cadre of officials and engineers familiar with the EIIP model, but there is no evidence of follow up or engagement on actual use of the model. For Output 1.2 workers, the project delivered an important but short term increase in their income, but limited attribution can be made between the project and improved access to the labour market. In particular, the project did not leave the workers with marketable new skills.

There appears to be a satisfactory possibility of impact for Outcome 2. The businesses observed show tangible progress against project goals, with increased income and the possibility of sustainability. These results will need to be verified more broadly, preferably with a tracer study. There appears to be a satisfactory possibility of impact for the cross-cutting issue of gender equality. Municipal officials appeared to accept and be supportive of gender inclusion goals, albeit sometimes expressing concern that work should be appropriate. Enterprise development provides an alternative route into the labour market and income generation, in socially restrictive contexts. Inclusion remains a more difficult issue when related to disability, in part because stakeholders are less familiar with disability and solutions for inclusion.

## 2.5 Sustainability

### Evaluation Criteria Ranking: **UNSATISFACTORY (Outcome 1) to SATISFACTORY (Outcome 2)**

### Sustainability

17. To what extent are the results of the intervention likely to have a long term, sustainable positive contribution to the relevant SDGs and targets (explicitly or implicitly)?
18. What assessment is made regarding the sustainability of the project outcomes and what steps were made to enhance the likelihood of outcome sustainability? Which were the gaps? How has the sustainability approach of the project been affected, or could be affected, by the Covid-19 situation in the context of the national responses? To what extent has the project identified and integrated into its actions the operational and strategic needs and priorities of women, men and vulnerable groups in a way that allows permanent improvements to be introduced?
19. Has the project developed and implemented any exit strategy?

The Logical Framework does not discuss or monitor sustainability nor provide an indicator(s) for its assessment. The project had a fixed duration. No exit strategy is described or required in the Project Document, beyond provisions for the project's orderly closure. One ILO official described sustainability for Outcome 1 as "the EIIP model is adopted and used in Jordan, at the initiative of national stakeholders". The ability of workers to gain improved access to employment as a result of improved individual capacities could also be an indicator, taken from the reconstructed Theory of Change.

By these two indicators, the sustainability of Outcome 1 appears Unsatisfactory. There was limited evidence that the participating municipalities would adopt the EIIP model absent international funding. The concerns expressed were inefficiency (cost and time) and the quality and durability of works (use of unskilled labour, noting that the 30 work cycle provided insufficient time to gain experience). Similarly, the project gave workers a much appreciated income boost. However, there was limited evidence of attribution between the project and employment.

Outcome 1 is unlikely to make a direct, long-term and sustainable positive contribution to SDG 8 (Decent Work and Economic Growth) or SDG 13 (Climate Action). The project's contributions were

short-term by design, and hindered by limitations to training (individual capacity development), lack of improved access to the labour market and weakness in the project’s “green” component. There was evidence that the use equality and inclusion targets within the selection of workers may indirectly contribute to SDG 5 (Gender Equality), SDG 8 (Decent work for women and Persons with Disability) and SDG 10 (social, economic and political inclusion of Persons with Disabilities). This would occur through the changes in attitude and behaviour observed during the field study.

The sustainability of Outcome 2 appears Satisfactory, and more promising. Sustainability can be assessed by the same metric, national adoption of the model and improved growth and operation of the small and micro-businesses supported. The project currently lacks data on the results of training for the two project cohorts (124 and 60), and will need to conduct tracer studies. However, the field study found examples of success that can be attributed to project. The Women Do Business model is also being used by the Jordan River Foundation in other venues.

Outcome 2 is likely to make a direct, long-term and sustainable positive contribution to SDG 1 (no Poverty), SDG 5 (Gender Equality) and SDG 8 (Decent Work and Economic Growth). The scope of change will be determined by the sustainability of the female-run businesses supported, hence the need for ongoing support. No obvious green component was observed, and no contribution is expected to SDG 13 (Climate action).

### 2.7 Cross-cutting Issues

Evaluation Criteria Ranking: **VERY SATISFACTORY**

Gender Equality and Persons with Disability	20. To what extent has the project identified and integrated into its actions the operational and strategic needs and priorities of women, men and vulnerable groups in a way that allows permanent improvements to be introduced?
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Achievement for cross-cutting issues is **Very Satisfactory**, across the full project. The project effectively leveraged ILO resources and programme models to promote gender equality and non-discrimination, and the inclusion of People with Disability. Project design placed an emphasis on the issue of Inclusion based on: Nationality (vulnerable community members of Jordanian and Syrian nationality); Gender Equality (women and men), and; the inclusion of Persons with Disability. Indicator targets were met or exceeded for each of the four project Outputs. Contributing factors included the integration and of inclusion criteria into selection criteria throughout the project, and the effective use of these criteria by national stakeholders. Taken as cross-cutting issue, sustainability was integrated into the project through the “green approach” to infrastructure and women’s business ideas.

Table 10: Achievement of Crosscutting Objectives and Targets		
Project Component and Targets	Means of Integration	Project Achievement
Output 1.1 / JEA training on Green EIIP Methodology	Targeted selection of participants	<b>Exceeded</b> its gender inclusion target of 30%, providing training in mixed sessions for 14 female engineers and 28 male engineers, or <b>33% female participation</b> .
Output 1.2	Targeted selection of workers	<b>Met target for national participation</b> (70 per cent Jordanian and 30 per cent Syrian).



		<b>Met inclusion targets for gender (30%) and Persons with Disability (5%).<sup>24</sup></b>
Green Development	Integration into training method and the design of infrastructure works	<b>Met Targets</b> for inclusion of “green” objectives and activities into the EIP and WDB method and training.
Output 2.1	Targeted recruitment and selection of women entrepreneurs	<b>Met Targets</b> for inclusion target for the mix of Jordanian and Syrian women invited selected.
Output 2.2	Targeted recruitment and selection of women entrepreneurs	<b>Met Targets</b> for inclusion target for the mix of Jordanian and Syrian women invited selected
Green components of Project Outputs	Integration into training method and business development	Evidence that “green” issues were integrated into project design and training materials. The final “green” components of infrastructure works (Outcome 1) and women-led business could not be determined.

For consideration, the understanding of “disabled” is unclear. Some disabled workers under Outcome 1 appeared to have conditions that would not normally qualify as a “disability”. For example, one worker reported to have Asthma. It also seemed unclear to municipal stakeholders what types of work would be appropriate for a person with disabled, given that infrastructure is labour intensive.

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<sup>24</sup> Annex E paraphrased the participation data presented in the ILO’s Annual Report for the period ending February 2023.

### 3. Conclusions

The median performance ranking for the project is **Satisfactory**. The ranking reflects important achievements on employment creation (Output 1.2) and Women's Entrepreneurship (Outcome 2). The latter shows a positive trajectory, towards achieving its Outcome objective of increasing and enhancing women's. The project has successfully leveraged the ideas, initiative and creativity of the local women. This in a context where socio-cultural constraints are present and restrict women's access to the labour market. Women are showing a profit, and contributing to household income. Longer-terms, these Outcomes present the conditions to change the constraints. The selection process is generating good candidates and the grants appear well-targeted albeit insufficient, noting some women have taken loans to cover the shortfall.

**The project met or exceeded most of its performance targets**, under difficult Covid-affected conditions, albeit with implementation delays. Notwithstanding, the rankings are based on the objectives, indicators and targets established in the project's design and *Monitoring and Evaluation Plan (2020)*. As such, they also reflect some of the plan's deficiencies and gaps in the scope of monitoring. There is particular concern for following issues:

**The absence of synergy within the project between Outcome 1 and Outcome 2**. Conceptually, both Outcomes contribute towards the project goal of "support a more inclusive and accessible labour market for vulnerable Syrian refugees and Jordanian men, women and persons with disabilities". However, the two Outcomes operate as separate and unrelated programme streams. There was no evidence of an operational synergy between them. Rather, working with two different project streams appeared to diffuse the project's implementation focus and resources.

**The EIIP method has a trade-off at its core**. There is a tension between the objective of employment creation for vulnerable persons and the use of public infrastructure development as the means to create that employment. The latter requires a level of project management and worker skill and experience, to deliver workers of sufficient quality and durability to meet municipal standards. The former are often semi or unskilled workers, or have skills that cannot be applied, and lack the experience to deliver works of sufficient quality and durability. The quality of public infrastructure is visible, it directly affects the lives of persons in the community and has a political dimension for officials, while the benefits of delivering employment may appear less tangible.

**Finding a balance in the trade-off is a critical factor affecting the sustainability to EIIP model, which relies on the choice of municipal officials to use the model**. Currently, the ILO's approach focuses on employment creation, with inclusion and social stability. This to the extent that the infrastructure Output is not included in the project's Logical Framework, including as "green" innovation. In contrast, the priority of Municipal stakeholders appears to be the delivery of quality infrastructure, for they are accountable to the communities. Evidence from the project is that officials would prefer professional companies deploying skilled labour. Making the Green EIIP model more attractive to would involve improving the quality of infrastructure deliverables, while making the benefits of employment more visible. The market impact of these improvements should also be understood, taking into account the possible adverse effects on employment if the project displaces professional contractors.

**The Green approach to EIIP appears to expand the scope of opportunities**, while contributing national climate risk-mitigation and environmental conservation through the development of community assets. It can involve conservation of natural areas and landscapes and adaptation to climate change and natural disasters, environmental rehabilitation and nature conservation. Conceptually, the approach was included within two project Outcomes, but the ILO and stakeholders appear to be in an early stage of its development.

**The Monitoring and Evaluation Plan is not sufficiently robust or resourced to meet the project's accountability and learning objectives.** The plan monitors at the Activity level, with some Output information. By design, the plan does not consider the relationship between Outputs and Outcomes, nor monitor Outcome achievement. The utility of reporting as an input to project management and learning on the EIIP and Women do Business models, therefore, is limited.

## 4. Lessons Learned and Good Practice

### 4.1 Lessons Learned

#### 4.1.1 A theory-based approach improves project performance

Using a theory based approach increases the likelihood of positive outcomes. Most performance difficulties were influenced by deficiencies in the Logical Framework and Risk model. In particular, the framework does not describe the causal pathways within the project, particularly between Outputs and Outcomes, nor provide the means for Outcome achievement. Project performance was negatively affected precisely where there was a break in the Output to Outcome pathway. A theory-based approach enhances the ILO's understanding of causal relationships between project elements, and, critically, how they should be designed, resourced and monitored. It also contributes to sustainability, to the extent that positive performance produces durable community assets leading stakeholders to choose the EIIP model in the future.

#### 4.1.2 Trade-offs within the EIIP model need to be understood and balanced

Short-term job creation for the delivery of green infrastructure generates a broad set of goods: an economic and capacity development good for the workers; an economic and social stabilisation good for the community; a set of public and political goods for Municipal and Government of Jordan stakeholders. Each of these goods, and the synergies between them, need to be understood and described in the value proposition to stakeholders. Currently, the ILO's current approach focuses on employment creation, with inclusion and social stability. In contrast, the priority of Municipal stakeholders appears to be the delivery of quality infrastructure, for which they are accountable to the communities. These priorities are not exclusive. However, the combined value of project goods needs to be sufficient to offset any perception that labour intensive infrastructure development is cost inefficient. Critically, the quality and durability of the infrastructure delivered must meet the relevant standard, or it ceases to have value as a public good. Adequate training for workers is a critical factor contributing to quality.

### 4.2 Emerging Good Practice

#### 4.2.1 Leveraging established programme models and trusted relationships

The assessment of factors enabling project achievement shows that the ILO was effective leveraging established programme models and trusted partnership, with the Donor, Government of Jordan entities and Implementing Partners. These contributed to start-up positive results under Covid-19 constraints and, therefore, contributed to achievement and risk mitigation.

#### 4.2.2 Taking a "green" approach to designing project outputs

The project integrated the ILO's Green Works concept into its employment-intensive infrastructure model, leveraging existing EIIP and Women do Business services with an approach that simultaneously contributes to national priorities for climate risk mitigation, environmental conservation and disasters prevention.

#### 4.2.3 Use of transparent and merit-based beneficiary selection involving national stakeholders

The ILO and project Stakeholders used transparent and merit/criteria based selection processes for the EIIP worker and Women Entrepreneur candidates. For the EIIP Outcome, the use of a lottery brought the perception of fairness to the process and mitigated reputation risk. For the

Entrepreneurship Outcome, selection and two-tiered training process produced a qualified and motivated group of candidates, increasing the possibility of success.

# 5. Recommendations

Responding to the findings, the evaluation provides eight recommendations targeted to improve: i) the Logical Framework and project monitoring, and to strengthen; ii) the EIIP and; iii) the WDB programme models. The recommendations involve collaboration between the regional and Jordan offices and with national stakeholders.

**Recommendation 1:** Ensure ILO guidance on Theory of Change is used for design of the next project iteration. Emphasis should be given to understanding project assumptions and the causal pathways that support design. Both should be linked to the project’s risk and mitigation model.

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

**Recommendation 2:** Strengthen Output and Outcome monitoring, with the use of ILO guidance for design of the Logical Framework and monitoring instruments for data gathering. Projects must be appropriately resources for monitoring tasks, consistent with the ILO’s accountability and learning objectives.

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

**Recommendation 3:** The EIIP and WDB project models should be implemented separately, within their own project frameworks. Synergies will be more effectively developed at a higher level, within the ILO’s Country Programme. This includes having an active M&E officer.

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

**Recommendation 4:** EIIP and WDB synergies may be found by matching project-sponsored entrepreneurs and graduate workers, within a broader Decent Work country programme framework. This presents an opportunity in isolated and disadvantaged communities, where employment opportunities are limited.

Addressed to:	Priority	Implementation	Level of Resources
DWT team in regional office (relevant specialists) and ILO Amman	Medium	Medium-term	Low

**Recommendation 5:** Clarify and strengthen the EIIP’s value proposition to MOLA and the participating municipal governments, highlighting the broad range of goods (economic, social and public goods) to be delivered, but ensuring that the proposition includes delivering infrastructure that is of good quality and durability, and meets municipal standards.

Addressed to:	Priority	Implementation	Level of Resources
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DWT team in regional office (relevant specialists) and ILO Amman	Medium	Medium-term	Low
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**Recommendation 6:** Within the EIIP project model, increase the person days of work allocated to each individual from 30 to 60 Person Days. Ensure also that the project has identifiable skills development and experience components. These actions should be designed to: i) allow workers to leverage project skills and experience in their job searches; ii) improve the quality and durability of the infrastructure delivered to municipalities.

Addressed to:	Priority	Implementation	Level of Resources
DWT team in regional office (relevant specialists) and ILO Amman	Medium	Medium-term	Low

**Recommendation 7:** Strengthen the “green” dimension of the current EIIP value proposition to Jordanian stakeholders, broadening the employment-intensive development approach from infrastructure to include other forms of community assets, natural areas and landscapes, contributing to environmental goals and the adaptation to climate change.

Addressed to:	Priority	Implementation	Level of Resources
DWT team in regional office (relevant specialists) and ILO Amman	Medium	Medium-term	Low

**Recommendation 8:** Commission a tracer study of the 124 women (Output 2.1) and the 60 women (Output 2.2) that received support, to better determine Outcome level results, the factors influencing results and sustainability, and lessons learned to strengthen the WDB model.

Addressed to:	Priority	Implementation	Level of Resources
DWT team in regional office (relevant specialists) and ILO Amman	Medium	Medium-term	Medium

# Annexes and Appendices

## Annex A: Lessons Learned and Good Practice





# Employment Intensive Infrastructure Programmes as implemented in the project “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan

Project DC/SYMBOL: JOR/19/09/ITA

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

Date: 17 July 2023

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

LESSON LEARNED ELEMENT	Employment Intensive Infrastructure Programmes as implemented in the project “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan
Brief description of lessons learned	<p><b>Using a theory based approach increases the likelihood of positive outcomes.</b> Most performance difficulties were influenced by deficiencies in the Logical Framework and Risk model. In particular, the framework does not describe the causal pathways within the project, particularly between Outputs and Outcomes, nor provide the means for Outcome achievement.</p> <p>Project performance was negatively affected precisely where there was a break in the Output to Outcome pathway. For example, the negative causality between insufficient worker training and the delivery of sub-standard infrastructure meant that municipal priorities were not met, affecting the credibility of the model. Also, graduate workers did not have skill to enhance their labour market access.</p> <p>The project’s Logical Framework and performance reporting did not capture these outcomes, as they did not include infrastructure. A theory-based approach enhances the ILO’s understanding of causal relationships between project elements, and how they should be designed, resourced and monitored. It can particularly focus on the relationships within the project, and what is needed to ensure that ILO-delivered Outputs become stakeholder Outcomes.</p>
Context and any related preconditions	<p>Project development does not use a theory-based approach, aligned with ILO good practice (Guidance Note 1.1: Project Design and Theory of Change). The absence of a theory-based approach contributed to deficiencies in project design and the monitoring and evaluation plan. In turn, lack of clarity on the causal pathway (Output to Outcome), and breaks in that pathway, contributed to performance missed or absent targets.</p>

<b>Targeted users / Beneficiaries</b>	ILO ROAS, ILO Jordan Project Manager, EIIP Specialists and M&E Officers
<b>Challenges /negative lessons - Causal factors</b>	The primary causal factors appear to be a lack of resources allocated developing the Logical Framework and monitoring component of the project. These are also a matter of management oversight and quality assurance through the development and approval phases, and as reporting occurs.
<b>Success / Positive Issues - Causal factors</b>	The ILO has established good practice for the use of Theory Based approaches (Guidance Note 1.1: Project Design and Theory of Change). The ILO's guidance meets international good practice standards.
<b>ILO Administrative Issues</b>	Improve management oversight of project design and approval, to ensure that Logical Frameworks and Monitoring and Evaluation Plans meet ILO guidance. Within projects, adequate resources allocated to project monitoring for management, accountability and learning objectives to be met.



### Employment Intensive Infrastructure Programmes as implemented in the project “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan”

Project DC/SYMBOL: JOR/19/09/ITA

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

Date: 17 July 2023

<b>LESSON LEARNED ELEMENT</b>	<b>Employment Intensive Infrastructure Programmes as implemented in the project “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan”</b>
<b>Brief description of lessons learned</b>	<p>Short-term job creation for the delivery of green infrastructure generates a broad set of goods: an economic and capacity development good for the workers; an economic and social stabilisation good for the community; a set of public and political goods for Municipal and Government of Jordan stakeholders. Each of these goods, and the synergies between them, need to be understood and described in the value proposition to stakeholders.</p> <p>Currently, the ILO’s approach focuses on employment creation, with inclusion and social stability. In contrast, the priority of Municipal stakeholders appears to be the delivery of quality infrastructure, for which they are accountable to the communities.</p> <p>These priorities are not exclusive. However, the combined value of project goods needs to be sufficient to offset any perception that labour intensive infrastructure development is cost inefficient. Critically, the quality and durability of the infrastructure delivered must meet the relevant standard, or it ceases to have value as a public good. Providing adequate training for workers is a critical factor contributing to quality.</p>
<b>Context and any related preconditions</b>	<p>Project implementation in Jordan used an established EIIP model. Evaluation identified concerns for the quality and durability of infrastructure deliverables, which affects the EIIP’s relevance to municipal officials.</p>
<b>Targeted users / Beneficiaries</b>	<p>ILO ROAS, EIIP Specialists, ILO Jordan Project Manager and M&amp;E Officers.</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>The primary causal factor is the use of unskilled labour within the EIIP model, to deliver infrastructure to an acceptable standard. The infrastructure is both a public good/asset for the community, and a political good for the officials who are accountable for delivering good</p>

	quality works. Those officials show a preference towards using professional contractors over the EIP model, for reason of quality and price. This perception affects the relevance of the EIP model.
<b>Success / Positive Issues - Causal factors</b>	EIP produces a broader set of economic, social and public goods. Combined, these have greater value than the infrastructure alone. But broader benefit needs to be tangible and the final infrastructure product needs to be of good quality and durability.
<b>ILO Administrative Issues</b>	Will require programme development resources, including for consultation with national stakeholders.

## **Annex B: Emerging good practices**



## Employment Intensive Infrastructure Programmes as implemented in the project “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan”

Project DC/SYMBPOL: JOR/19/09/ITA

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

Date: 18 July 2023

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

<b>GOOD PRACTICE ELEMENT</b>	<b>Leveraging established programme models and trusted relationships</b>
<b>Brief summary of the good practice</b> (link to project goal or specific deliverable, background, purpose, etc.)	Assessment of factors enabling project achievement shows that the ILO was effective leveraging established programme models and trusted partnership, with the Donor, Government of Jordan entities and Implementing Partners. These contributed to start-up positive results under Covid-19 constraints and, therefore, contributed to achievement and risk mitigation.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The project was implemented in the context of significant external constraints (Covid-19 restrictions), which produced unexpected implementation delays and risk. The practice can be applied under other conditions, and there is no obvious restriction.
<b>Establish a clear cause- effect relationship</b>	Adaptation and use of proven programme models, within trusted stakeholder and implementing partner relationships reduced uncertainty and programme development transactions, contributing to start up and effective implementation.
<b>Indicate measurable impact and targeted beneficiaries</b>	Project deliverables were made available to targeted beneficiaries under both Outcome programme streams
<b>Potential for replication and by whom</b>	Country programme personnel
<b>Upward links to higher ILO Goals</b>	The good practice requires linkages between international ILO programme specialists (regional and global) and country project personnel. It is relevant to the Country Programme framework.
<b>Other documents or relevant comments</b>	No references



### Employment Intensive Infrastructure Programmes as implemented in the project “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan”

Project DC/SYMBPOL: JOR/19/09/ITA

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

Date: 18 July 2023

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

<b>GOOD PRACTICE ELEMENT</b>	<b>Taking a “green” approach to designing project outputs</b>
<b>Brief summary of the good practice</b> (link to project goal or specific deliverable, background, purpose, etc.)	The project integrated the ILO’s Green Works concept into its employment-intensive infrastructure model, leveraging existing EIIP and Women do Business services with an approach that simultaneously contributes to national priorities for climate risk mitigation, environmental conservation and disaster prevention.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The approach has broad application across all ILO programme models.
<b>Establish a clear cause-effect relationship</b>	The project provided training/awareness building in addition to integrating “green” activities into the project deliverables. Conceptually, the effect was to improve capacity on green methods and introduce green works into infrastructure and business approaches.
<b>Indicate measurable impact and targeted beneficiaries</b>	The effect was delivery of “green” training to a cohort of national officials and engineers, and to promote green approaches to infrastructure and business development. The impact (what has been achieved with the use of these approaches) has yet to be determined.
<b>Potential for replication and by whom</b>	The approach can be migrated to other programme models.
<b>Upward links to higher ILO Goals</b> (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	Broad application within the ILO’s “Green Works” model for employment intensive development, restoration and maintenance of public infrastructure, community assets, natural areas and landscapes, contributing to environmental goals such as adaptation to climate change and natural disasters, environmental rehabilitation, ecosystem restoration and nature conservation.
<b>Other documents or relevant comments</b>	ILO Employment-Intensive Investment Programme (EIIP) Technical Brief <a href="#">Green works</a>



### Employment Intensive Infrastructure Programmes as implemented in the project “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan”

Project DC/SYMBPOL: JOR/19/09/ITA

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

Date: 18 July 2023

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

<b>GOOD PRACTICE ELEMENT</b>	Use of transparent and merit-based beneficiary selection involving national stakeholders
<b>Brief summary of the good practice</b>	The ILO and project Stakeholders used transparent and merit/criteria based selection processes for the EIIP worker and Women Entrepreneur candidates. For the EIIP Outcome, the use of a lottery brought the perception of fairness to the process and mitigated reputation risk. For the Entrepreneurship Outcome, selection and two-tiered training process produced a qualified and motivated group of candidates, increasing the possibility of success.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The approach has broad application across all ILO programme models that require the selection of beneficiaries from a pool of applicants.
<b>Establish a clear cause-effect relationship</b>	For the Women do Business Outcome, evidence indicates a causal relationship between a rigorous and multi-tiered approach to candidate selection, and the quality of candidates. For the EIIP stream, the effect was to ensure eligible candidates were considered while avoiding reputation risk through transparency
<b>Indicate measurable impact and targeted beneficiaries</b>	For both processes, the effect was to ensure eligible candidates were selected. For
<b>Potential for replication and by whom</b>	All processes that have a requirement for candidate selection
<b>Upward links to higher ILO Goals</b>	Project-level design
<b>Other documents or relevant comments</b>	None



## Annex C: Terms of Reference

(Excerpt from the Terms of Reference focusing on evaluation requirements)

Terms of Reference Final Independent Evaluation of Towards a more inclusive economy through immediate job generation and enterprise development in Jordan

### Background information

Since the outbreak of the crisis in Syria, Jordan has provided refuge to some 1.266 million Syrians, of which 657,000 are registered with UNHCR. The vast majority live outside refugee camps, in urban areas. Outside of camps, refugees are often without direct assistance and compelled to find work to support themselves and their families. Without clear pathways to the formal labour market, Syrian workers find themselves in the informal economy where they are at heightened risk of exploitation. This also risks driving down wages and work conditions for Jordanian workers and migrant workers.

The conditions of work in these jobs demonstrate considerable decent work gaps. They are often done on an informal basis, without formal contracts, payment or social protection coverage. Inclusion of women and persons with disabilities remains a considerable challenge, without reasonable accommodations made to facilitate their labour market access.

The ILO in Jordan began to pilot a series of skills, enterprise, job generation, employment service and work permit models in 2013, to support the absorption of Syrian workers, as well as vulnerable Jordanians. It is in this context that the ILO, with funding from the Italian Ministry of Foreign Affairs and International Cooperation, implemented the project entitled Towards a More Inclusive Economy through Immediate Job Creation and Enterprise Development in Jordan. It is this project that is the subject of the final evaluation to see if the objectives are achieved and if there has been an impact in the community.

#### Outcomes & Outputs

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

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

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

Outcome 2: Female run, small and micro enterprises increased and strengthened

Output 2.1: A network of at least 15 trainers established and administers non-financial business development support to female entrepreneurs.

Output 2.2: Female run businesses (Jordanian and Syrian) established and expanded.

### Purpose, objectives, and scope of the evaluation

As per ILO evaluation policy and procedures, a project like the one under consideration, with a budget between USD 1 to 5 million and with a duration over 18 months must undergo an independent final evaluation. The latter must be managed by an ILO certified evaluation manager and implemented by independent evaluators. The evaluation consultants have the sole responsibility for the substantive content of the final evaluation report in line with EVAL quality requirements.

The evaluation is needed both for project accountability and project learning. The ILO applies the evaluation criteria established by the OECD / DAC Quality Standards for Development Evaluation and the UNEG Code of Conduct for Evaluation in the UN System. This evaluation will identify, inter alia, what worked, what did not work at output, outcome and impact levels, what is sustainable, what is the legacy of the project and what are the recommendations for the future.

The purpose of this evaluation is to provide an objective assessment of the accomplishment of project activities in terms of coherence, relevance, efficiency, effectiveness, impact and sustainability. The evaluation will have to:

- Assess the extent to which the project has achieved its stated objective and expected results regarding the different target groups, while identifying the supporting factors and constraints that have led to them, including implementation modalities chosen and partnership arrangements.
- Identify unexpected positive and negative results of the project.
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and SDGs and national development frameworks.
- Assess the extent to which the project outcomes can be sustainable.
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.
- Identify lessons learned and good practices to inform the key stakeholders (i.e. national stakeholders, the donor and ILO) for future similar interventions.

The present evaluation shall adequately consider effectiveness and efficiency as evaluation criteria. This evaluation will examine the entire project intervention from August 2020 to February 2023. It will consider all the documents linked to the project. This includes the project document, periodic and progress reports as well as documents produced as outputs of the project (e.g. research papers, knowledge products, policy briefs, etc.).

The geographical coverage of the assessment includes the deliverables and products at global level. Desk reviews and interviews will be used to collect information. Field missions will provide further data gathered through site observations, surveys, focus-group discussions and interviews.

The evaluation will integrate gender equality and non-discrimination, international labour standards, social dialogue, and a just transition to environmental sustainability as crosscutting themes throughout its deliverables and process. It should be addressed in line with EVAL Guidance Note 3.1 “Integrating gender equality in monitoring and evaluation of projects” and Guidance Note 4.4 “Stakeholder engagement”.

Direct beneficiaries will include Syrian and Jordanian men, women with a focus on vulnerable Syrian refugee communities, women and persons with disabilities. Engineers and technicians implementing public works projects will also be direct beneficiaries, as will a network of trainers

who are capacitated to deliver business development support. Indirect beneficiaries will include family and community members that enjoy enhanced infrastructure. The family members of direct beneficiaries will also benefit from an enhanced income. The final evaluation report will be shared with Italian Agency for Development Cooperation (AICS).

The knowledge generated by this evaluation will also benefit other stakeholders that may not be directly targeted by the project’s intervention, such as key government institutions, civil society organizations, donors, UN agencies, international organizations that work in relevant fields, and other units within the ILO.

## **Evaluation criteria and questions (including Cross-cutting issues/ issues of special interest to the ILO)**

The evaluation will be based on the following evaluation criteria: strategic relevance, validity of project design, effectiveness, efficiency, impact and sustainability. Relevant data should be sex disaggregated and different needs of women and men should be considered throughout the evaluation process.

Following is a list of evaluation questions for this final project evaluation. While not being an exhaustive list, the questions are intended to guide and facilitate the evaluation. The evaluator may adapt the evaluation questions, but any fundamental change should be agreed between the evaluation manager and the evaluator and should be reflected in the inception report.

### Relevance and strategic fit:

1. Is the project coherent with the Governments objectives, National Development Frameworks, County Development Frameworks, beneficiaries' needs, and does it support
2. the outcomes outlined in ILO's CPOs as well as the P&B, UNSDCF and SDGs?
3. How does the project complement and fit with other on-going ILO activities in Jordan?
4. What links have been established so far with other activities of the UN or other cooperating partners operating in the country in the areas of access to employment (i.e. youth employment), job creation, market development and community participation for increased access to public and social services?
5. Has the project been able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, etc.)?

### Validity of project design:

1. Is the project realistic (in terms of PPDP strategy, expected outputs, outcome and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy, and resource mobilization?
2. To what extent has the project integrated the cross-cutting themes in the design?
3. Is the project's Theory of Change (ToC) comprehensive, integrating external factors, and is it based on a systemic analysis?
4. How has ownership and sustainability been addressed in the design?

### Effectiveness of the project in relation to the expected results:

1. What progress has been made towards achieving the overall project objectives/outcomes?
2. Which have been the main contributing and challenging factors towards project's success in attaining its targets?
3. Is the monitoring and evaluation system results-based, facilitating an adaptive management and learning?
4. What is the assessment regarding how the project management has managed the contextual and institutional risks and assumptions (external factors to the project)?
5. To what extent is the Covid-19 pandemic influencing project results and effectiveness and how has the project addressed this influence? Has it been ready to adapt to changes for at least some time from now-on?

### Efficiency of the resources used:

1. Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outputs and specially outcomes? If not, why and which measures taken to work towards achievement of project outcomes and impact?
2. Are the project's activities/operations in line with the schedule of activities as defined by the project team, work plans and budgets?
3. To what extent did the project leverage resource to promote gender equality and non-discrimination; and inclusion of people with disability/differently abled?

Impact and sustainability of the project:

1. To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries and on policies and practices at national and county levels?
2. To what extent are the results of the intervention likely to have a long term, sustainable positive contribution to the relevant SDGs and targets (explicitly or implicitly)?
3. What assessment is made regarding the sustainability of the project outcomes and what steps were made to enhance the likelihood of outcome sustainability? Which were the gaps?
4. How has the sustainability approach of the project been affected, or could be affected, by the Covid-19 situation in the context of the national responses?
5. Has the project developed and implemented any exit strategy?

Cross-cutting issues:

1. To what extent has the project identified and integrated into its actions the operational and strategic needs and priorities of women, men and vulnerable groups in a way that allows permanent improvements to be introduced?

## **Methodology**

The evaluation approach will be theory-based, and include examining the intervention's Theory of Change, with particular attention to the identification of assumptions, risks and mitigation strategies, and the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets.

For required quality control of the whole process, the evaluator will follow the EVAL evaluation policy guidelines and the ILO-EVAL checklists (see annexes). The methods should be selected for their rigor and their ability to produce empirical evidence to meet the evaluation criteria, answer the evaluation questions and meet the objectives of the evaluation.

The evaluator will ensure that women's views and perceptions are also reflected in databases, interviews and that gender-specific questions are included in the questionnaires. The data collection, analysis and presentation shall be as much as possible responsive to and inclusive of issues relating to ILO's normative work, social dialogue, diversity and non-discrimination including disability issues.

The methodology should ensure the involvement of key stakeholders in the implementation as well as in the dissemination processes (e.g. stakeholder workshop, debriefing of project manager, etc.). The methodology should clearly state the limitations of the chosen evaluation methods, including those related to representation of specific groups of stakeholders.

The methodology should include multiple methods, with analysis of both quantitative and qualitative data, and should be able to capture intervention's contributing to the achievement of expected and unexpected outcomes. Multiple sources of evidence will be used and triangulated. During the data collection process, the evaluator will compare and cross-validate data from different

sources (project staff, project partners and beneficiaries) to verify their accuracy, and different methodologies (review documentary, field visits and interviews) that will complement each other.

The evaluation data collection process will include:

*Desk review:* desk review of all relevant documents: project document and its logical framework, funding agreement, relevant minute sheets, implementation plan, progress reports, other relevant documents and studies.

*Meetings with the project staff:* the evaluator will meet the project staff at global and country levels to reach a common understanding for the evaluation process. Such meeting/s will take place virtually.

*Field visits, data collection, and interviews with stakeholders:* with due consideration given to the situation of the COVID-19 spread at the moment of the evaluation, the evaluator may meet with the national key partners of the project in the country. The evaluator will meet with representatives of project beneficiaries (national tripartite constituents and other) and organize interviews and focus group discussions as appropriate. To assess project's results both quantitative and qualitative data will be collected and analysed.

*Debriefing phase:* at the end of the fieldwork and data collection, the evaluator will organize a virtual debriefing meeting for the key national partners and relevant stakeholders and ILO to present and discuss the preliminary findings and the lessons learned.

*Submission of the first draft of the report:* the evaluator will submit the first draft of the report to the evaluation manager, who will circulate it to the relevant ILO units and departments, the donor, the key national partners, and relevant stakeholders for comments.

*Collection of feedback on the first draft:* the evaluation manager will collect the feedback on the first draft, consolidate and submit it to the evaluator.

*Submission of the final report:* the evaluator will incorporate the feedback as appropriate and send the final report to the evaluation manager.

*Quality of the report:* the evaluation manager and ILO Evaluation Unit will ensure the quality of the report.

*Dissemination:* the evaluation report will be submitted to the key stakeholders and uploaded in the EVAL public repository of evaluation reports (e-discovery).

The evaluation methodology will be defined in consultation between the evaluator and the evaluation manager. It will be described in the inception report to be submitted to the evaluation manager by the evaluator. The inception report shall include the detail approach, the methodology and a workplan.

## **Main deliverables**

The evaluator will have to produce and deliver the following products:

I. *An inception report* (not more than 20 pages excluding the annexes) – the report will be developed after reviewing available documents and after initial discussions with the project management and the donor (EVAL Guidelines – Checklist 4.6). The inception report will:

- Describe the conceptual framework that will be used to undertake the evaluation;
- Elaborate the methodology proposed in the TOR with changes as required;
- Set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions (emphasizing triangulation as much as possible) data collection methods, and sampling techniques.

- Define the criteria to select individuals for interviews (who should include as much as possible men, women and other vulnerable groups and persons with disabilities);
- Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables and milestones:
- Set out the list of key stakeholders to be interviewed or surveyed and the tools to be used for interviews and discussions.
- Set out the agenda for the stakeholder's workshop.
- Set out the outline for the final evaluation report.
- Provide interview guides and other data collection tools.

The Inception report should be approved by the Evaluation manager before proceeding with the field work.

II. *First draft of the Evaluation Report in English* (following EVAL Checklists 4.1 and 4.2) - it should be no longer than 30 pages excluding annexes. The Evaluation Manager is responsible for approving this draft. The draft report reviewed by the evaluation manager will be shared with all relevant stakeholders. They will be asked to provide comments to the evaluation manager within ten days. The report shall include the following elements:

1. Cover page with key project and evaluation data (using ILO's relevant template 4.4)
2. Executive Summary
3. Acronyms and abbreviations
4. Context and description of the project including reported key results
5. Methodology and limitations
6. Findings (this section's content should be organized around evaluation criteria and questions), including a table showing output and outcome level results through indicators and targets planned and achieved with comments on each item.
7. Conclusions
8. Recommendations (i.e. for the different key stakeholders and project partners), indicating per each one priority, timeframe and level of resources required. Suggested: maximum 8-10 recommendations in total).
9. Lessons learned and good practices
10. Annexes including ToRs; List of persons consulted; Schedule of work (briefings, data collection, interviews, field visits, workshop/s); Documents consulted; Evaluation matrix; Data collection tools; Logical framework analysis matrix; Lessons learned; Emerging good practices (following relevant templates 4.1 and 4.2).

III. Final version of the evaluation report, incorporating written comments received from ILO and other key stakeholders. Any identified lessons learned, and good practices will also need to be inserted in standard annex templates (one Lesson Learned and one Good Practice per template to be annexed in the report) as per EVAL guidelines.

IV. Executive summary. The evaluator will produce an Executive Summary following ILO's relevant template 4.3 and submit to the Evaluation Manager.

V. The final version of the evaluation report must receive final approval by EVAL (after initial approval by the Evaluation manager and the departmental evaluation focal point).

9. Management arrangements and work plan (including timeframe) The organization and coordination of the entire evaluation process, including the evaluation mission will be provided by Mr. Junior MBUYI, the designated Evaluation Manager at ILO level. The evaluator will discuss with her all technical and methodological issues when needed, via E-mail and virtual meetings. The evaluator will liaise with project management to obtain the main documents and any information which will be required to perform the evaluation. The evaluation manager with project staff will facilitate contacts with the different partners and stakeholders and will organise meetings. The evaluator will also receive technical, logistical, and administrative support from the project team.

The evaluation will be conducted over a period of about three months (November 2022- February 2023). A detailed timetable will be included in the inception report developed by the evaluator. All logistics costs will be covered by the project.

## **Annex D:List of Documents Consulted**

### ***Terms of Reference***

International Labour Organisation, Independent Evaluation of “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan”, December 2022

### ***International Labour Organisation Evaluation Policy and Guidance***

International Labour Organisation, *Tool 1.1: Evaluability review during project start-up phase*, 2021

International Labour Organisation, *Checklist 4.5: Documents for the Project Evaluators*, 2021

International Labour Organisation, *Checklist 4.8: Writing the Inception Report*, 2021

International Labour Organisation, *Guidance Note 3.1: Integrating gender equality in monitoring and evaluation*, 2020

International Labour Organisation, *Guidance Note 3.2: Adapting evaluation Methods to the ILO’s normative and tripartite mandate*, 2020

International Labour Organisation, *Template 3.1: ILO Code of Conduct: Agreement for Evaluators*, 2021

International Labour Organisation, *ILO Policy Guidelines for Results-Based Evaluation, 4<sup>th</sup> Edition*, 2020

United Nations Evaluation Group, *UNEG Norms and Standards for Evaluation*, 2016

International Labour Organisation, *ILO Evaluation Policy*, GB.331/PFA/8 [Eval-170818-2], 2017

### ***Strategic and Programme Documents***

International Labour Organisation, *Employment Intensive Investment Program Terms of Reference Job Referral and Placement Expert – Irbid Governorate*, October 2022

*Project Agreement between the Italian Ministry of Foreign Affairs and International Cooperation, Directorate General for the Development Cooperation (the Donor) and the International Labour Organisations*, 29 June 2020

International Labour Organisation, *Development Cooperation Project Document, “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan”*, 29 June 2020

International Labour Organisation, *Green works Creating decent jobs through investments: Promoting forest restoration, irrigation, soil and water conservation, and flood protection Employment-Intensive Investment Programme (EIIP)*, 20 October 2020

International Labour Organisation, *Monitoring and Evaluation Plan, “Towards a more inclusive economy through immediate job generation and enterprise development in Jordan”*, 29 June 2020

International Labour Organisation, *Decent Work Country Programme, The Hashemite Kingdom of Jordan 2018-2022*, 2017

United Nations, *UN Sustainable Development Framework in Jordan 2018-2022*, 2017

Government of Jordan, *A National Green Growth Plan for Jordan*, 2017

### ***Performance Reporting***

International Labour Organisation, *Annual Progress Report February 2022 – February 2023, Towards a more Inclusive Economy through Immediate Job Generation and Enterprise*



*Development for Vulnerable Refugee and Host Communities in Jordan*, Project Code (JOR/19/09/ITA), 14 March 2023

Jordan River Foundation, Women do Business Training Program, Phase

International Labour Organisation, *Progress Report April 2021 – August 2022 Towards a more Inclusive Economy through Immediate Job Generation and Enterprise Development for Vulnerable Refugee and Host Communities in Jordan*, Project Code (JOR/19/09/ITA), 13 September 2022

Jordan River Foundation, *Implementation Agreement Progress Report*, December 2022

International Labour Organisation, *Implementation Agreement between the ILO and the Jordan River Foundation*, 12 December 2022

Mansheyet Bani Hassan Municipality, *Implementation Agreement Progress Report; Green Works Project using Employment Intensive Investment Approaches* (undated 2022)

Dair Albi S'eed Municipality, *Implementation Agreement Progress Report*, December (undated includes 2022 data)

Rabeyat Alkoora Municipality, *Implementation Agreement Progress Report*, December (undated 2022)

International Labour Organisation, *Annual Progress Report August 2020 – August 2021 Towards a more Inclusive Economy through Immediate Job Generation and Enterprise Development for Vulnerable Refugee and Host Communities in Jordan*, Project Code (JOR/19/09/ITA), 04 October 2021

Jordan River Foundation and the International Labour Organisation, *Women Do Business Training Program Phase V, Final Report 2023* (undated).

Jordan Engineers Association and the Engineer's Training Centre, *Green Local Resource-Based Technology Training Final Technical Report*, December 2021

Mansheyet Bani Hassan Municipality, *Implementation Agreement Progress Report; Green Works Project using Employment Intensive Investment Approaches* (undated includes 2022 data)

Dair Albi S'eed Municipality, *Implementation Agreement Progress Report*, December (undated includes 2022 data)

Rabeyat Alkoora Municipality, *Implementation Agreement Progress Report*, December (undated includes 2022 data)

International Labour Organisation, *Contract for Services between the ILO and the Jordan Engineer's Association, for Green Local Resource-based Technical Training*, October 2021.

### **Financial Reporting**

International Labour Organisation, Budget Details Report (undated and includes 2023 data).

International Labour Organisation, *Programme and Budget for the Biennium 2018–19*, 2018

## Annex E: List of Persons Interviewed

### Project Stakeholders

Organisation	Name	Position	Location
International Labour Organisation	Aya Kasasbeh	National Project Coordinator	Amman
	Hiba Al Rifai	M&E Officer I Regional Programming Unit (ILO participant to inception meeting but not interviewed)	Beirut
	Badra Alawa	Women's Entrepreneurship / regional	Beirut
	Maha Kattaa	EIIP Officer / regional	Baghdad
Ministry of Municipal Affairs	Razan Alshraah	Project Manager	Amman
Embassy of Italy in Jordan (AISC)	Michele Rezza Sanchez	Project Coordinator AISC	Amman
Jordan River Foundation	Mohammad Abbadi	Project Manager	Amman
	Maher Qubbaj	Programme Manager	Amman
	Fenan Khasawneh	Project Coordinator	Amman
	Mr Hamdan	Finance	Amman
Jordan Engineers Association	Mr Emam Yaseer	Officer	Amman
	Eng. Abu Jaber	Officer	Amman
Job Search Consultants	Mursi Abu Damis	ILO Job Search Consultant	Irbid
	Mohammad Alzioud	ILO Job Search Consultant	Mafraq

## Municipal Officials

Municipality	Name	Position	Location
	ENG Yousef Alzubi	Development unit Manager	Dair Abi Said/Irbid
	ENG Mahmoud Tabanji	Site Engineer	Dair Abi Said/Irbid
	ENG Rania Alghamari (Trained with JEA)	Coordinator	Dair Abi Said/Irbid
	ENG Maisa Darawish	Project Engineer	Kora /Irbid
	ENG Mohammad Sharadgah (Trained with JEA)	Site Engineer	Kora/Irbid
	ENG Bilal Dweakat (Trained with JEA)	Project Manager	Kora/IRBID
	ENG Tasneem Jaradar (Trained with JEA)	Project Manager	Mafraq / Mansheyet
	ENG Tasneem Assaf (Trained with JEA)	Project Engineer	Mafraq /Mansheyet

Female Entrepreneurs	Name	Location	Type of Business
	Ayat Alshalabi (24) / Syrian	Irbid	Printing Services
	Sanaa Alqardat (32) / Jordanian	Irbid	Printing Services and Event Planning
	Shaymaa Almassaeid (19) / Syrian	Mafraq	Productive Kitchen
	Waed AL-Shediafat (31) /Jordanian	Mafraq	Cultivation in Greenhouses
	Yasmeen AL-Shediafat (30) / Jordanian	Mafraq	Hydroponic

## Annex F: ILO Standards for Developing a Theory of Change

The ILO defines “Theory of Change” (ToC) as “a causal framework of how and why a change process will happen in a particular context.” Among other elements, the ILO *Guidance for Project Design and Theory of Change* expects that a theory of change:

- Emerges from, and reinforces, **the ILO’s normative mandate**, for this project aligned with the *Decent Work Country Programme in Jordan (2108-2022)*.
- Begins with a **context and problem analysis**, leading to a project strategy that describes how the project shall address how the problem(s) identified.
- Explains how the project will bring about the results desired, and describes **the causal linkages/pathway within between project elements** that will produce those results.
- Describes the **underlying assumptions** about the conditions needed for the project to be successful.
- Identifies the **risk** that might compromise results, and proposes a strategy for their mitigation.<sup>25</sup>

## Annex G: Theory of Change Elements in the Project

Theory of Change Elements in Project Design <sup>26</sup>	
<b>Conceptual Framework</b>	The project emerges from the ILO’s normative mandate, as expressed within the ILO’s global <i>Decent Work Agenda</i> and <i>Decent Work Country Programme in Jordan 2018-2022</i> .
<b>Context Analysis</b>	The <i>Contextual Analysis</i> describes the interaction between pre-existing structural weakness in the Jordan labour market, and the arrival of Syrian refugees and migrant workers. The interaction has favoured growth in sectors characterised by low-skill and low wage jobs and poor working conditions (manufacturing, agriculture and the informal sector).
<b>Problem Analysis</b>	The ILO assesses that poor outcomes in Jordan’s labour market have increased Decent Work gaps. Women and persons with disability are particularly affected, as are Syrian refugees.
<b>Strategy of Intervention</b>	Strengthening the technical and functional capacity of institutions and individuals is key to [...] ensuring a positive impact on decent work conditions. The project will focus on the individual levels of capacity building through enhanced skills and ability while as well creating an enabling environment through more inclusive societal systems.
<b>Strategic Fit</b>	The project is expected to align with the ILO’s <i>Jordan Decent Work Country Programme (2018–2022)</i> , the national commitments of government, worker’s and employer’s organisations, and with: the United Nations’ <i>Sustainable Development Framework for Jordan 2018-2022</i> and <i>Regional Refugee and Resilience Plan (3RP) 2019-2022</i> .
<b>Assumptions on conditions needed for the project’s success</b>	Some assumptions provided. However, these tend to be structured as indicators. There are no explicit assumptions about the conditions needed for success, including as linked to the risk model.

<sup>25</sup> Paraphrased from ILO, Guidance Note 1.1: Project Design and Theory of Change, version June 2020

<sup>26</sup> The contents of Table 2 are paraphrased from the *Project Document* (2019: pp. 3-6)

Assessment of risk and mitigation	The risk model focuses exclusively on social and cultural factors that may hinder project achievement at the Output level, and issues related to the inclusion of women and persons with disability. Risk 4 assesses one possible risk in the regulatory environment.
Logical framework	The Project Document and Monitoring and Evaluation Plan both provide a basic logical framework designed with Outcomes, Outputs and Activities and supporting indicators.
Monitoring and Evaluation Plan	Designed to monitor activities and results at the Output level. The plan does not monitor at the Outcome level, assess causal relationships or the factors effecting performance.
Causal linkages/ pathway	No explicit articulation of how the causal pathway will work between project elements, particularly between the delivery of the four project Outputs and two Outcomes.
Cross-cutting issues	Gender equality addressed in both Outcome 1 and Outcome 2 design women's employment and entrepreneurship. One activity appears focused on Persons with Disability (1.2.1).

## Annex H: Delivery Assessment Framework

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

### Highly satisfactory

Implementation of almost all (>80%) outputs is on schedule as envisaged in the implementation plan and almost all (>80%) indicator milestones have been met.

### Satisfactory

Implementation of the majority (60-80%) of outputs is on schedule as envisaged in the implementation plan and the majority (60-80%) of indicator milestones have been met.

### Unsatisfactory

Some (40-60%) outputs are being implemented on schedule as envisaged in the implementation plan and/or only some (40-60%) indicator milestones have been met.

### Very unsatisfactory

Few (less than 40%) outputs implemented as envisaged in the implementation plan and/or only a few indicator milestones are met.

### Not relevant to project

Issue is outside the project objectives and/or scope, and cannot be addressed by the project.

### Observations on the use of the ranking model

The evaluation team had an obligation to provide clear statements on achievement. The challenge to doing this derives from gaps in the monitoring plan and results framework. With the available ILO documentation, the team settled on the ranking model and percentage-based metrics used in the Monitoring and Evaluation Plan and the Annual Reporting. This model was chosen for consistency and familiarity, and in the absence of an alternative. For effectiveness, the model was directly applicable. For the other criteria, the team looked at objectives and/or metrics in the project documents, performance reporting and provided by ILO specialists that would support measurement using the ranking model. Where these did not exist, the team used the available

(weight of) evidence on results, and the factors influencing results, to make a determination within the ranking model.

## Annex I: Evaluation Question Matrix

Evaluation Criteria and Question	Measure(s) or indicator	Data collection method	Stakeholders /Informants	Observation
Relevance	The extent to which the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.			
Relevance Question 1_Is the project coherent with the Governments objectives, National Development Frameworks, County Development Frameworks, beneficiaries' needs, and does it support the outcomes outlined in ILO's CPOs as well as the P&B, UNSDCF and SDGs?	Alignment of project objectives needs, policies, and priorities of with those of tripartite partners and UN entities.	Document Review to determine extend of coherence between the project and the policy/ programme documents cited. Use of Document Review Template.	Documents cited in the ToR. Possible validation during interviews (ILO/ Government/ Donor).	The scope of relevance includes seven strategy points. To be focused according to the Project Document.
RQ2_ How does the project complement and fit with other on-going ILO activities in Jordan?	Alignment of project objectives/ potential synergy with other those of tripartite partners, UN entities and	Document Review to determine extend of coherence between the project and other ILO interventions, within the Decent Work Country Plan. Use of Document Review Template.	ILO Documents cited in the ToR. Possible validation during interviews with ILO sources..	RQ2 addresses the evaluation criteria of Internal Coherence and not Relevance. Internal compatibility of the project with other ILO activities in Jordan.
RQ3_What links have been established so far with other activities of the UN or other cooperating partners operating in the country in	Type of linkages established with other UN entities	Review of ILO programme document review.	ILO documents and personnel.	RQ3 addresses the evaluation criteria of External Coherence. External compatibility of

<p><b>the areas of access to employment (i.e. youth employment), job creation, market development and community participation for increased access to public and social services?</b></p>	<p>Type of sector/activity where linkage established</p>	<p><b>Interview</b> with ILO personnel</p>	<p>Insufficient resources to pursue external sources.</p>	<p>the project with other UN or Government activities in Jordan.</p>
<p><b>RQ4_ Has the project been able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, etc.)?</b></p>	<p>Type of linkages established with other ILO activities  Type of sector/activity where linkage established</p>	<p><b>Review</b> of ILO programme document review.  <b>Interview</b> with ILO personnel</p>	<p>ILO personnel</p>	<p>RQ4 refers to integration of the cross-cutting themes of the ILO, tripartism and ILS. Please keep. It refers to whether the project has been able to use ILO's comparative advantage to leverage ILO's presence in the country.</p>
<p><b>Validity of project design</b></p>	<p><b>The extent to which project design, logic, strategy and elements are/remain valid in relation to problems and needs (Definition provided by the ILO)</b></p>			
<p><b>VQ1_ Is the project realistic (in terms of PPDP strategy, expected outputs, outcome and impact) given the time and resources available, including performance and its M&amp;E system, knowledge sharing and communication strategy, and resource mobilization?</b></p>	<p>Coherence and quality of objectives and design, relative to the resources available.</p>	<p><b>Review</b> of ILO programme document review.  <b>Interview</b> with ILO personnel</p>	<p>Project design documents  Personnel responsible for design</p>	<p>Assessment of overall objectives and design relative. Can the project do what it claims to do?  <b>Requires ILO provide the additional documents and access to ILO personnel</b></p>
<p><b>VQ2_ To what extent has the project integrated the cross-cutting themes in the design?</b></p>	<p>Integration of gender equality and inclusion of persons with disability into design.</p>	<p><b>Review</b> of ILO programme document.  <b>Assessment</b> of performance data</p>	<p>Project personnel, Implementing Partners, Municipal Officials, MOLA</p>	<p>Question include whether the issues are integrated into design,</p>



	Performance against LF targets.	<b>Validation through interviews</b> implementing partners, municipal officers and beneficiaries. .		the targets are met and the quality of results.
<b>VQ3_ Is the project’s Theory of Change (ToC) comprehensive, integrating external factors, and is it based on a systemic analysis?</b>	Whether the project, logical framework and monitoring system were designed according to ILO guidance.	<b>Review</b> of Project Documents and ILO guidance. <b>Interview</b> with monitoring officer	ILO project and monitoring and evaluation personnel.	A line of inquiry might be learnings on the design of a ToC model for smaller technically-oriented projects that have a short duration, focused more on the learning elements.
<b>VQ4_ How has ownership and sustainability been addressed in the design?</b>	Whether the project document and implementation plan include a strategy to ensure that benefits continue after the project.	<b>Review</b> of Project Documents and ILO guidance. <b>Interviews</b> with ILO personnel and Jordan Officials. <b>Data</b> showing a causal linkage between outputs and outcomes, and outcome achievement.	ILO personnel and Government of Jordan officials (MOLA and Municipal)  Employment Centres	The presence of Assumptions 2,3,4 and 5 will be important to sustainability.  The Monitoring and Evaluation plan does not define or assess sustainability.
<b>Effectiveness</b>	<b>The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.</b>			
<b>EQ1_ What progress has been made towards achieving the overall project objectives/outcomes?</b>	Logical Framework targets and indicators, Inclusive of indicators for gender and inclusion,	<b>Project documents</b> and underlying performance and financial data  <b>Data</b> from all qualitative and quantitative sources	Analysis of mixed qualitative and quantitative data from all stakeholder groups and	None

	and other crosscutting issues.	generated during evaluation.  <b>Additional data</b> from quantitative sources as discovered.  Evaluator's <b>observation</b> during field study.	sources, for findings on results achievement.	
<b>EQ2_Which have been the main contributing and challenging factors towards project's success in attaining its targets?</b>	Logical Framework targets, underlying assumptions and risk model supporting the programme model.  Inclusive of factors related to gender and inclusion, and other crosscutting issues.	<b>Project documents</b> and underlying performance and financial data  <b>Data</b> from all qualitative and quantitative sources generated during evaluation.  <b>Additional data</b> from quantitative sources as discovered.  Evaluator's <b>observation</b> during field study.	Analysis of mixed qualitative and quantitative data from all stakeholder groups and sources, for findings on the factors influencing achievement and causal pathways in the project.	None
<b>EQ3_Is the monitoring and evaluation system results-based, facilitating an adaptive management and learning?</b>	Knowledge management systems and linkages/ information flow/feedback between M&E and management. Use of monitoring data in decision-making and project design.  Inclusive of factors related to gender and	<b>Documentation</b> on knowledge management  <b>Interviews</b> with ILO monitoring officer.	ILO project management, knowledge management and monitoring personnel.	Key elements will be the quality of monitoring and reporting, the existence of a feedback/ knowledge management system and evidence of whether/how data is used by management and for learning.

	inclusion, and other crosscutting issues.			
<b>EQ4_ What is the assessment regarding how the project management has managed the contextual and institutional risks and assumptions (external factors to the project)?</b>	<p>Measures taken to adapt to changing external conditions in the project environment.</p> <p>Risk and mitigating measures in the risk model.</p>	<p><b>Documentation</b> on the risk model and mitigation strategy</p> <p><b>Interviews</b> with Project Manager, Implementing Partners and Jordan officials.</p> <p><b>Data</b> from all qualitative and quantitative sources generated during evaluation.</p>	<p>ILO project personnel</p> <p>Implementing Partners</p> <p>Government and municipal officials</p>	None
<b>EQ5_ To what extent is the Covid-19 pandemic influencing project results and effectiveness and how has the project addressed this influence? Has it been ready to adapt to changes for at least some time from now-on?</b>	<p>Evidence of the effect of COVID-19 restrictions on the project.</p> <p>Evidence that the project adapted to the restrictions.</p>	<p><b>Documentation</b> on the risk model and mitigation strategy</p> <p><b>Interview</b> with Project Manager, Implementing Partners and Jordan officials.</p> <p><b>Data</b> from all qualitative and quantitative sources generated during evaluation</p>	<p>ILO project personnel</p> <p>Implementing Partners</p> <p>Government and municipal officials</p>	The key element will be adaption and response.
<b>Efficiency</b>	<b>The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.</b>			
<b>QE1_ Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the</b>	Logical Framework targets, underlying	<b>Review</b> of financial plan and reporting (ILO only)	ILO personnel	Account taken for COVID-19 restrictions and project adjustments.

<b>project outputs and specially outcomes? If not, why and which measures taken to work towards achievement of project outcomes and impact?</b>	assumptions supporting the programme model.	<b>Interview</b> with ILO project financial officer.		Review only of ILO financial records, which should capture Implementing Partner reporting
<b>QE2_ Are the project's activities/operations in line with the schedule of activities as defined by the project team, work plans and budgets?</b>	Underlying workplan, project budget and financial targets.	<b>Review</b> of financial plan and reporting (ILO only) <b>Interview</b> with ILO project financial officer.	ILO personnel	
<b>QE3_ To what extent did the project leverage resource to promote gender equality and non-discrimination; and inclusion of people with disability/differently abled?</b>	Question requires clarification.			
<b>Impact</b>	<b>The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.</b>			
<b>IQ1_ To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries and on policies and practices at national and county levels?</b>	Logical Framework targets, underlying assumptions supporting the programme model.	<b>Data</b> from all qualitative and quantitative sources generated during evaluation, focusing on beneficiary perceptions.  Evaluator's <b>observation</b> during field study.	Beneficiaries, Jordan Officials, Implementing Partners, ILO Project and Monitoring Officers	None
<b>Sustainability</b>	<b>The extent to which the net benefits of the intervention continue or are likely to continue.</b>			
<b>SQ1_ To what extent are the results of the intervention likely to have a long term, sustainable positive contribution</b>	Logical Framework targets, underlying	<b>Analytical conclusions</b> from all sources, as applied to the ILO's SDG	<b>Data analysis</b>	None

<b>to the relevant SDGs and targets (explicitly or implicitly)?</b>	assumptions supporting the programme model.  Inclusive of the ILO's SDG contribution targets and indicators for the project.	contribution targets for the project.	<b>Possible interviews</b> with ILO personnel and Jordan officials.	
<b>SQ2_ What assessment is made regarding the sustainability of the project outcomes and what steps were made to enhance the likelihood of outcome sustainability? Which were the gaps? How has the sustainability approach of the project been affected, or could be affected, by the Covid-19 situation in the context of the national responses?</b>	Logical Framework targets, underlying assumptions supporting the programme model.	<b>Analytical conclusions</b> from all sources.	<b>Consolidated evaluation data</b> and analysis.  <b>Possible interviews</b> with ILO personnel and Jordan officials.	Focus on project design and the commitment of national stakeholders.
<b>SQ3_ Has the project developed and implemented any exit strategy?</b>	Exit strategy as described in the Project Document or other relevant source.  Logical framework targets/indicators for implementation.  Risk model	<b>Analytical conclusions</b> from all sources.	<b>Documentation.</b>  Project Management and evaluation data.	None
<b>Cross-cutting issues</b>	<b>Identified as important and that affect and cut across most or all aspects of development.</b>			
<b>To what extent has the project identified and integrated into its actions the operational and strategic needs and priorities of women, men and vulnerable groups in a way that</b>	Logical framework targets/indicators for implementation.	Data gathering disaggregated to reflect the targets set in the logical framework.	Beneficiaries, Jordan Officials, Implementing Partners, ILO Project and Monitoring Officers	Cross -cutting issues are integral to project design, and will be considered in each

<b>allows permanent improvements to be introduced?</b>	Targets set with Implementing Partners	Interviews with relevant stakeholder groups. Analytical conclusions from all sources		section of the evaluation.
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## Appendix 1: Data Tables for Worker Days

### Summary of ILO Output 1.2 Data (Persons Days Created)

Total Person Days of Work Generate (by municipality and nationality)							
Municipality	Total Worker Days	Jordanian Worker Days	Syrian Worker Days				
Mansheyet Bani Hassan Municipality	5,500	3,847	1,653				
Dair Abi S'eed Municipality	5,190	3,633	1,557				
Rabeyat Alkoora Municipality	4,710	3,297	1,413				
Totals	15,400 (100%)	10,776 (70%)	4,623 (30%)				
Total Person Days of Work Generate (by municipality and nationality)							
Municipality	Total Person Days	Men Person Days	Women Total Person	PWD Worker Days (men and women)			
Mansheyet Bani Hassan Municipality	5,500	3,625	1,600	275			
Dair Abi S'eed Municipality	5,190	3,374	1,557	260			
Rabeyat Alkoora Municipality	4,710	3,061	1,413	236			
Totals	15,400 (100%)	10600 (70%)	4,571 (30%)	771 (5%) <sup>27</sup>			
Total Person Days of Work Generate (by municipality and nationality)							
Municipality	Total Person Days	Jordan Men Person Days	Jordan Women Total Person	Jordan PWD Person Days	Syrian Men Person Days	Syrian Women Total Person	Syrian PWD Person Days
Mansheyet Bani Hassan Municipality	5,500	2,385.5	1,270	192	1024,5	545	83
Dair Abi S'eed Municipality	5,190	2,252	1,199	182	965	514	78
Rabeyat Alkoora Municipality	4,710	2,044	1,088	165	876	466	71

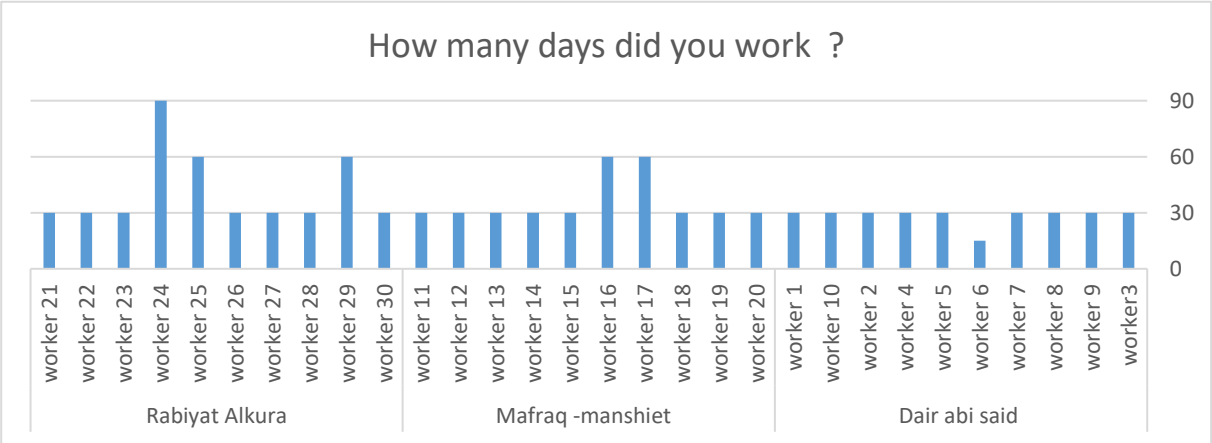
<sup>27</sup> There are some minor numerical errors in the data. As a result, percentages are rounded up or down.

# Appendix 2: Summary Results of Interviews with Workers

## Introduction

Structured interviews were conducted by telephone with a sample of thirty workers engaged under Output 1.2. The sample comprised workers randomly selected from the participation list provided by the ILO, to comprise 10 workers each from the three municipalities. Sample composition took into account the project’s inclusion criteria. Accordingly, 20 workers were men, 10 were women and 3 were Persons with Disability. Note is made that the sample is not large enough to be statistically representative. Rather, it provides a snapshot of worker experience from across the project which can be contrasted with the reporting.

### Question 1: How many days did you work?



*Observations:* Within the sample, the project met its target to provide 30 days of employment under Decent Work conditions. Eighty (80) percent of the workers reported being employed for 30 days. One worker in Dair abi saeed reported 15 days, with the shortfall resulting from a family situation. The reasons for reporting 60 and 90 days were unclear. The numbers are possibly an error, or persons who served in supervising roles.

Question 2: What was your job?	
Municipality	Worker Response
Dair Abi S’eed Municipality	Builder (10)
Mansheyyat Bani Hasan Municipality	Builder (5), Seeding (5)
Rabeyat Al Koora Municipality	Combination of cleaning, building and maintenance (10)

*Observations:* **Workers generally able to identify and discuss their responsibilities**, confirming their participation and understanding of the tasks. As additional observations:

*Rabeyat Al Koora Municipality:* Comments were received from three (3) females who worked in collecting and rebuilding rocks, to build a road. They were concerned that the work was not suitable for women, given the physical demand and hard conditions working during outside, during summer months in the sun. Regardless, the women felt obligated to finish the project as they needed the income.



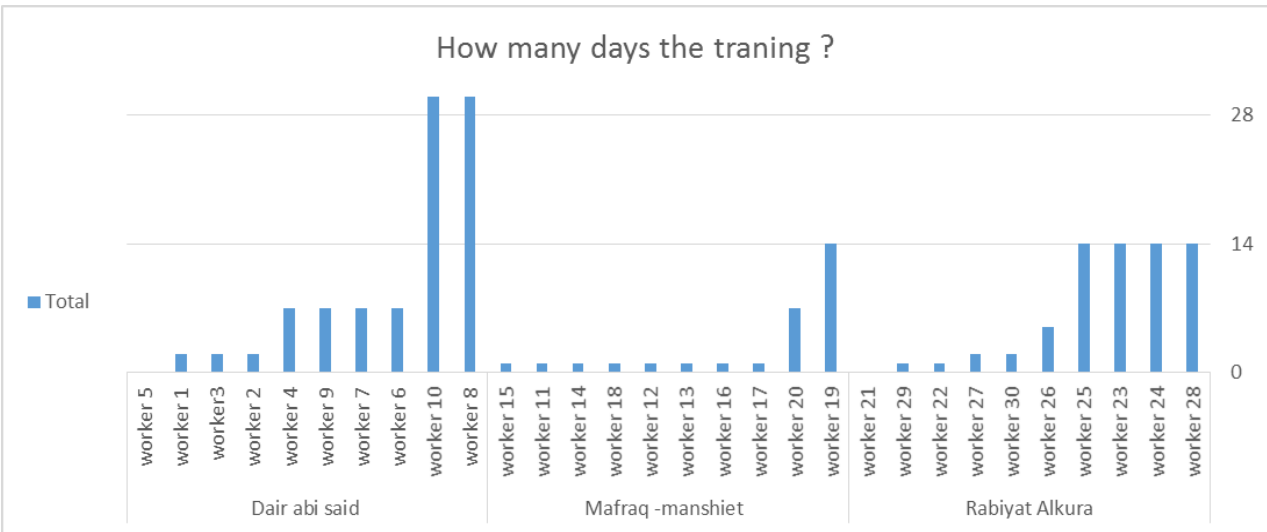
*Mansheyyat Bani Hasan Municipality:* Workers generally expressed satisfaction with their tasks, with some exceptions. One woman commented that she got sick from cleaning closed toilet in the worksite (a park). Also a man claimed he was injured during the work.

*Dair Abi S'eed Municipality:* No comments from beneficiaries about the work nature, albeit several concerns were expressed, by men and women, about the difficulty working under outside and under the sun during the summer period.

Question 3: Did you receive trained for your job?	
Municipality	Worker Response
Dair Abi S'eed Municipality	Yes, I was trained for my job (9) No, I was not trained for my job (1)
Mansheyyat Bani Hasan Municipality	Yes, I was trained for my job (2) No, I was not trained for my job (8)
Rabeyat Al Koora Municipality	Yes, I was trained for my job (9) No, I was not trained for my job (1)

*Observations:* Workers in Dair Abi S'eed and Rabeyat Al Koora generally were able to confirm they were trained, and to distinguish between the project training component and the performance of their main duties. As the exception, workers in Mansheyyat Bani Hasan Municipality generally were not able to identify their training and/or distinguish the training from their other responsibilities. This suggests that the training was either not done, or not explained in a manner that would distinguish the training from work.

Question 4: How many days were you trained for your job?	
Municipality	Worker Response
Dair Abi S'eed Municipality	Don't know (1); 30 days (2); 7 days (4); 2 days (30)
Mansheyyat Bani Hasan Municipality	Don't know (0); 14 days (1); 7 days (1); 1 day (8)
Rabeyat Al Koora Municipality	Don't know (1); 14 days (4); 7 days (1); 1-5 days (4)



*Observations:* On further discussion, workers in Dair Abi S'eed Municipality and Rabeyat Al Koora had a perception of how many days could be classified as training. Workers in Mansheyyat Bani Hasan were less clear in their answers, and tendered to ascribe fewer training days. However, the number of trained days perceived varied significantly, between both the project locations and workers at individual project sites.

<b>Question 5: Did you learn a new skill in the training ?</b>	
<b>Municipality</b>	<b>Worker Response</b>
Dair Abi S'eed Municipality	Yes (9) No (1)
Mansheyyat Bani Hasan Municipality	Yes (3) No (7)
Rabeyat Al Koora Municipality	Yes (9) No (1)

*Observations:* Workers in Dair Abi S'eed Municipality and Rabeyat Al Koora generally perceived that the quality of job training was good, and that they learned a new skill. Workers in Mansheyyat Bani Hasan were less clear in their answers, and generally perceived they did not learn a new skill (70%).

<b>Question 6: Were you paid on time for your work?</b>	
<b>Municipality</b>	<b>Worker Response</b>
Dair Abi S'eed Municipality	Yes (10) No (0)
Mansheyyat Bani Hasan Municipality	Yes (7) No (3)
Rabeyat Al Koora Municipality	Yes (10) No (0)

*Observations:* Generally, most workers (27 of 30) perceived they were paid on time for their work. The exception was in Mansheyyat Bani Hasan Municipality, where 30% of the workers perceived they were not paid on time.

<b>Question 7: Were you satisfied with your level of income from the work?</b>	
<b>Municipality</b>	<b>Worker Response</b>
Dair Abi S'eed Municipality	Yes (10) No (0)
Mansheyyat Bani Hasan Municipality	Yes (9) No (1)
Rabeyat Al Koora Municipality	Yes (10) No (0)

*Observations:* Twenty-nine of the 30 workers interviewed were satisfied with their level of income from the project.

<b>Question 8: Did you believe experience and new skills will help you find a job?</b>	
<b>Municipality</b>	<b>Worker Response</b>
Dair Abi S'eed Municipality	Yes (7) No (3)
Mansheyyat Bani Hasan Municipality	Yes (2) No (8)

Rabeyat Al Koora Municipality	Yes (2) No (8)
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*Observations:* Overall, 63% of the workers did not believe their experience with the project would help them find a new job, while 37% responded positively. Respondents from Dair Abi S'eed were the most positive, with 70% believing their project experience would help with finding a job.

#### Question 9 : Did you receive any assistance from the ILO Job Search Councillor to help you find a job?

Municipality	Worker Response
Dair Abi S'eed Municipality	Yes (2) No (8): One worker received a job referral, but was not able to accept (travel distance and transport costs too high).
Mansheyyat Bani Hasan Municipality	Yes (1) No (9): Worker did not report receiving a job referral.
Rabeyat Al Koora Municipality	Yes (3) No (7)

*Observations:* The “no” responses comprise persons who were not contacted by Job Search Councillor, or did not receive counselling and referral services if they were contacted. 23 (76%) of the workers interviewed reported they were not contacted by an ILO Job Search Councillor. Of the seven workers that were contacted, only one received at referral, which the worker was not able to accept given the distance. No worker in the interview cohort, therefore, received longer-term employment that could be attributed to engagement with the Job Search Councillor.

#### Question 10: Have you found new work since leaving the project?

Municipality	Worker Response
Dair Abi S'eed Municipality	Yes (3) No (7)
Mansheyyat Bani Hasan Municipality	Yes (4) No (6)
Rabeyat Al Koora Municipality	Yes (1) No (9)

*Observations:* 27% (8) of workers appeared to active in the job market. Of these 5 of job seekers were men and (3) were women and none had a disability. Only eight workers reported they found some form of work after leaving the project. Respondents from Mansheyyat reported the highest success rate with 40%, while only 10% of respondents from Rabeyat Al Koora reported they found work. All eight described work that was: i) Not directly attributable to their experience with the project; and ii) Low skill, short terms and/or part time. Some workers described being unable to accept work offers, usually because the job site was too far away and they could not afford the transport.

#### Question 12: Do you have other comments?

The following comments were received from the workers:

- Almost all workers asked to have more than 30 day. They prefer the project to continue with the financial benefits.
- Several workers commented that they appreciated the income and opportunity, as it was higher than a labourer normally makes.
- Several workers commented that they appreciated the income, but the work was too short term and training insufficient to help get new employment.

- Several workers stated the job involved long hours under sun, which was difficult in the summer.
- One woman reported her work involved cleaning the toilet, which she considered was inappropriate work for a woman, and that she got sick for weeks after.
- Several women commented that work involving building or forms of construction/road work were not appropriate for women, especially in the summer.
- A worker reported being stung by a scorpion, and did not receive medical treatment.
- A worker observed that it was the wrong time of year to be planting trees, which were likely to die off in the summer heat.