



ILO EVALUATION

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



Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry

Evaluation report

15 May 2019

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LIST OF ACRONYMS

DWCP	Decent Work Country Programme
DAC	Development Assistance Committee
EIIP	Employment Intensive Investment Programme
FAO	Food and Agriculture Organisation
ILO	International Labour Organisation
JOD	Jordanian dinar (equivalent to 1.4 USD)
OECD	Organisation for Economic Co-operation and Development
ROAS	Regional Office for Arab States
SDG	Sustainable Development Goals
USD	United States Dollar

EXECUTIVE SUMMARY

PROJECT BACKGROUND

As part of its broader strategy in Jordan, the ILO in collaboration with the Ministry of Agriculture launched an initiative in November 2016 focusing on supporting Syrian refugees and Jordanians access “green work” in the agriculture sector using employment-intensive methods in Ajloun, Jerash, Al Balqa, Karak and Tafila. This initiative exceeded its initial targets and succeeded in creating work for over one thousand Syrian and Jordanian men and women, developing infrastructure to support agriculture, increasing vegetation cover, improving environmental protection and building the capacity of the Ministry of Agriculture and local contractors.

In late 2017, the ILO, again collaborating with the Ministry of Agriculture and with funding from the Norwegian Ministry of Foreign Affairs, set out to boost the results of this initiative by launching its second phase (JOR/17/09/NOR). Phase two built on the successes of phase one and has extended the reach of the project by adding the three governorates of Madaba, Zarqa and Ma’an to the original five governorates it targeted. The developmental goal of the project is to Promote better living conditions for Syrian refugees and Jordanians through increased decent work in the agricultural sector and an improved environment.

EVALUATION BACKGROUND AND METHOD

This is the final evaluation and assesses the project against its objectives, captures lessons learnt, comments on the project’s impact to date, and provides recommendations that could inform future programming. The evaluation assesses the project against the DAC Criteria of relevance, effectiveness, efficiency, impact and sustainability. The primary users of this evaluation include ILO ROAS, ILO constituents in Jordan, government entities, and the donors; however, useful findings may be shared with other stakeholders where appropriate.

To meet the purpose of the evaluation, the evaluation uses predominantly qualitative methods and is guided by an analytical framework. The evaluation includes a review of project documentation and information from other relevant sources. An in-country visit took place between the 7th and 21st of January, during which stakeholders were interviewed, sites at all eight of the governorates were visited and focus group discussions with workers took place. Findings from the fieldwork were validated during a debrief presentation with the directorates and ILO country staff.

MAIN FINDINGS

Relevance and strategic fit

Phase 2 of the Job creation for Syrian refugees and Jordanian host communities through green working in agriculture and forestry is largely a continuation and expansion of phase 1. The development goal of the project is in line with the donor and the ILO’s goals more broadly. Beyond the explicit objectives, working on this project provides the benefit of the ILO becoming more recognised and trusted by stakeholders in this sector, which will allow it to be more effective in driving greater change at higher levels in the future.

Validity of design

However, other than this implicit potential, the project does not clearly illustrate how it will sustainably achieve its development goal of improved living conditions for the targeted population. The relevance of the project would have benefited from a more rigorous design process that included more preparatory work on understanding the sector and its constraints, mapping out a theory of change and critically interrogating its

assumptions, greater integration of the project's components, and more consideration for the sustainability of results.

Effectiveness and efficiency

The project was largely effective in reaching its targets and immediate objectives of creating short-term employment. However, the targets of workdays and workers do not take into consideration the qualitative aspects of the work created, nor do the output figures consider the sustainability of the results. When unpacking the worker targets, we find that due to the delay and the implementation period being reduced to three months, the project's effectiveness was impacted on in terms of the depth of experience each worker received, and the delays in payment has led to potential negative effects, such as increased financial stress on workers and farmers. While it is important for bureaucratic processes to be followed to ensure that money is appropriately spent, the delay in payments directly detracts from the project's achievements and contradicts the objective of creating decent (and paid for) work. The fact that the project is facilitated by the ILO, places a local reputational risk on the organisation. It is of the utmost importance that measures be taken to rectify the payment issue and that compromises on reporting that streamline the process and put the workers first are found to ensure this is avoided in the future.

The project has proven effective in achieving its tree planting targets in spite of significant challenges, including time delays, transportation costs, and worker management difficulties. However, merely reaching the planting targets is not sufficient to achieve the project's objectives of improving the environment. The planting of trees has the potential of achieving impact in the future; however, the survival rate of the trees is a concern, as are the local communities' perceptions of the forests. The project does not include sufficient consideration for what happens to the trees after the project ends, nor does it fundamentally change the system surrounding forestry. Thus, the tree planting provides a potential once-off increase in the forested area of Jordan, but does not ensure its sustainability.

The initial production targets are seedlings have been met but this does not imply that the distribution targets to farmers will be achieved due to the claimed potential reduction in survival rates across the nurseries. The net increase in distribution over the year would need to be assessed to determine whether this project has met its objective of distributing these produced trees. In spite of the potential threats to the survival of the plants, the large increase in production will likely result in more trees being distributed to farmers. However, this is only a once-off increase and will likely not result in a sustained change in the production of seedlings, as the nurseries remain resource constrained.

The targets for water cistern construction are virtually met, and out of all the components of the project the outputs are most likely to remain and be used in the future. While the project should not necessarily cover the entire cost of the construction, the structure of the payments does limit the effectiveness of the project in reaching more needy farmers. This component, although most likely to result in lasting change, is also the component that has the least control in terms of creating short-term employment for the targeted groups, in particular women. The provision of more of this infrastructure will likely not increase as a result of the project, as the directorates remain resource constrained and a sustainable model for providing needy farmers with cisterns is yet to be developed.

Effectiveness of management arrangements

The ability of the project to continue in spite of the delays and still achieve significant amounts of work in a short period of time is testament to the management and implementation ability of the project team; however, the disparate design of the project and its limited consideration for impact and sustainability constrains this achievement. With more consideration and effort placed in the design phase, the project could have achieved further reaching impact and more sustainable change

Impact

Once the workers are paid, the project will have delivered relief to the workers by providing them with an income through decent work. This will allow the workers to temporarily meet their needs, but unless the workers are able to find other work as a result of this project, this will be short lived. Although workers' expectations and hopes have been raised, the workers' 25-day experiences on the project are unlikely to dramatically improve their employability in the future. In spite of this, creating short-term employment for the targeted group had other benefits, such as improved confidence and self-worth. The project has resulted in noteworthy shifts in the workers perceptions, motivations, social lives and feelings of value. Furthermore, the project has contributed to a change in mindsets among women and men about the work women are able to do. It has also provided women with an entry point into the world of work. The project has allowed for women to develop important social links with other women, which provides them with a support network. The evaluation also confirmed a previous study on social integration between Syrians and Jordanians; workers reported that by having Syrians and Jordanians working together it has encouraged dialogue and integration.

Sustainability

When examining the output targets, we find that their sustainability is threatened due to constraints in government resources and a limited consideration in the project's design for what happens after the project is completed. Thus, while the project has been effective at reaching its headline targets, the longevity of these outputs and their impact needs to be prioritised over the project's cost-effectiveness in reaching them.

One of the potential avenues for sustainability in short-term employment generation is through the government adopting the employment intensive approaches. Although benefits of the approach are recognised by the Government, it is unlikely that this specific project will result in fundamental changes at this level due to perceptions of budget restrictions and efficiency held by the implementing partner.

CONCLUSIONS

1. The objectives of the project are relevant to all parties; however, although the design is logically linked to short-term gains, it does not consider the sustainable achievement of these objectives.
2. The project was successful at achieving its explicit targets in a short period of time; however, without more focus on a sustainability strategy, these achievements will be short lived.
3. Delays in implementation outside of the control of the project limited the depth of impact on workers.
4. The ability of the project to continue in spite of the delays and still achieve significant amounts of work in a short period of time is testament to the management and implementation ability of the project team.
5. The delays in payment of workers has had potentially negative impacts and compromises in bureaucratic processes should be made in future to avoid such delays.

RECOMMENDATIONS

1. Place more emphasis on the design process

- 1.1 More emphasis should be placed on the preparatory elements of a design phase, such as diagnostics and baseline studies.
- 1.2 Construct a project specific theory of change and unpack the assumptions underlying the project's success.
- 1.3 Include a focus on sustainability in the design of the project.
- 1.4 Include a participatory process into the design phase of the project.

2. Find compromises in bureaucratic processes that place the needs of the beneficiary first.

- 2.1 To avoid a long delay in payment to beneficiaries in dire need, compromises should be made, or processes should be prioritised.

3. Explore other payment structures.

3.1 Research other payment or delivery structures when targeting poor farmers, as they are unable to cover and carry the entire cost of an improvement, such as a water cistern, till completion.

3.2 Payment of technical committee members and others involved in the project process needs to be clarified to manage expectations. This should be linked to performance and participation in the project.

4. Enhance contribution to gender equality

4.1 The project contributed to changes in perceptions of women in the workplace both of the women themselves and the men they worked with. There is still unrealised potential and we recommend that projects include more ambitious targets for the inclusion of women.

5. Mainstream selection criteria and scoring for the recruitment of workers

5.1 The recruitment processes though imposed and managed by the ILO for this project, could be incorporated into the implementing partner's practices.

LESSONS LEARNT

1. Working with ministries as the implementing partners in Jordan requires a significant amount of time in project implementation to be dedicated to approval processes
2. Applying objective criteria to the selection of workers improves project effectiveness at reaching the targeted populations
3. Setting a gender target will likely lead to the achievement of the target and thus should be set higher.

EMERGING GOOD PRACTICES

1. Use criteria for selecting workers on employment-intensive investment projects
2. Set ambitious gender equity targets

INTRODUCTION

Genesis Analytics (Genesis) has been contracted by the International Labour Organisation (ILO) to conduct the **Final Evaluation of “Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry (II)”** (the project). This draft evaluation report is the second deliverable of the assignment.

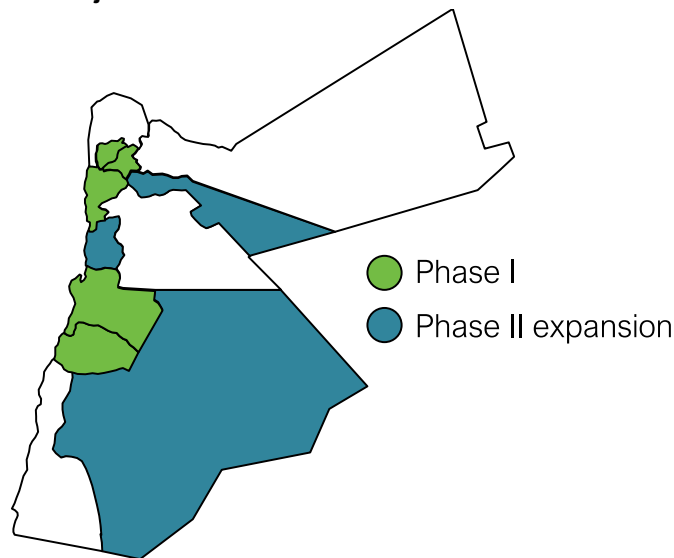
BACKGROUND AND PROJECT DESCRIPTION

Recognising the impact of the influx of Syrian refugees on the Jordanian labour market, as well as Jordan’s pre-existing labour context, the ILO is working with partners and the Jordanian government at various levels to ensure better rights at work, support decent employment opportunities, and promote better living conditions.^{1 2}

As part of its broader strategy in Jordan, the ILO in collaboration with the Ministry of Agriculture launched an initiative in November 2016 focusing on supporting Syrian refugees and Jordanians access “green work” in the agriculture sector using employment-intensive methods in Ajloun, Jerash, Al Balqa, Karak and Tafila. This initiative exceeded its initial targets and succeeded in creating work for over one thousand Syrian and Jordanian men and women, developing infrastructure to support agriculture, increasing vegetation cover, improving environmental protection and building the capacity of the Ministry of Agriculture and local contractors.³

In late 2017, the ILO, again collaborating with the Ministry of Agriculture and with funding from the Norwegian Ministry of Foreign Affairs, set out to boost the results of this initiative by launching its second phase. Phase two built on the successes of phase one and has extended the reach of the project by adding the three governorates of Madaba, Zarqa and Ma’an to the original five governorates it targeted.⁴

Figure 1: Geographic reach of Project



¹ Ibid

² ILO, 2018, Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry (Phase II) <https://www.ilo.org/beirut/projects/WCMS_645879/lang--en/index.htm>

³ ILO, 2018, Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry (Phase I) <https://www.ilo.org/beirut/projects/WCMS_645877/lang--en/index.htm>

⁴ Ibid

Through its activities in soil terracing, cistern construction, installation of irrigation systems, forestry works, building greenhouses, producing seedlings and building the capacity of the Ministry of Agriculture, the project aims to create additional short-term employment in the agriculture, forestry and nurseries sector.⁵ It is envisioned that this will result in better living conditions for Syrian refugees and Jordanians through increased decent work and an improved environment.⁶

PURPOSE OF EVALUATION

This is intended to be a final evaluation and assesses the project against its objectives, captures lessons learnt and good practices, comments on the project's impact to date, and provides recommendations that could inform future programming. The evaluation assesses the project against the DAC Criteria⁷ of relevance, effectiveness, efficiency, impact and sustainability.

EVALUATION SCOPE

The scope of the evaluation includes analysing the project activities, outputs and outcomes; however, it is important to note that some project activities were still be on-going during the evaluation process. Thus, while this is a final evaluation, it focuses on assessing what has been achieved to date, while testing the likelihood of unrealised outcomes being attained.

Throughout the evaluation, questions will be geared towards understanding and unpacking how the project considered gender and what influences, intended or unintended, the project has had on gender dynamics and assessing the degree to which it has furthered gender equality.

CLIENTS OF THE EVALUATION

The primary users of this evaluation include ILO ROAS, ILO constituents in Jordan, government entities, and the donors; however, useful findings may be shared with other stakeholders where appropriate.

EVALUATION QUESTIONS AND METHODS

Using an adaptation of the OECD DAC Criteria the Terms of Reference provides 31 evaluation questions under eight criteria. These questions can be found in the appendix in a table that organises them by the OECD DAC Criteria and provides sub-criteria in accordance with the Terms of Reference:

APPROACH

To meet the purpose of the evaluation, answer the evaluation questions proposed above and formulate recommendations, the evaluation uses predominantly qualitative methods and is guided by an analytical framework. While this is an independent evaluation, we included relevant stakeholders throughout the process to ensure a shared understanding and to challenge ideas and conceptions.

⁵ ILO, 2018, Terms of Reference for Agriculture related projects using employment intensive in Green Works and Forestry

⁶ Specific Agreement between The Norwegian Ministry of Foreign Affairs and the International Labour Organisation regarding financial assistance to Job Creation for Syrian Refugees and Jordanian Host Communities through green works in agriculture and forestry (ILO ref. no: JOR/17/09/NOR, MFA ref. no JOR-17/0004), Signed December 2017.

⁷ OECD, DAC Criteria for Evaluating Development Assistance, <<http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>>

METHODS

The evaluation relies predominantly on qualitative methods; however, quantitative data made available through secondary sources has been included in the analysis. Our analysis is guided by the evaluation matrix provided in [Table 3](#) in [Appendix A – Evaluation matrix](#). The specific methods that are used to populate this matrix are explained below.

Desktop review

The evaluation team conducted a review documents and data shared by the client. The purpose of the document review was to allow us to familiarise ourselves with the project, its activities, progress and objectives.

Briefing

The lead evaluator met with the REO and relevant members of the ILO in Beirut on the 7th of January 2019, prior to conducting the field work in Jordan. The purpose of this meeting and was to ensure that there was a common understanding of the evaluation purpose, the status of the project, and the priority questions.

Individual interviews

All spheres of this assessment are informed by a series of interviews with key informants from a range of stakeholders, conducted in person. We relied heavily on the ILO to schedule these interviews so that potential interviewees and participants were aware of the study and to ensure that interviews were set up timeously for the mission. A total of 42 individuals were interviewed for this evaluation, while on-site open discussions were held with implementers and beneficiaries. The list of individuals and groups of people interviewed is presented in the [Appendix C – field schedule and list of people interviewed](#).

These interviews were conducted in person while visiting Beirut and Jordan for the period from the 7th January 2019 to the 21st January 2019. A telephonic interview took place on the 30th of January 2019 with Chris Donnges from the ILO in Geneva. The interviews were guided using semi-structured interview guides that cover the key evaluation questions (these are presented in [Appendix B – Evaluation tools](#)). These interviews were captured in English and coded using Dedoose™ to answer the evaluation questions transparently.

Focus group discussions

We engaged with beneficiaries of the project through focus group discussions (FGDs). Men and women participants were split into separate groups for the discussions to ensure that inter-gender dynamics did not bias the discussions and that individuals felt more comfortable and safer to speak their minds.

We used a participatory qualitative data collection method to augment these FGDs. Specifically, we used human graphs, a participatory approach where a series of statements are read out to participants, after which they are asked to organise themselves along a line which represents the level of which they either Agree or Disagree with the statement. We find that it allows for a more engaging conversation between participants and avoids a situation where only one person consistently answers questions for the group. This participatory approach i) helps to overcome low literacy levels; ii) provides everyone with the space to have their own opinion that is respected and valued, and iii) provides the opportunity for group involvement and reaction to group insights.

In total, 59 individuals across six governorates were engaged through focus group discussions. In terms of gender, 36 identified as women, while in terms of nationality, 30 identified as Syrian.

FGD guides (presented in [Appendix B – Evaluation tools](#)) were used to steer these group discussions and the evaluation team member from Bayan consultants led the discussions in Arabic. These discussions were captured in English and coded in Dedoose™ to answer the evaluation questions transparently.

Debriefing

Upon completion of the fieldwork component, a debriefing session was held with the directorates and ILO on the evaluation findings. This session provided the opportunity for stakeholders to validate results, raise questions and for us to test preliminary recommendations. This session assisted in ensuring that the evaluation report does not contain surprises to the project teams and that there is alignment in understanding.

Analysis and drafting the evaluation report

Upon conclusion of data collection, all qualitative and quantitative data are processed and analysed. The limited quantitative data, in the form of workdays, is analysed in Excel and qualitative data is coded using Dedoose™. This assists in ensuring that all findings are treated objectively and to the highest ethical standard. Analysis and triangulation of this data are organised according to the evaluation questions in the evaluation matrix (see [Appendix A – Evaluation matrix](#)); however, the report is structured according to the DAC Criteria and reference to where the questions are answered can be found in the same matrix.

Site sampling

All governorates that were part of this project were visited during the in-country mission. The directorates selected the water cisterns that were visited.

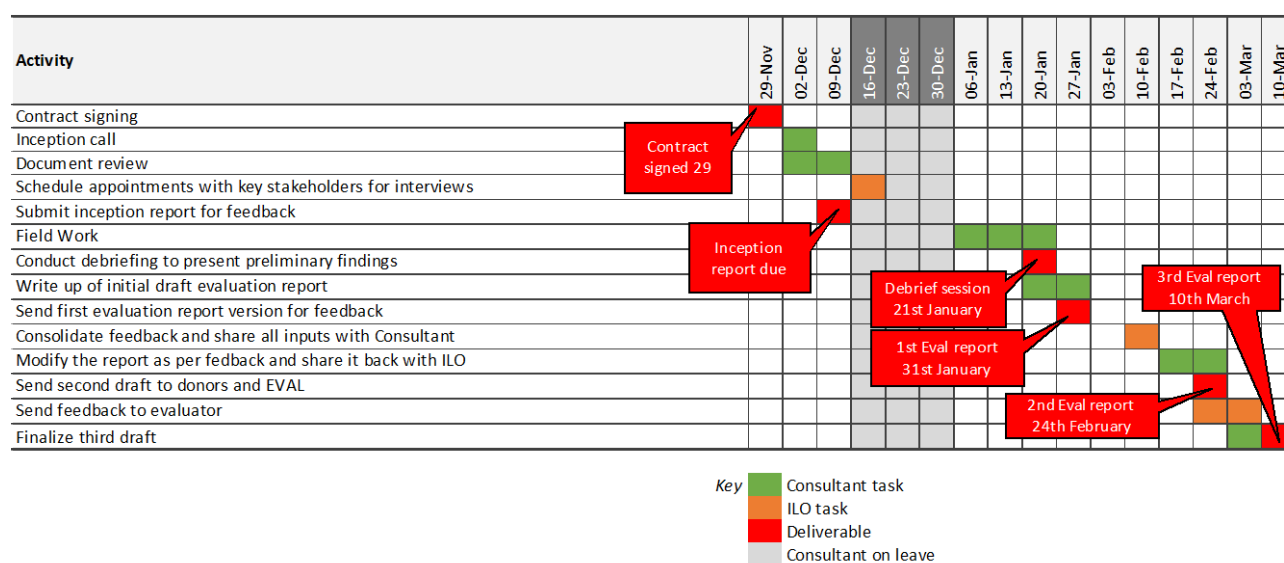
TEAM

The evaluation team consists of Noel Verrinder in the role of evaluation team leader, and a Lara Khamash from Bayan Advisors in the role of evaluation support.

WORK PLAN AND TIMELINE

This evaluation begun in December 2018 and is scheduled to be completed in early 2019. [Table 2](#) provides details of the work plan, timeline and deliverables:

Table 1: Work plan



FINDINGS AND ANALYSIS

The findings and analysis section of this report is structured according to the DAC Criteria of Relevance, Effectiveness, Efficiency, Impact and Sustainability. The evaluation matrix in the appendix provides the numbers of the evaluation questions, which are referenced in brackets next to each of headings where they are dealt with. Translated quotes from the interviews and focus group discussions are peppered throughout this section to add context.

RELEVANCE

Relevance assesses the *“the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.”*

Project objectives and strategic fit

This section assesses the validity of the project’s objectives as well as its alignment to the donor’s and ILO’s objectives. To do so, the conception of the project is critically discussed in relation to the donor and ILO’s objectives.

Conception and evolution (EQs 1, 2, 4)

In 2016, the German development bank, KfW, funded the ILO’s Employment Intensive Investment Programme aimed at creating short-term jobs for vulnerable Jordanians and Syrian refugees in Irbid and Mafrq. This project included building infrastructure such as roads and local agricultural infrastructure. Later in 2016, Norway pledged more than USD1.3 billion over a period of four years to the Syrian crisis at the London Conference.⁸ This provided the Norwegian Ministry of Foreign Affairs with resources to contribute to Syrian refugee response. One of their selected channels for funds was the ILO.

The ILO decided to replicate and expand the KfW project given its success in creating workdays for Syrians and Jordanians. It was reported that there was not much time to do a thorough diagnostic or needs assessment of the intended beneficiaries of this project. Instead it was stated that the design relied more on the reported success of the KfW project and the knowledge of the local team. The ILO viewed this as an opportunity to marry the two imperatives of the influx of refugees and environmental action. Thus, the ILO in Jordan, with assistance from Geneva, adapted the design of the KfW project to include more ‘green’ measures such as tree planting and further infrastructure development in the form of building greenhouses and water cisterns for farmers.

The implementer of the project, the Ministry of Agriculture, asserts that the design was in line with their goals of afforestation, water management and creating jobs. However, the design process is reported to not have been participatory, in that certain stakeholders reported wanting to have been more involved. Specifically, the directorates targeted by this project reported wanting to be involved more in the design of the programme, while the Workers’ specialist of the ILO ROAS conveyed that they would have been able to assist in having workers voices considered in the design of the project.

Phase 1 of the project was launched in December 2016 in five governates and it ended in March 2018. A final evaluation was conducted in April 2018 and recommendations to improve the design were provided. However, the grant and implementation agreements for Phase 2 of the project, the subject of this evaluation report, were already signed, leaving limited room for these recommendations to be incorporated into its design. Stakeholders report that Phase 2 of this project is essentially a continuation of the first phase with an expansion into three

⁸ The Government of Norway. (2016). Statement at donor conference for Syria. Retrieved from: https://www.regjeringen.no/en/aktuelt/syria_conference/id2599530/

additional governates with minor adjustments to its design, including a maintenance plan for the planted trees of phase 1 and adjustments to the process of recruiting workers.

Objectives of Phase 2:

Promote better living conditions for Syrian refugees and Jordanians through increased decent work in the agricultural sector and an improved environment:

- Support 1,000 Syrian women and men refugees and Jordanians men and women (with total of 45,000 working days) access short-term employment;
- Improve infrastructure and environmental works through the use of employment intensive methods in agriculture, forestry, and nurseries sector.

The objectives of phase 2 are focused on the direct delivery of outputs and short-term job creation. A stakeholder in the ROAS office was not convinced that the project, by itself, tackled the shortcomings of tripartism in the region; however, staff of the Jordanian ILO office assert that it is through this project, and its other direct delivery projects working with government, refugees and employers, they are building a reputation and important relationships that will enable them to make more fundamental changes in the future.

The project's objectives are largely in line with the ILO's plans to contribute to Sustainable Development Goals, as well as the Norwegian Ministry of Foreign Affairs purpose of promoting Norway's interests internationally, which includes addressing humanitarian needs, reducing forced migration, and a focus on assisting countries and societies mitigate and adapt to climate change policy.⁹

The objectives do not specifically address the weaknesses of tripartism in the region, and there is limited evidence of these weaknesses being considered in the project's design process. However, beyond the explicit objectives, there are strategic goals of the ILO becoming more recognised and trusted by stakeholders in this space, which will allow it to be more effective in driving greater change in the future.

Nevertheless, there is still room for more preparatory work, such as conducting baseline diagnostics and needs assessments, and engaging greater consultation with internal experts and key stakeholders in the design process. These activities could assist in furthering achievement of the explicit objectives, as well as deepening the ILO's knowledge and building its reputation as a thought leader and influencer in the region.

Design and assumptions (EQs 6, 7, 11)

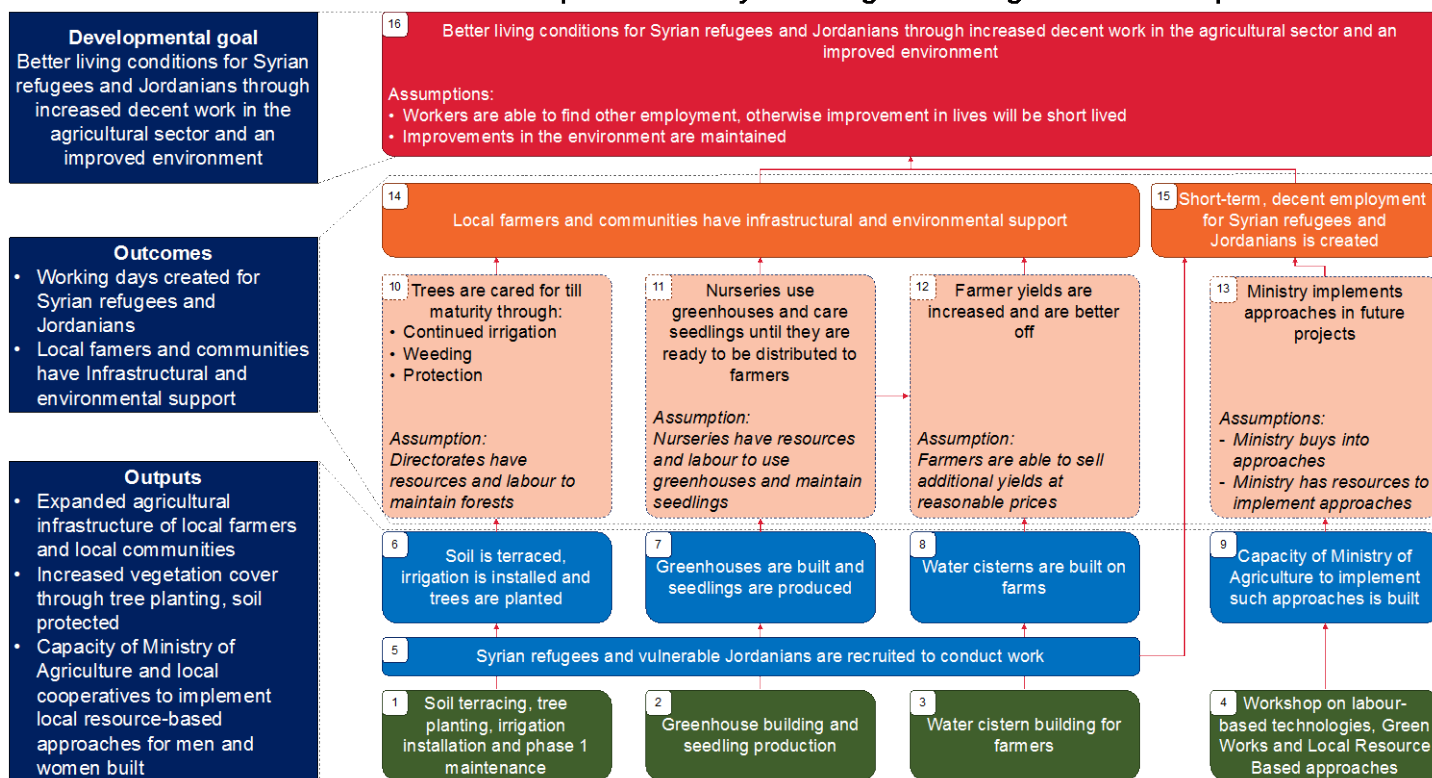
To assess the logical coherence, underlying assumptions and consideration of sustainability in design, we interrogate the project's implied theory of change and its assumptions.

To build the implied theory of change we use the overall theory of change for the Jordan EIIP contained in the Monitoring and Evaluation plan; the objectives, development goals, and outputs in Annex II of the Agreement between Norwegian Ministry of Foreign Affairs and the ILO, and the description of the activities for the project from the ILO website. The assumptions and additional layer of outcome results are based on the understanding built during the in-country mission.

⁹ Ibid

Figure 2: Implied theory of change and assumptions

Expanded theory of change including critical assumptions



Employment: Through the activities 1 and 2, the project recruits Syrian refugees and vulnerable Jordanians to conduct the work, this directly creates short-term employment (box 16), which is assumed to be decent due to the standards and wages imposed by the project. In phase 1 of the project there was a concern that by leaving the recruitment unguided, there was room for non-targeted individuals to become beneficiaries of the project. Thus, the design of phase 2 was adjusted to ensure the targeted groups were prioritised in recruitment, by having the ILO take control of recruitment and strict criteria applied in selecting workers. However, activity 3 leaves the recruitment of workers up to the farmer, which then requires the assumption that farmers do employ workers, and more specifically, workers from the Syrian refugee and vulnerable Jordanian target groups. Nevertheless, the short-term employment generated through this project should result in the *temporary* improvement in living conditions for the targeted Syrian refugees and Jordanians. By providing a decent wage for a short period of time these workers would be able to contribute to supporting their households. However, this improvement in living conditions will be short lived unless the workers are able to find other employment. A specific component targeting Syrians in the form of the assistance to get work permits deals with a fundamental issue that prevents them from working, and thus, may improve their ability to find work in the future.

Environmental improvement: Through soil terracing, tree planting and the laying of irrigation, the project will extend the land area under trees. However, for this to result in meaningful outcomes and contribute to the developmental goal of an improved environment the forests need to be managed appropriately. The planted trees require attention for some time before they become self-sustaining. The project does not have activities in place to ensure that the planted forests are maintained, and it relies solely on the government to take on the costs and effort of managing these forests. In realisation of this oversight in phase 1, the project added activities to phase 2 to maintain the planted trees from phase 1 for the project’s duration; however, no plans have been made to continue this maintenance or provide the same assistance to the trees planted in phase 2. An improved environment will also depend on the protection of these areas, as well as finding ways for local communities to benefit from the newly planted forests. If there is limited perceived benefit to those living around the forests and limited awareness of why afforestation is important, then there will be a lower likelihood of the survival of the forests.

Nurseries: The building of greenhouses and paying for the labour to produce seedlings should result in increased production of seedlings and hence increased distribution of seedling to farmers. However, this requires the assumption that the nurseries are able to continue staffing the greenhouses and are able to maintain not only the increased production in future years, but also maintain the increased stock of seedlings until the point they are ready for distribution. The project activities do not address the need of the Ministry to maintain production, nor does it account for the sustainability of staffing the greenhouses.

Changes in the Ministry of Agriculture: The project provides training on labour-based technologies, green works and local resource-based approaches to the Ministry of Agriculture, with the intention of having them adopt these approaches in the future. For the Ministry to adopt these approaches two key assumptions need to be met, firstly, there must be sufficient buy in within the Ministry, which could be achieved through good training and the project proving a good case for the approach, and secondly, the Ministry will need the resources to implement such approaches in the future.

The logical links between the activities, outputs, outcomes and goal of the project require strong assumptions to hold. The project documentation does not provide a thorough assessment of these assumptions or a detailed risk analysis. Most of the assumptions are unlikely to impact on the immediate goal of creating a discrete number of workdays for Syrian refugees and vulnerable Jordanians; however, they do impact heavily on the potential for sustained impact or even sustained outcomes. Throughout the report, evidence is presented to test whether these assumptions hold. In its design, there is limited interaction between the various activities, and it is not clear how each component works together to address systemic issues.

Suitability of design to context (EQs 3, 4, 5, 10)

To assess the relevance of the project, specifically how it is suited to local context and the intended beneficiaries' needs, the report first presents the context that the project is operating in. This is divided into three levels, namely country, agricultural sector and workers, each of which are discussed below:

Country level

Jordan is a lower middle-income country with limited natural resources, high levels of unemployment and insufficient economic growth to absorb its demographic dividend.¹⁰ However, it still provides a safe and relatively stable place for refugees coming from its less secure neighbouring countries. The Syrian, and earlier Iraqi, crises have resulted in unprecedented inflows of refugees that have placed an additional burden on Jordanian

economy.¹¹ The Government of Jordan acknowledges that many of these refugees may remain in Jordan for an extended period of time or indefinitely, and that the public sector, one of the largest employers in the country, will not be able to absorb unemployed Jordanians, let alone the refugees. The World Bank suggests that one of the only feasible routes to stimulate job-creating growth will be through creating conditions conducive for private investment and increased competitiveness.

There are no job opportunities, and we face the refugee crisis. We are not even talking about the fact that Jordan is a poor country to begin with and there is already a lack of job opportunities.

Technical committee member

This project, by design, provides short-term employment opportunities to vulnerable Jordanians and Syrian Refugees through discrete tasks. This means that the project provides short-term relief to distinct areas but does not provide systemic relief to the difficulties facing the country.

¹⁰ Central Intelligence Agency. (2019). Jordan. In The world factbook. Retrieved from <https://www.cia.gov/library/publications/the-world-factbook/geos/jo.html>

¹¹ World Bank. (2018). Jordan. Country overview. Retrieved from <https://www.worldbank.org/en/country/jordan/overview#1>

Agriculture sector

Water scarcity: The agricultural sector accounted for an estimated 4.5% of Jordan's GDP in 2017,¹² and in spite of its small size, the FAO asserts that it provides an opportunity to absorb a large number of workers.¹³ However, Jordan is a predominantly arid desert country with 77% of the country receiving less than 200mm in precipitation annually. While there are wetter areas in the North West of the country, agriculture in Jordan is heavily dependent on irrigation and only approximately 9% of the arable land is under irrigation. This makes water one of the biggest constraints facing the growth of the agricultural and forestry sector.¹⁴ The directorates and farmers interviewed state that climate change is exacerbating the scarcity of water and necessitates improved water storage and management.

In response to this, the directorates provide support to farmers, particularly poorer smallholder farmers, by means of providing water tanks and wells, irrigation systems, land terracing, fencing and plants. However, the directorates claim to have limited budgets and are unable to meet demand, resulting in large back logs of farmers requiring this support.

Plot size and market access: In addition to the lack of water, farmers face other challenges that impede their ability to increase production and hence, employ more labourers. The average holding size in Jordan was 40 dunums in 2007, with 65% of holdings being less than 29 dunums. A reported constraint is that given the size of the farms, farmers are unable to produce at a scale that would allow them access to larger, more profitable markets. USAID asserts that farming cooperatives or aggregators are rare in Jordan and have not been able to provide a solution to this constraint.¹⁵ The limited access to lucrative markets has limited the amount of money farmers can generate from their activities, and importantly, the amount of capital they can invest into their farming operations.

If we were able to bulk our produce, we could get much better prices, but cooperatives have not been that successful here.

Male farmer

Reported labour preferences: Farmers interviewed asserted that due to the small size of their farms they did not employ many labourers and relied predominantly on family members to work on their farms. This is corroborated with the Ministry of Agriculture estimate that between 50 and 77% of those working in agriculture are self-employed family labour.¹⁶

We apply for jobs, but there are no jobs. The farms here are too small, so they are taking care about it their own.

Male worker from Karak

They are all foreign workers. If there is high productivity for small farms, then the families will work on it. But in larger farms you will employ workers in certain seasons. But mainly families do the work here.

Technical committee member

However, when farmers do employ labourers outside their families, the farmers stated that they prefer to employ Egyptian migrant labourers above Jordanians and Syrians, as they are more willing to live on the farms and work longer hours, do not have extended families to care for and are more likely to come with experience of working in agriculture. The farmers further asserted that they perceived Jordanians as generally being less willing to work in agriculture and that there is a stigma around doing laborious work. The directorates agreed with this perception, claiming that the high education levels among Jordanians

¹² Ibid

¹³ Food and agriculture organization. (2012). Jordan. Country Programming Framework 2012 – 2017. Retrieved from <http://www.fao.org/3/a-bp604e.pdf>

¹⁴ Ibid

¹⁵ USAID. (2006). Toward More Efficient Agricultural Production and Marketing in Jordan. Retrieved from <http://www.ncare.gov.jo/OurNCAREPages/PROJECTMENU/RelatedPages/KAFAA/Kafa%27a%20assessment/CR-12.%20Toward%20more%20efficient%20marketing.pdf>

¹⁶ Ministry of Agriculture. (2012). Assessment of the Agricultural Sector in Jordan. Retrieved from <http://moa.gov.jo/Portals/0/studies/الريفيية%20المناطق%20وتطوير%20العذاني%20الامن%20حول%20الاوروبي%20الاتحاد%20تقرير.pdf>

increased expectations of earning potential beyond what a job as an agricultural labourer can provide.

Whether the perceptions reflect reality is unclear; however, the agricultural sector is heavily reliant on migrant labour and this has been identified as a risk by Ministry of Agriculture and states it is as a result of Jordanian youth not being motivated to work in agriculture due to the wage levels.¹⁷

The project assists in addressing the constraints on water by providing water cisterns to farmers. This should lead to improvements in farmers productivity; however, this does not necessarily assure that the farmers will be able to realise meaningful increases in incomes, as accessing lucrative markets will remain an issue. In terms of generating employment, the activities around building water cisterns, may have an immediate labour requirement; however, given the size of the farms being targeted, it is less likely to result in the creation of sustainable jobs, in particular sustainable jobs to vulnerable Jordanians and Syrians given the prevailing labour preferences.

People went into education, and now they are seeking better work. Nowadays people are asking for office jobs for those who are carrying university degrees. Since the 70's we now a 'shy culture' when it comes to agriculture. You can go to the farms, you will see few Jordanians working there. If a farmer is requiring a worker, and the farmer wants to make money.

A foreign worker will come and sleep on the farm, and doesn't mind the living conditions, and will accept less. The foreign worker is coming to make an income, and he is not coming to live here, so they don't have a family to look after.

Technical committee member

Forestry

Being a predominantly arid country, Jordan has a modest forest coverage of 1.1%.¹⁸ Although forest coverage is limited and mainly resides within government owned land, Jordan still suffers from deforestation due to urban and agricultural land encroachment, overgrazing and soil erosion.¹⁹ This deforestation results in habitat loss for wildlife and perpetuates soil erosion that leads to sedimentation in dams reducing their lifetime.²⁰

Although the government recognises the importance of maintaining, and even expanding, forests in Jordan, due to competing needs, forestry investment has been decreasing over recent years. The FAO claims that the insufficient budget allocation is compounded with a weak management approach that does not sufficiently include local stakeholders, and that this contributes to degradation of Jordan's forests.²¹ This is supported by the directorates, which report not having sufficient resources, both financial and human, to maintain forest sites. In spite of these constraints, the directorates still have their own annual targets for afforestation.

The project is designed to increase the extent of Jordan's forested areas and is thus in line with the government's objectives and in line with environmental interests. However, it does not address underlying constraints that may impact on the trees it plants.

Greenhouses and seedling production

The nursery sites visited as part of this evaluation had existing infrastructure in the form of greenhouses, which according to those interviewed, were built in the 1960s. Although some structures were dilapidated, there were functioning greenhouses that had been maintained and computerised. The individuals interviewed at the sites and at the directorates claimed that they were not fully utilising the nurseries' capacities, as they did not have enough labour or resources to do so. While walking through the sites it was apparent that there were structures

¹⁷ Ibid

¹⁸ Food and Agriculture Organization. (2018). State of Mediterranean Forests 2018. Retrieved from <http://www.fao.org/3/ca2081en/CA2081EN.pdf>

¹⁹ Ministry of Agriculture. (2012). Assessment of the Agricultural Sector in Jordan.

²⁰ USAID. (2006). Toward More Efficient Agricultural Production and Marketing in Jordan.

²¹ Food and Agriculture Organization. Forests, Rangelands and Climate Change in Jordan Near East Region



Existing infrastructure not being used in Jerash

and greenhouses that were empty, and when asked why, the staff reported that it was due to insufficient workers and resources to use and maintain them.

The initial project design included constructing new greenhouses, which given the under-utilisation of existing infrastructure and the inability of government to find funds to staff them, would have been redundant. However, due to the delays in implementation the project would have been unable to complete the greenhouses and thus it shifted to focus on using existing infrastructure to temporarily increase the production of fruit tree seedlings. This revised approach is more relevant and less likely to lead to redundancy. However, it must be noted that the design still focuses a temporary increase in production with little consideration for on-going maintenance or the sustainability of this increase.

Workers and jobseekers

Needs

The greatest needs reported by the programme’s beneficiaries through the focus group discussions and discussions on site were around finding employment to generate an income to provide for themselves and their families. Women specifically reported wanting to find jobs that were ‘respectful to women’.

A decent job that is respectful to ladies, so we can pay for the food.

Female worker from Ajloun

As a Syrian I need everything. I need income for rent and the cash money. Jordanians and Syrians are the same, but maybe they have support from their family.

Female worker from Shobak

It was more likely that Jordanians would report that they had safety nets in form of family relations they lived with that could support them if they did not have work, while the Syrians reported being in more dire situations as they did not always have families or networks they could rely on for support. Interestingly, while the majority of respondents were mainly concerned with finding employment, only one respondent brought up needing support to start their own business instead of searching for employment.

Barriers to accessing employment

Given the overwhelming response that employment was the greatest need in the lives of the beneficiaries, we explored the barriers to accessing employment. The top response was simply that there are no job opportunities.

There are no job opportunities

Male worker from Karak

Syrians cannot find jobs. If you go places the Government says no. Even the private sector. It is difficult

Female worker from Balqa

In our governate, most job opportunities are provided in Amman. There is a lack of opportunities or almost none here in Ajloun. Maybe we can find projects.

Male worker from Ajloun

Other than this, the three key barriers to accessing employment reported across all locations are:

1. **Experience:** discussants reported that most job opportunities are advertised for people with a certain number of years’ experience, ranging from 2 – 5 years of experience. Given that many people are unemployed, and report never having been employed, they consider themselves unable to apply for these positions.
2. **Contacts:** having contacts in the ‘right places’ or networks was brought up as being important when looking for a job. Respondents reported that you need to ‘know the right people’ to get considered for a position and that this is paramount.
3. **Transportation:** having access to private transportation or being able to pay for transportation to get to work locations is considered a barrier, as respondents claimed that the costs of reaching the places of employment are in some instances unaffordable.

They request that you are skilled, and you need experience 2 years. How can I get experience if I need experience to get experience!

Female worker from Jerash

Where ever you go, you get asked who your contact is!

Female worker from Madaba

Other reported constraints to accessing employment include the fear of exploitation based on previous experiences, having children and not being able to take them to work, and not being able to access employment in the public sector due to not being a Jordanian national.

The project is designed to provide short-term employment and thus meets the immediate needs of the targeted beneficiaries. It circumnavigates the barriers of accessing employment by having the ILO select the workers. However, it does not provide a lasting solution to all of these barriers, as the intended period of the project is not sufficient to provide the workers with the experience required to access future employment. The project also does not directly address the issue of transportation, even at a project level; however, it does provide a wage that would allow workers living a reasonable distance away from sites to pay for transportation.

EFFECTIVENESS AND EFFICIENCY

Effectiveness measures the extent to which an aid activity attains its objectives, while Efficiency measures the outputs in relation to the inputs.

Status of objectives and targets (EQ 12)

This section assesses the achievement of objectives and targets by first providing a summary table commenting on the achievement of the objectives and each output. After this, we discuss the achievement of each component of the project in greater detail, reporting on the factors influencing their achievements, as well as how the project built synergies with other initiatives.

Objective	Achievement	Key notes
45 000 workdays for 1 000 Jordanians and Syrians created in the targeted Governorates. <ul style="list-style-type: none"> 10% of workdays created are for women 3% of workdays created are for people living with a disability 50% of workdays created for Syrian refugees 	45 806 workdays created for 1 864 individuals <ul style="list-style-type: none"> 9.7% of workdays created were for women 2.6% of workdays created were for people living with a disability 49.4% of workdays created were for Syrian refugees ** Data for January 2019 outstanding	<ul style="list-style-type: none"> Project on track to exceed workday targets Project overshoot number of individuals reached, which lowers average workdays created per individual Delays in approval and implementation influenced the achievement of this objective Delays in payments have potential to severely weaken the benefit of this achievement Project marginally missed the targeted breakdown of workers
Output target	Achievement	Key notes
Farmer infrastructure component (water cisterns)		
120 cisterns constructed for farmers	<i>119 cisterns constructed</i>	<ul style="list-style-type: none"> Target missed by one cistern Payment structure and expectation of delays influenced farmer selection Water is being used to irrigate trees
Forestry component		
20 km of soil terracing 1 200 dunums of land planted with trees 1 200 dunums of land planted with trees irrigated 1 000 dunums of land planted with trees from phase 1 maintained	~26 km of soil terracing completed 1 475 dunums of forest planted laid with irrigation system 1 575 dunums of forest planted laid with irrigation system 1 000 dunums of phase 1 forest maintained for three months	<ul style="list-style-type: none"> Time delays may impact the survival rate of the trees The survival rate of the trees post-project may be influenced by the limited planning for maintenance
Nursery component		
3 Greenhouses built 270 000 seedlings produced at nurseries for distribution to farmers	0 Greenhouses built 335 000 fruit tree seedlings produced Distribution is still to occur	<ul style="list-style-type: none"> Greenhouse component was removed due to the delays in approval Seedlings were produced quickly, but there is concern around their survival rate due to limited resources available to maintain them until they are ready for distribution

Cross cutting issues (EQs 12, 13)

Two key cross cutting issues have affected all the components of project. These are discussed below:

Time delay

The main factor influencing the achievement of objectives was the delay in implementation. The delay reduced the amount of time available for implementation of the project to approximately three months from the planned year.

The cause of the delay is multifactorial, but predominantly due to convoluted approval processes. The process includes uploading the project to the Jordan Response Information System for the Syria Crisis (JORISS), which reportedly is a cumbersome process, after which it needs to go through a committee, the Ministry of Labour, Ministry of Planning and cabinet to receive approval. These processes are reported to take up to six months for projects. Similar delays were experienced in phase 1 of the project. In addition to this, the change in worker recruitment processes (discussed in [Design and assumptions](#)) received some pushback from the Ministry of Agriculture, which led to the project being temporarily suspended, adding to the delay.

'The most important issue affecting the project is the approvals. For example, if we are working on six months, we have 1000 workers. But now because it is 3 months, we now have 2000 workers working shorter periods. This makes it harder for the manager, because there are more people in the same spot. When you have more people working at the site you need more tools like hand tools. When someone benefits for 6 months it is better than 2 benefiting for 3 months.'

Project manager

The condensation of the implementation period to three months has severely impacted on the project's effectiveness. The specifics of how this delay impacted on the various components of the project are discussed in the subsequent sections, as the effects vary by component.

Delays in payment

Another cross-cutting issue affecting all aspects of this project is the delay in payments to workers and farmers. Since the end of October 2018 till the end of the evaluation in-country mission on the 22nd of January 2019, no payments to workers or farmers had been made. The cause of this reportedly rests both with the Ministry of Agriculture and the ILO. The reported causes of this delay are:

1. Communication with most of the directorates is reportedly efficient; however, it is claimed that a directorate in the south requires that all communication be via letter and post, which adds a time to communication. This included the submission of the reports and payrolls.
2. The ILO requires that payrolls and technical and financial reports be provided by the directorates first before they can release payment to the Ministry of Agriculture.
 - a. It was reported that this requirement is met by most of the directorates; however, some directorates did not submit these on-time.
 - b. The ILO requires that the reports and payrolls from all directorates are collected first before payment can be released to any directorate. This means if one of the eight directorates do not submit, none are able to receive payment, which is what has happened.
3. The ILO ROAS's financial office was closed over a period from mid-December to mid-January, which reportedly further added to the delay.

The non-payment of workers and farmers has had ramifications across the project. Directorates reported having received threats of strike action and worry about their reputation; farmers have incurred debt in building their water cisterns, which they have not been able to repay; and, workers have been without an income for up to three months, which has placed them in further financial stress.

While it is important for bureaucratic processes to be followed to ensure that money is appropriately spent, the delay in payments directly negates the project's achievements and contradicts the objective of creating decent (and paid for) work. The fact that the project is facilitated by the ILO, places a local reputational risk on the

organisation. It is of the utmost importance that measures be taken to rectify the payment issue and that compromises on reporting that streamline the process and put the workers first are found to ensure this is avoided in the future.

Forestry (EQs 12, 13, 14, 15, 23)

The forestry component of the project achieved its target of planting trees on 1200 dunums of land, along with the installation of irrigation. In spite of the severe reduction in implementation time it even exceeded the target by planting an additional 280 dunums of forest. The project has aided in the achievement of the directorates own targets for afforestation and built on their existing activities in forestry. The achievement in reaching its planting targets can be attributed to the directorates being able to prioritise the task. The time delay also had an upside; the forestry heads asserted that the best time for tree planting is in the latter part of winter during the months of January, February and March, and thus the time delay was beneficial as it pushed planting closer to these times.

I was expecting the worker to prepare 20 holes, but because there was no supervision, and it was so crowded, so it was hard to reach it. There were too many workers on the site, and this made it hard to organise and supervise the work properly.

Forestry head at directorate

However, the downsides of the time delay outweigh this benefit. The forestry site managers report being inundated with workers due to the need to reach the work hour targets. The project, which planned for a longer period with fewer workers on site at a time, now had up to 200 workers on a site. It was reported that having so many workers on site made it difficult to efficiently allocate tasks, provide adequate supervision, and in some cases led to a reduced quality of work. A directorate reported that they were unable to hire additional managers or supervisors to deal with the increases workforce and that having additional resources for management would have improved outcomes, even if the delay did not occur. In addition to this, the time delay further reduced the amount of time that workers could spend on caring for the newly planted trees, and thus, there are fears that fewer trees may survive to a point of being self-sustaining. The directorates assert that the minimum amount of time allocated to the task of planting trees should be six months.

We have transportation which is expensive. When we are talking about the Governorate we are talking about a large Governorate. The project, the ILO, does not take into consideration the transportation method. We need to choose the workers from the right location. Because some people cannot pay upfront for the transportation.

Technical committee member

We provide people with a lorry to move them, this lorry is not specific for the transportation. The driver says they are worried about being issued a ticket from the police. The driver wants to know who will be responsible if they are in an accident. We told the ILO, they said it wasn't our [the directorate's] responsibility, but when you visit the site you will see you need to manage the transportation. If I wanted to stick on papers and I say 'it is not my responsibility', but then we won't achieve anything. If you give us a bus, then it is better. We need insurance for the worker. Even if there is a small scratch on the worker, then we will be responsible.

Forestry manager

Another reported challenge was that some selected sites were difficult to reach for workers and that the directorates needed to organise transportation for the workers. These directorates assert that the ILO discouraged this as it exposes the directorate to risks and that they are not necessarily insured for accidents; however, they claim that if they did not do so, the work would not have been completed. Other directorates state that they purposefully selected easily accessible sites to avoid this difficulty. In addition to this, the directorates also claim that the revised recruitment process compounded this problem by prioritising socio-economic factors over practical considerations such as the location and whereabouts of the applicant. They state that workers were often selected from faraway locations, which made it more difficult for the workers to reach the sites. While, it must be noted that the directorates were generally disgruntled with the revised recruitment process, the issue of transportation was also ubiquitous in the focus group discussions with the workers.

On employment of women, the directorates and female workers claim that the work on forestry sites is less suitable than the nurseries for women due it being outdoors and being 'hard labour'. It was also noted that the sites were more difficult to reach for women.



One of the more remote forestry sites between Karak and Tafilah

While in spite of the challenges experienced the project was still able to achieve its immediate target of tree planting, the greatest concern raised is that of the sustainability of the forests. The forestry heads ubiquitously reported that planted trees require at a minimum three years of care before they can reach maturity, and after that the forests would still need protection against fire and cutting. The already under-resourced forestry units claim to be committed to do what they can to take on these tasks, but report that it will be a significant stretch of resources. A particular challenge in the drier, more mountainous areas where watering is even more essential, is that the irrigation requires resources to maintain and run, and that this will add a cost burden to the directorate.

They need to work 24/7 to protect against cutting down of trees. When they have enough employees they do shifts, but the current number is not enough

Forestry manager

The sustainability is one of the main goals of the projects. We are talking about irrigation and protection. I am not sure if there is going to be another project. We are going to request from the MOA a separate budget for maintenance and irrigation for the forests. However, it is 50% likely that we will get funding for this. We are providing the maintenance of the network, but I think we need more workers for it.

Technical committee member

The ILO recognised these sustainability concerns after phase 1, and hence included a maintenance component of phase 1 forests in phase 2; however, it has not planned for continued maintenance of either phases' forests after the completion of this project at the end of January 2019. The Ministry of Agriculture in Amman reports financial constraints but claims that maintenance of the forests will be easier than planting new forests; however, the forestry managers and directorates are less optimistic and report a low likelihood of receiving additional resources to manage the forests.

The project has proven effective in achieving its tree planting targets in spite of significant challenges, including time delays, transportation costs, and worker management difficulties. However, merely reaching the planting targets is not sufficient to achieve the project's objectives of improving the environment. The project does not directly address the survival of the planted trees or their management requirements, meaning a proportion of the gains made may not persist into the future. In terms of contributing to gender equality, the forestry project, employed women in some directorates and gave them reportedly 'easier tasks', it was considered less preferable to other work, such as working in greenhouses.

Nurseries and seedling production (EQs 12, 13, 14, 15, 23)

As discussed in [Suitability of design to context](#) the initial plans on constructing new greenhouses were changed to increasing the production of seedlings using existing infrastructure at three government owned nurseries due to the time delay in implementation. The project has exceeded its target of producing 270 000 seedlings and has produced a reported 335 000 seedlings in its three months of implementation. While the time delay was reported to have the same result as on the forestry sites, with there being too many workers to manage at one time, one site reported still having been able to achieve its production target within one month. The nurseries report that this quantum increase in production was possible due to the increase in number of workers but claim they could have achieved more with fewer workers over a longer period of time.

The reports from workers and directorates suggest that the nurseries provided a more appropriate place for women workers, as they could work separately in separate greenhouses and sheds, and that the work was less physically taxing than that of the forestry component.

The increase of production was large for these nurseries, with one reporting that the project added 40% to its year's production figure within this short space of time. The nurseries do not foresee sufficient increases in their budget allocations to maintain this level of production beyond the timeframe of this project.

In previous times we used to have a lot of workers, but Government is cutting back

Nursery manager



Men making olive cuttings for the project at the nursery in Jerash



Olive cuttings in computerised greenhouse in Jerash

The allocated budget from the ministry is to manage the nursery at the moment (220k plants), but if we have these extra 90k, we need budget to pay for this. We need workers, pesticides and irrigation, there are a lot of technical needs and the ILO hasn't given money for this. Because we don't have extra money or extra workers to manage the nursery the quality of work will likely go down because they will be expected to work on more plants. We did not officially raise this as an issue. We thought that there will be an opportunity for the project for the next year.

Nursery manager

In addition to the concerns around sustained production in coming years, even the temporal shift in production and meeting the output target has led to some concerns. The nurseries all report that the seedlings require at least one year of maturing before they are ready to be distributed to farmers, and that during this time the plant requires care in the form of watering, pesticides and labour for moving, but that this was not budgeted for by the project and the short time period will leave the nurseries struggling to look after the large increase in seedlings. The nursery staff claim that this may impact on the survival rate of all their plants.

The initial production targets are seedlings have been met but this does not imply that the distribution targets to farmers will be achieved due to the claimed potential reduction in survival rates across the nurseries. The net increase in distribution over the year would need to be assessed to determine whether this project has met its objective of distributing these produced trees. It must also be noted that given the evidence there is limited potential for this project to have sustainably influenced production rates at these nurseries.

Water cisterns (EQs 12, 13, 14, 15, 23)

The project marginally missed the target of constructing 120 water cisterns on the farms of needy farmers in four governorates by one cistern (119 constructed). As discussed in [Suitability of design to context](#), as part of their mandates, the directorates provide assistance to farmers by building water collection and storage infrastructure, terraces and fences on their farms as well as providing plants; however, they are significantly limited in the number of farms they can improve in a year. This project has built on their efforts and helped them reach more farmers with the water collection and storage component.

The budget of the Ministry is not enough to reach all requests. For example, we have 300 applications for wells right now for just this directorate. Any project that helps with this is good.

Technical committee member

Unlike the nurseries and forestry components of this project, the water cistern building does not depend on government maintaining the infrastructure, but instead requires the benefiting farmers to do so. The site visits to the water cisterns built in phase 1 and 2, and the interviews with the benefiting farmers revealed a willingness and commitment among the farmers to maintain these wells, and even beautify them in some instances, or add an irrigation system to them. Given that they will directly benefit from the use of these wells, there incentive to maintain them.

Three key challenges were raised with regards to the effectiveness of this component of the project:

- Firstly, the directorates claim that while they are committed to targeting more needy farmers, the subsidy is not enough for some farmers, and some farmers were unable to accept the subsidy as they would be unable to cover the additional costs. Others who were potentially able to cover the costs still turned down the project due to the condition that the money would only be disbursed after the completion of the cistern. The directorates report that this meant they could not target the farmers most in need and had to target farmers who would be able to carry the costs themselves till the point of disbursement.
- The second constraining factor was the unplanned delay in disbursements from the project. Even after completing the construction of the cisterns, farmers were not paid due to administrative issues discussed in [Cross cutting issues](#). In some instances, farmers had not been reimbursed for several months. This meant that farmers either carried the capital cost for a prolonged period of time or they had taken out credit or promised to pay suppliers and workers once they received the disbursement.

We had some financial problems. Farmers face financial projects. After you complete the well you should receive your cheque, but there is a delay. If they know this, some people skip their turn to receive the well, because they won't be able to pay.

Technical committee member



Phase 1 farmer who has tiled their water cistern



Phase 2 cistern built by family labour

- Lastly, the cistern construction has less control than the other components in creating decent short-term work for the targeted populations, as the farmers try to optimise their expenditure on labour. The reports from farmers were mixed in terms of who they employed, from some relying entirely on family labour, to others using artisans who recruited the labour themselves. The construction of water cisterns was the least likely to create short-term work for women due to their **perceived** ability to engage in the work.

The targets for water cistern construction are virtually met, and out of all the components of the project the outputs are most likely to remain and be used in the future. While the project should not necessarily cover the entire cost of the construction, the structure of the payments does limit the effectiveness of the project in reaching more needy farmers. This component, although most likely to result in lasting change, is also the component that has the least control in terms of creating short-term employment for the targeted groups, in particular women.

Workers (EQs 12, 13, 14, 15, 23)

As of the end of December, the project had created 45 806 workdays for 1 864 individuals. Of the workdays created, 9.7% were for women and 2.6% were for people with disabilities. The final data including January 2019 was not available for this evaluation; however, the number of work days created already exceeds the target of 45 000. The breakdown of workdays by nationality, sex and disability is unlikely to change significantly. The additional effort spent by the ILO and the directorates made achieving the workday target possible, in spite of the additional administrative burden in such a short space of time.

In terms of the number of individuals to be employed through the project, the target was overshoot by 864, and the final figure is expected to be higher given the new recruits in January. This overshoot was due to the time delay requiring the same amount of work to be completed in a far shorter time, as well as the focus on reaching the number of workdays created. The initial target of 1 000 workers and 45 000 workdays, implied that the targeted average number of workdays per worker employed was 45 days. This would mean that a worker would have marginally over two months of employment and wages, on average, and would receive a total of JOD675.00. However, in reality each worker will have worked an average of approximately 25 days (median of 22 days) or about one month and receive a total of JOD375.00 on average. This means the implied target of an average of 45 days per worker has been missed by 20 days. This impacts not only the income of the workers, but also their ability to gain meaningful experience through the project. Although the workers spoken with were disappointed in the number of days they got to work, they were still immensely grateful for the opportunity and wished for similar opportunities in the future.

We liked the work. We are willing to work more! We want a sustainable project!

Male worker from Madaba

They said that we were going to be working for 3 months, and we only worked for one month.

Female worker from Shobak

Things were looking up, but the contract is so short. It ends in the 31st January

Male worker from Balqa

On reaching the Syrian target, in the Southern governorates, it was reported that at first it was difficult to find Syrian workers, as not many Syrians reside in the areas targeted by the project. The directorates had to search further afield and as a result a number of Syrians moved to the locations because of the project.

Transportation was widely raised as an issue affecting the workers ability to get to the sites on time for the work, or that the transport was very expensive or in some cases, there was no public transportation. To overcome this, workers either organised private carpools or the directorate organised busses or lorries to transport workers. These actions helped contribute to the project's ability to reach its targets and ensure the workers were able to work.



Forestry worker

Payment

The greatest concern uncovered during this evaluation was surrounding the payment of workers. As discussed in [Cross cutting issues](#), since the end of October workers have not been paid for their time. This has severely impacted on the positive achievement of generating decent short-term employment for workers. Given the dire situations these workers find themselves in, this delay of up to three months in payment is potentially devastating for the workers. Workers reported going into debt, being threatened with eviction, losing hope in ever being paid, and developing mistrust of the project implementers and backers.

We all have debts based on the coming income.

Female worker from Karak

We haven't received payment. We work on a loan system. Everyone knows that we are working, so these people will lend you.

We haven't received our salaries for this ILO project yet.

Female from Balqa

I know some families, they didn't receive even 1 JD for months. Some of those families have been working in this job, and they haven't received the salaries!

Male worker from Shobak

You can say I took some loans, and told them that I will pay you when I get my wages, but now we can pay them because we haven't been paid!

Female worker from Madaba

I know you don't work for the ILO, but please tell them we need to be paid!

Male worker from Shobak

We have been waiting three months, and we still haven't received payment! And we don't know when we will be paid.

Female worker from Shobak

I am going to be evicted because I cannot pay my rent!

Syrian worker on site in Tafilah

We tell people that if we buy things, we will pay you next month, because our wages are late.

Male worker from Madaba

The project has proven its ability to create short-term employment for the targeted population. However, the time delays significantly impacted on the depth of experience each worker could achieve on this project, which has implications on skills development as well as the impact of the project on living conditions. Although to a lesser degree, this was experienced during phase 1 of the project too. The achievement of workdays created, and the other output targets, was contributed to by the directorates organising transportation to sites inaccessible to public or private transport, without which targets may have been missed in those governorates. However, the issue of payment has the potential to reverse the positive achievements of the project and potentially impact negatively on the lives of the workers.

Effectiveness of management arrangements

This section evaluates the management structure of the project, comments on the monitoring and evaluation of the project, and assess the effectiveness of communication between the various project stakeholders.

Management structure (EQs 19, 22)

This project works with a lean team of one project manager, who is supported by the chief technical adviser. It is reported that the project manager started halfway through phase 1 of the project with limited knowledge of the Employment Intensive approach but managed to learn and become an 'expert' in the approach through training and experience. The project manager oversees the entire project and is supported by six field officers who monitor progress at the sites. A member of the ILO outside of Jordan believes that the project should have a third key person to assist with the day to day management of the project.

The team in Jordan has access to technical support from the regional office in Beirut and the international office in Geneva; however, it was reported that there has been limited use of this support outside the design process of phase 1. The Jordanian team is recognised for having significant internal expertise, with specialists in skills, resilience, crisis response, employment and research. It was reported that there was no program officer in Beirut

dedicated to this project for approximately six months. The autonomy of Jordan office was reported to be very helpful, as it lowered the burden on the Beirut office.

The management structure is lean and while there are efficiencies in having a small team, the project could benefit from additional resources who could assist with administration and communication with the directorates. The limited engagement with the regional office is understandable given the nature of the project; however, with the chief technical adviser moving to Beirut as the Regional Resilience and Crisis Response Specialist, it is imagined that there will be more engagement between these two offices in the future.

Monitoring, evaluation and learning (EQs 21, 8, 9)

A documented monitoring and evaluation plan for the entire Employment Intensive Investment Programme for Jordanians and Syrian Refugees (Jordan EIIP) exists; however, it is not evident how this is used in this project. Along with this, there is a Jordan EIIP monitoring table, but no specific monitoring table for this project has been found. While there is a high-level theory of change for the Jordan EIIP and Decent Work Country Programme, there is no specific theory of change for the project. It is also unclear that sufficient budget has been allocated to monitoring, evaluation and learning activities.

The results of the project are captured in the progress reports submitted by the project manager, which capture key constraints in implementation and some of the project's indicators, but not all. Other than for reporting purposes, the data collected on indicators are used to track progress towards the achievement of the targets. The data are provided by the directorates and are verified by the field officers (researchers). In terms of evaluation, there are two evaluations on-going, this final evaluation and an impact evaluation of the water cistern component of the project is under progress, which may produce valuable insights into how such a project impacts on farmers, their yields and labour demands.

The monitoring and evaluation component of this project is lacking. There is little evidence of a monitoring and evaluation process beyond collecting data to report on targets. Having a single repository and dashboard for these data could assist in these reporting process. The data collected on project indicators do not appear to be contributing to a broader learning agenda, but the impact evaluation has the potential to contribute to ILO's learning, as well as a broader audience.

The project is sufficiently large in terms of scale and budget to warrant more focus on monitoring, evaluation and learning. More time could have been spent building the theory of change for the project during the design phase, which would have helped identify assumptions and potential pitfalls in the project's design.

Communication (EQ 20)

Communication is assessed at two levels, firstly the communication effectiveness within the ILO's structures, and secondly, the communication effectiveness between the ILO and external stakeholders.

Internal communication

Communication between the three relevant offices of the ILO regarding this project has been limited. Other than the progress reports, stakeholders did not report much in terms of communication. It was mentioned that although there were no major issues, it would have been better if there was a greater flow of information. On the formal communication tasks, there were some minor reported confusions on the responsibilities and reporting lines; however, these were reported as not being serious or of much consequence.

The limited communication between the three offices of the ILO has not been a significant issue. However, the issue of payment of workers could have been emphasised and raised with the other offices with a view in finding a solution for the constraints imposed by the ILO's bureaucratic processes.

External communication

Communication to the directorates and Ministry of Agriculture was reported to be sufficient in most cases, except in the following:

- The directorates reported being unsure about the reasons behind the payment delays and that they would like to have more communication on timelines for payment
- Some directorates claim to have been initially unaware of the changes in recruitment or farmer selection processes and that they were blind sighted
- Members of the technical committees and monitors claim they were told they would receive some remuneration for their efforts in this project; however, they are entirely unclear on if this will be the case or how much they may received

The communication with Ministry of Agriculture and directorates has been largely successful. However, it is important for the ILO to provide clarity on remuneration for technical committee members and monitors.

IMPACT AND SUSTAINABILITY (EQS 26, 27, 28)

Impact assesses “the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended”, while sustainability “is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.”

Promote better living conditions for Syrian refugees and Jordanians through increased decent work in the agricultural sector and an improved environment – developmental goal of the project

Workers

To achieve its ultimate goal of improving the living conditions for Syrian refugees and Jordanians, the project aims to create decent work. This section evaluates the project’s success in contributing to improved living conditions of the workers involved in this project.

Income

The first contribution of the project to achieving this goal is through the direct benefit of short-term employment. That being an increase in income. As discussed above the project will provide workers on average with approximately JOD375.00 (USD525.00) each. Workers report that this once-off increase in income will help them temporarily contribute to meeting their and their families’ needs of paying rent, buying food, and paying for medical expenses.

In general, the work is good, it provides us with an income to provide for needs.

Male worker from Karak

It will provide me with a short-term income that could help me find something else. But I haven’t found anything else yet.

Maler worker from Balqa

Economic situation is better. We will be able to pay rent and bills and loans

Female worker for Balqa

In this sense, because the improvement in income is only a once-off lumpsum for the work, the project is providing a source of relief to these individuals. One directorate officer referred to the project as providing “first aid” to the workers, because the work was not sustainable.

For this immediate relief to be realised the workers need to receive payment. The delays in payment are preventing the project from achieving this initial step of providing a short-term source of income.

Till now we haven’t received the income, so we cannot talk about the benefit of the project.

Female worker from Shobak

The project has the ability to provide relief to the workers by providing them with an income through decent work. The delay in payment directly reduces the likely contribution of the project to achieving its developmental goal. Furthermore, unless the workers are able to find other work as a result of this project, this increase in income will be short lived. This is assessed in the next section.

Skills and employability

For the increases in incomes to be sustained, and hence the workers’ abilities to consistently meet their needs and improve their living conditions, they need to be able to find other sources of income after the completion of the project. While it is not possible to test this empirically given the timing of the evaluation, we assess the likelihood of this based on the perceptions of the stakeholders and workers, and a critical assessment of the system.

Transferability of skills

When considering whether the workers will be able to find other employment it is important to consider the transferability of the skills potentially developed through the project, regardless of whether skills development was achieved.

In Jordan, the forestry land is owned by government, and the government reportedly is almost a *monopsonist* in this sector, thus, repeat work in forestry would rely on being recruited by the government. This makes the skills learnt in forestry potentially useful to the Jordanian workers; however, the government reportedly cannot employ foreigners as a matter of business as usual, unless it receives funds from an external body. Thus, the Syrians who may have gained the necessary skills in forestry will only be able to apply these skills in Jordan if there is another externally funded project. The skills learnt working on the irrigation systems have applications outside of the forestry sector, and could, if the skills are developed, provide the workers with other opportunities in agriculture, where there are more employers. The nursery sector has both public and private players, which means that the skills learnt through working at the nurseries are more likely to result in improved employability.

The forestry experience can only be used for forestry. And Forestry is only run by government. These skills are not transferable.

Technical committee member

Skills development

The stakeholders and workers report that the length of time spent on the job is insufficient to become proficient in the skills needed to complete the job, and rather that it provides them with an introduction to the work. Stakeholders reported different periods of time required to build sufficient skills, but the minimum reported was six months, which is almost double the maximum length of time a person could have worked on this project.

If you give a worker that works for 3 months, it is like giving them first aid. But we want and need specialist workers. Three months of training and three months of practices is the minimum. The ideal is one year; training for three months and work for 9 months. Then you have a worker you can depend on

Technical committee member

We need a sustainable impact, and there is no impact. Only a short trigger. They did not gain experience in this job. The financial impact was minimal because they worked less than one month, and they are not paid yet. So the impact is low. It did give them some hope. Even the income is just a little hope. If you don't have an income you don't have any impact.

Technical committee member

I learnt about cleaning around of trees, but there are no job opportunities.

Female worker from Madaba

Some workers did report that the skills they learnt on the job could be applied at their homes, referring specifically to digging and planting. However, other workers countered this by asserting that they either did not have access to lands to do so, or that their lands were too small to be productive. Workers did request that they received certificates from the programme to prove that they have had some exposure to the sector.

Given the limited time workers were exposed to the sector it is unlikely they gained sufficient skills to be considered skilled. Furthermore, the skills gained are limited to a few jobs offered in the agricultural and forestry sector, which is a small sector in Jordan and strong competition for jobs. These two factors limit the potential impact beyond the project's lifespan.

Personal growth

Another avenue of impact is through changes in soft skills and motivation.

The workers reported that even though they were on the project for a limited period of time, having a job helped them develop a routine, become motivated, develop a sense of agency, and gain self-worth. The workers also report making friends and social networks, which allow them to develop and gain confidence.

We have met new people. We learn to wake up early and get a routine like a normal person.

Male worker from Ajloun

You gain the experience form the work and the people. Now you don't have fear and you can take responsibility.

Female worker from Madaba

When you see the area, and see the work, and you plant a tree, and this leaves a print in this location. When you grow up you can say "I achieved something here".

Female worker from Ajloun

You feel like you are participating in your life and gain an identity.

Female worker from Karak

For me I used to stay at home doing nothing, but here I broke the ice and met people.

Female worker from Madaba

The project has resulted in noteworthy shifts in the workers perceptions and motivations. While it remains to be seen whether these result in more tangible changes, the personal growth associated with working and feeling a sense of value have been achieved.

Gender dynamics (EQ 16, 24)

A key focus of the project is on gender equality and integration. Women reported that they were well respected in the project, and claim significant impacts on their perceptions of work, as well as others' perceptions of them. Female focus group discussants state that before this project they would spend their days at home and were hesitant to work, specifically in a sector like agriculture.

They report that the project helped them 'break the ice' and that the job opportunity provided them with the first step to enter the work place. At first, they claim they were met with some resistance from men; however, overtime this decreased, and the men's perceptions changed.

We used to have some fears about going into work, but now, no.

Female worker from Ajloun

We don't find discrimination. They respect that you are a lady and you are leaving your house for work. Sometimes they would split the work. We used to bring the plants, and the men used to dig. They would give us the work we can do physically.

Female worker from Ajloun

The first challenge is working with males. At the beginning they were not willing. But after that, the view of such jobs switched from negative to positive. Now most families are happy to recruit a girl.

Female worker from Karak

We are allowed to bring our children to the site. This helps with dealing with the commitments. They are very respectful for our children.

Female worker from Balqa

The project helped address specific issues, such as the need for child care and the cultural aspect of working separately to men. Women reported being permitted to bring their children to the site, which helped them deal with their commitments. Women were generally separated from the men in terms of their work and where they worked. The nursery component of the project was particularly effective in this by allowing the women to work in their own separate greenhouse or shed away from the men, which they reported made them feel more comfortable.

An unintended result of having the women work together is that they report having created very strong friendships, where they did not have these before. In Ajloun, the women claimed to have gone as far as creating a form of a support group where they meet and discuss their issues. They state that these friendships have helped build their motivation and confidence to work.

We share culture and share in the supportive environment for women

Female worker from Balqa

Even when we finished the first component, we had built such strong links that during the time we were not working we would see and talk to each other. We have built friendships

Female worker from Balqa

The moral support. I think it is a good idea to have such projects, you have some individuals that support you to do this work. In our communities we have some people who try break you down, but this builds you up.

Female worker from Ailoun

The project has contributed to a change in mindsets among women and men about the work women are able to do. It has also provided women with an entry point into the world of work. The project has also allowed for women to develop important social links with other women, which provides them with a support network. This is a strong outcome of the project and could be improved if the quota of women workers was substantially increased.

Social integration (EQ 16)

As found in the master's thesis of Moritz Harzenetter, there were reports from the workers that by having Syrians and Jordanians working together it has encouraged dialogue and integration.

There has been integration between Syrian and Jordanians. It is good to learn about each other's culture.

Female worker from Balqa

As Syrians, we face a hard situation. This project has helped integrate us in the community

Female worker from Balqa

We met more people, and there is more integration with the community, and we sit together and talk together. We were mixed Jordanians and Syrians

Male worker from Shobak

We used to think dealing with the Syrians is tricky. We were reluctant to work with the Syrians, but now we are not.

Male worker from Karak

Tension between the Syrians and Jordanians was decreased, and in some cases, friendships were formed.

Farmers

The achievement of the developmental goal of the project is also contributed to by the impact on the farmers of the water catchment and storage component of the project. While a full impact evaluation is being conducted on this component, anecdotal evidence from the field suggests that by addressing the water constraint farmers in Jordan face, the project is able to improve the productivity of the farms. The new infrastructure is likely to persist into the future; however, the government provision of such infrastructure will likely return to the baseline levels. In terms of impact on farmers' incomes or their demand for labour, farmers did not report increases in their labour demands or changes in their labour preferences as a result of the project. However, the impact evaluation should be able to provide more detailed findings on this.

The benefits of water cisterns to farmers are most likely out of the project's components to persist into the future, while the provision of more of this infrastructure will likely not increase as a result of the project, as the directorates remain resource constrained and a sustainable model for providing needy farmers with cisterns is yet to be developed.

Forestry

For the forestry component to lead to the impact of an improved environment the trees will need to grow to mature age when they become self-sustaining. The maintenance of the trees, including protection, watering and weeding requires labour and resources. As discussed in preceding sections, there are concerns around the survival of the planted trees due to the budgetary constraints on the directorates. Exacerbating this is the potential effects of climate change, which may necessitate more effort to be expended on maintaining the forests.

Brought in to increase the green area. We don't have budget, to start the new project. We are so limited in especially in the forestry sector. Climate change effects the forestry sector.

Directorate officer

Maybe if we had forestry tourism we could get more people in. People don't care they cut the trees for timber. But when you go for the local community and they benefit from the forest. We encourage them to make some local shops around the forestry.

Directorate officer

The forests are not planted with the intention of being productive, but rather for means of erosion control, beautification and afforestation. However, these benefits may not be immediately appreciated by the local communities, which is important to achieve long-term sustainability and for additional benefits to flow from their existence. Workers reported having gained a new appreciation for trees since working with them, and feel more inclined to protect trees; however, this does not necessarily represent the feelings and views of local communities and roaming shepherds.

The planting of trees has the potential of achieving impact in the future; however, the survival rate of the trees is a concern, as are the local perceptions of the forest. The project does not include sufficient consideration for what happens to the trees after the project ends, nor does it fundamentally change the system surrounding forestry. Thus, the tree planting provides a potential once off increase in the forested area of Jordan, but does not ensure its sustainability.



Planted Acacia tree

A note on planting exotic species

Eucalyptus as a case study

If the objectives of planting trees are for expanding forested areas, combating the loss wildlife habitat, preventing runoff and erosion, and increasing biodiversity, exotic tree species should be selected with caution. Jordan's native trees include specific species of oak, conifers, acacia and olive trees. These trees are hardy and grow across Europe with relative success. They are less likely to form monocultured environments and are found in diverse forests. Jordan's more arid areas are naturally covered with prolific shrub life rather than trees.

Exotic species if well selected and controlled have potential benefits. For example, the planting of the Eucalyptus species (from the Australia, New Guinea and Indonesia) has the following benefits:

- It grows quickly and produces high quality hard wood in a short period
- It is drought resistant
- It acts as a wind-barrier
- It can be used for more than just its wood with the eucalyptus oil being valuable too
- Wood yield for water is high

However, the tree can also have potential negative impacts on the environment and surrounding communities:

- It is a water intensive tree and can dry out water basins and catchment areas
- It secretes substances into the soil that prevent other plants from growing which results in monocultured environments, also known as "bio deserts" which means other plants and animals struggle to will live where it grows.
- It does not support a native animal population as its leaves are not as nutritious and require specific enzymes to be broken down
- Eucalyptus species are vulnerable to fire and the high oil content in the trees makes these fires difficult to control

In a desert context it has been used to begin the process of "greening" in various places around the world. Usually, if planted in farrows, the rare rain water collects easily in the farrow and supplies the plant with sufficient water to survive. It is a good tree for commercial forestry due to its high yields, but it is not clear that it is possible to maintain repeated crops in low quality soil.

The benefits of planting an exotic species, such as Eucalyptus, are predominantly focused around it being used as a productive tree. Thus, in this case where the forests are not intended to be harvested, the potential threats of high-water use, monocultured environments and fire may outweigh the fast-growing benefits of the plant.

Sources:

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Seedling production

The impact of the increase in seedling production will only be realised once the plants have grown, been distributed to farmers and have reached the fruit bearing age on the farms. The time horizon of this is outside of the scope of the project and the ministry has raised concerns around the care of the seedlings.

In spite of the potential threats to the survival of the plants discussed in [Effectiveness and efficiency](#), the large increase in production will likely result in more trees being distributed to farmers. However, this is only a once-off increase and will likely not result in a sustained change in the production of seedlings, as the nurseries remain resource constrained.

Government (EQ 17)

One of the potential avenues for sustainability in short-term employment generation is through the government adopting the employment intensive approaches. The directorates report that while they could see the benefit of employing a large number of workers, they will likely revert to their original methods due to cost and efficiency. An example of this, is where a directorate added to the forestry site planted by the project; however, they opted to use bulldozers and other heavy moving equipment, as they believed the quality of the soil terraces was superior to that of those made by hand, and that the process was far more efficient.

When we are talking about this system of employment intensiveness, it depends on the financial support and our approach. Our approach depends on the old system. Here we are talking about the budget, and it is too limited. It is not easy for us to take on the approach of this project.

Ministry of Agriculture

Another impact could be that in the level of wages paid per worker. The project paid workers JOD15.00 per day, while the directorates currently pay around JOD7.33 per day. This increase was reported to have positive outcomes in terms of worker motivation; however, the directorates and Ministry of Agriculture reported that they cannot pay workers at this level using their own budgets and will revert to JOD7.33 per day. It is interesting to note that the directorates have set the level of the wages based on the minimum wage for the sector; however, the minimum wage for the sector is claimed to be JOD220.00 per month, which they convert to a daily wage by dividing by 30 days. Given that legislation prevents workers from working 7 days a week for a full month, this conversion to a daily rate is spurious, as a worker could never legally achieve the minimum monthly wage on it.

Although benefits of the employment intensive approach are recognised by the Government, it is unlikely that this specific project will result in fundamental changes at this level due to perceptions of budget restrictions and efficiency.



Site where directorate used a bulldozer to create additional terraces for tree planting

CONCLUSIONS

Phase 2 of the Job creation for Syrian refugees and Jordanian host communities through green working in agriculture and forestry is largely a continuation and expansion of phase 1. The development goal of the project is in line with the donor and the ILO's goals more broadly, and beyond the explicit objectives, working on these direct implementation projects provide the benefit of the ILO becoming more recognised and trusted by stakeholders in this space, which will allow it to be more effective in driving greater change at higher levels in the future. However, other than this implicit potential, the project does not clearly illustrate how it will achieve its development goal of improved living conditions for the targeted population. The relevance of the project would have benefited from a more rigorous design process that included more preparatory work on understanding the sector and its constraints, mapping out a theory of change and critically interrogating its assumptions, greater integration of the project's components, and more consideration for the sustainability of results.

The project was largely effective in reaching its targets and immediate objectives of creating short-term employment. However, the targets of workdays and workers do not take into consideration the qualitative aspects of the work created, nor do the output figures consider the sustainability of the results. When unpacking the worker targets, we find that due to the delay and the implementation period being reduced to three months, the project's effectiveness was impacted on in terms of the depth of experience each worker received, and the delays in payment has led to potential negative effects, such as increased financial stress on workers. In spite of this, creating short-term employment for the targeted group had other benefits, such as improved confidence and self-worth. When examining the other output targets, we find that their sustainability is threatened due to constraints in government resources and a limited consideration in the project's design for what happens after the project is completed. Thus, while the project has been effective at reaching its headline targets, the longevity of these outputs and their impact needs to be prioritised over the project's cost-effectiveness in reaching them.

Once the workers are paid, the project will have delivered relief to the workers by providing them with an income through decent work. This will allow the workers temporarily meet their needs, but unless the workers are able to find other work as a result of this project, this will be short lived. Although workers' expectations and hopes have been raised, the workers' 25-day experiences on the project are unlikely to dramatically improve their employability in the future. Nevertheless, the project has resulted in noteworthy shifts in the workers perceptions, motivations, social lives and feelings of value. Furthermore, the project has contributed to a change in mindsets among women and men about the work women are able to do. It has also provided women with an entry point into the world of work. The project has allowed for women to develop important social links with other women, which provides them with a support network. In terms of the other components, the component most likely to result in sustainable impact is the delivery of water cisterns to farmers, while the impact of the tree planting and seedling production is threatened by resource constraints.

The ability of the project to continue in spite of the delays and still achieve significant amounts of work in a short period of time is testament to the management and implementation ability of the project team; however, the disparate design of the project and its limited consideration for impact and sustainability constrains this achievement. With more consideration and effort placed in the design phase, the project could have achieved further reaching impact and more sustainable change.

RECOMMENDATIONS (EQS 18, 25)

Given that this is the final evaluation of the project and there are currently no plans for a third phase of the project, the recommendations provide suggestions and considerations for future projects.

1. Place more emphasis on the design process

1.1 *Projects such as this one would benefit from more emphasis being placed on the preparatory elements of a design phase.* Specifically, more effort could be spent on conducting needs analyses, diagnostics and assessments of the system the project will be intervening in. This would improve the project's relevance in the prevailing contexts and assist in preparing for potential risks threatening the project.

1.2 *Construct project specific theories of change and unpack the assumptions underlying the project's success.* The process of building a detailed theory of change forces an interrogation of the underlying assumptions of the project and ensures that there is a view on how the project will lead to achieving the ultimate goal of the project. This would allow for gaps in the project's logic to be identified upfront.

1.3 *Include a focus on sustainability.* While not all outcomes are required to be sustainable, sustainability is vital in those outcomes that require their persistence into the future to achieve the goal of the project, such as trees living to a point of self-sustenance. Using a theory of change and assessment of assumptions can help in this regard by requiring an explanation of what after the project comes to an end. As part of this process the design team should identify threats to impact and sustainability and plan for their mitigation.

1.4 *Include a participatory process into the design of the project.* Including key stakeholders in the design process can assist in further identifying contextual constraints or risks in the design. A practical method of including relevant stakeholders is through a design validation workshop where the theory of change is presented and interrogated.

1.5 *Ensure that a monitoring, evaluation and learning plan be developed for the specific project.* The project is sufficiently large in terms of scale and budget to warrant more focus on monitoring, evaluation and learning. More time could have been spent building the theory of change for the project during the design phase, which would have helped identify assumptions and potential pitfalls in the project's design. Having a single repository for all data collected on indicators would also assist with reporting processes and may even allow for a more frequently updated dashboard for stakeholders to track.

The above recommendations are all of medium priority. The recommendations are applicable to ILO team responsible for the design of projects. These recommendations are not only applicable to when a project is in its design phase. Ongoing projects could benefit from design evaluations that could inform course adjustment. The implementation of these recommendations would require additional time and effort placed at the beginning of the project cycle.

2. Find compromises in bureaucratic processes that place the needs of the beneficiary first.

2.1 The delays in payments experienced by workers and farmers in this project has the potential to negate its positive outcomes. Although the cause of these delays is multifactorial and responsibility falls on both the ILO and the implementing partner, streamlining the bureaucratic processes and requirements could still expedite payments to beneficiaries. Even allowing for more disaggregated payments would assist by allowing for disbursements of funds to the directorates who have met all bureaucratic requirements.

The above recommendation is a priority of extremely high importance. The recommendation is applicable to the country and regional office of the ILO, as well as the ILO Head quarter's Administration team. This recommendation requires urgent attention. The implementation of this recommendation would unlikely require significant resources, but rather a change in administrative processes.

3. Explore other payment structures.

3.1 The targeting of the water cistern component was influenced by farmers abilities to carry the full costs of construction. This resulted in more needy farmers turning down the support. To overcome this, alternative payment or delivery methods should be explored. Potentials that could be explored include a proportion of the subsidy paid upfront; or, a direct payment to the contractor selected to build the cistern.

3.2 An area of confusion for the technical committees was around their own remuneration. It appears that technical committees and others involved in phase 1 implementation received some remuneration for their efforts in implementing the project; however, this has not been explicitly addressed in phase 2. Technical committee members would appreciate more clarity on this remuneration and providing them with this would help manage their expectations and provide them with an incentive to go above and beyond.

The above recommendations are of medium priority. The recommendations are applicable to the country office of the ILO, as well as implementing partner (Ministry of Agriculture). The implementation of this recommendation would require time and effort in exploring the viability of various delivery mechanisms.

4. Further contribution to gender equality.

4.1 The evaluation found evidence of the project contributing to changes in perceptions of women in the workplace both of the women themselves and the men they worked with. This was achieved through merely having opportunities for women. Thus, these impacts could be strengthened by increasing the conservative target of 10% of the job opportunities created for women. We recommend that projects include more ambitious targets for the inclusion of women.

The above recommendation is of low priority. The recommendation is applicable to the country office of the ILO, as well as implementing partners. The implementation of this recommendation could happen in future projects and would require limited resources.

5. Mainstream selection criteria and scoring for the recruitment of workers.

5.1 Although the directorates initially resisted the revised recruitment process of having selection criteria and a scoring system for recruiting workers, the process absolved them of making contentious recruitment decisions. These recruitment processes though imposed and managed by the ILO for this project, could be incorporated into the implementing partner's practices. The ILO Country office should investigate methods of mainstreaming these impartial recruitment practices more broadly.

The above recommendation is of low priority. The recommendation is applicable to the country office of the ILO, as well as implementing partners. The implementation of this recommendation could potentially require significant resources to establish a programme focused on government recruitment processes.

LESSONS LEARNED

1. Working with ministries as the implementing partners in Jordan requires a significant amount of time in project implementation to be dedicated to approval processes:

The approval processes involved in working with ministries in Jordan take several months to be cleared before implementation can begin. If not accounted for in the implementation plan, the project can suffer from workplan compression and weaken project outcomes. Although not all delays can be anticipated, there is a significant amount of time dedicated to approval processes that can be planned for.

2. Applying objective criteria to the selection of workers improves project effectiveness at reaching the targeted populations

In phase 1 of the project, the implementing partner was given the full responsibility of recruiting workers. This introduced the potential for preferential selection and the needy being overlooked. By introducing a scoring matrix for applicants, the project was able to ensure a more transparent recruitment process and prioritise

individuals most in need of support. The criteria used included assessments of the socio-economic standing of the applicants, and thus was able to ensure the recruitment of the intended beneficiaries of the project.

3. Setting a gender target will likely lead to the achievement of the target, but not more

The project had a minimum target of 10% of workdays created being for women. This was virtually achieved, but not exceeded in either phase. However, there is scope for more women to be employed, as they are willing. The benefit of having women included in such a project is large and contributes to furthering gender equality.

EMERGING GOOD PRACTICES

- 1. Use criteria for selecting workers on employment-intensive investment projects:** For projects focused on creating short-term employment using employment-intensive measures, a scoring matrix that considers economic and social needs of applicants should be used. Using these criteria will reduce biases in the selection of workers, as well as address the constraint of needing to be 'well-connected' to find work. Using such a tool will lead to more objective and impartial hiring practices.
- 2. Set ambitious gender equity targets:** For projects focused on creating short-term employment using employment-intensive measures, setting ambitious targets for creating jobs for women will drive greater focus on employment equity.

APPENDIX A – EVALUATION MATRIX

Table 2: Reference evaluation questions linked to headings in report²²

<p>Relevance <i>The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.</i></p>	<p><u>Relevance and strategic fit</u></p> <ol style="list-style-type: none"> 1. How do the project objectives respond to the priorities of the donor? 2. To what extent are project activities linked to the global commitments of the ILO including the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs)? 3. How well does the project's approach fit context of the on-going crisis in Jordan? To what extent does the project fit into national development and humanitarian response plans? 4. Are the project objectives aligned with tripartite constituents' objectives and needs? What measures were taken to ensure alignment? How does the project deal with shortcomings of tripartism characteristic of the region? 5. Are the planned project objectives and outcomes relevant and realistic to the situation and needs on the ground? Were the problems and needs adequately analysed? <p><u>Validity of design</u></p> <ol style="list-style-type: none"> 6. Is the project strategy and structure coherent and logical (what are the logical correlations between objective, outcomes, and outputs)? Do any changes need to be made to the design of the project? 7. On the whole, are project assumptions realistic; did the project undergo a risk analysis and design readjustment when necessary? 8. Does the project make use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the project's progress? If necessary, how should they be modified to be more useful? Are indicators gender sensitive? Are the means of verification for the indicators appropriate? Are the assumptions for each objective and output realistic? 9. To what extent were the indicators used effectively in measuring enhancement of the capacities of ILO constituents? 10. What was the baseline condition at the beginning of the project? How was it established? 11. Was the strategy for sustainability of impact defined clearly at the design stage of the project? If yes, how? Was the approach taken appropriate to the context?
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²² Definitions for each criterion are as per OECD, DAC Criteria for Evaluating Development Assistance <<http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>>

<p>Effectiveness <i>A measure of the extent to which an aid activity attains its objectives.</i></p>	<p>12. Is the project on-track to achieve the main objectives? (analysis of achievements and challenges by output is required) In cases where challenges were faced, what intermediate results can be reported towards reaching the objective? Are the project partners using the outputs?</p> <p>13. What have been the constraining factors and how have they been addressed?</p> <p>14. How have stakeholders been involved in project implementation? To what extent has the project management been participatory and has the participation contributed towards achievement of the project objectives? How effective was the collaboration with other projects and what has been the added value of this collaboration?</p> <p>15. To what extent did the project build synergies with national and regional initiatives and with other donor-supported projects including in countries of origin?</p> <p>16. How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?</p> <p>17. To what extent did synergies with and operation through local organisations help to ensure the sustainability of the impact of the project, i.e. through building capacity?</p> <p>18. How could the effectiveness of the project be improved?</p> <p><u>Effectiveness of management arrangements</u></p> <p>19. What was the division of work tasks within the project team and has the use of local skills been effective? How does the project governance structure facilitate good results and efficient delivery? And if not, why not? How clear is the understanding of roles and responsibilities and division of labour between project staff?</p> <p>20. How effective was communication between the project team, the regional office and the responsible technical department at headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?</p> <p>21. How effectively does the project management monitor project performance and results? Does the project report on progress in a regular and systematic manner, both at regional level, to PROGRAM and the donors? What M&E system has been put in place, and how effective has it been?</p>
<p>Efficiency <i>Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs.</i></p>	<p>22. To what extent have project activities been cost-effective? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? To what extent can the project results justify the time, financial and human resources invested in the project?</p> <p>23. To what extent has the project been able to build on other ILO or non-ILO initiatives either nationally or regionally, in particular with regard to the creation of synergies in cost sharing?</p> <p>24. What were the intervention benefits and related costs of integrating gender equality?</p> <p>25. How could the efficiency of the project be improved?</p>
<p>Impact <i>The positive and negative changes produced by a development intervention,</i></p>	<p><u>Impact orientation</u></p> <p>26. What is the likely contribution of the project initiatives to the stated objectives of the intervention?</p>

<i>directly or indirectly, intended or unintended.</i>	27. To what extent are national partners able and willing to continue with the project? How can the project best build the foundation to ensure that the project is sustainable after its completion?
<p>Sustainability <i>Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.</i></p>	<p>28. Are the results achieved by the project so far likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project?</p> <p>29. To what extent was sustainability of impact taken into account during the design of the project?</p>

In addition to the above questions the ILO also seeks to capture lessons learnt. These are captured in the following questions:

30. What good practices can be learned from the project that can be applied in similar future projects?

31. If it were possible, what could have been implemented differently for greater relevance, sustainability, efficiency, effectiveness and impact?

Table 3: Evaluation matrix **

Evaluation questions	Indicators	Sources of Data?	Method?
<u>Relevance and strategic fit</u>			
1. How do the project objectives respond to the priorities of the donor?	The Project's objectives are in line with the documented priorities of the donor	Project documents / Donor documents	Document review
	Donors and other stakeholders are able to articulate how the project objectives align to the priorities of the donor	Project stakeholders / Donors	KII
2. To what extent are project activities linked to the global commitments of the ILO including the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs)?	The Project has a well realised theory of change illustrating how its activities will contribute to the global commitments of the ILO	Project documents	Document review
	There is evidence or theory supporting the Project's theory of change	Project documents	Document review
	Project stakeholder are able to articulate how the project's activities are linked to global commitments of the ILO	Project stakeholders	KII
3. How well does the project's approach fit context of the on-going crisis in Jordan? To what extent does the project fit into national development and humanitarian response plans?	The Project documents how the Jordanian context is considered in the design of its activities	Project documents	Document review
	The Project's team is able to explain how the Project aligns to its context and the relevant plans	Project stakeholders / Beneficiaries	KIIs / FGDs
4. Are the project objectives aligned with tripartite constituents' objectives and needs? What measures were taken to ensure alignment? How does the project deal with shortcomings of tripartism characteristic of the region?	The Project documents the needs and objectives of the Project's beneficiaries (workers, employers and state)	Project documents	Document review
	Representatives from each party confirm that needs and objectives are matched with the Project's.	Project stakeholders / Beneficiaries	KIIs / FGDs

5. Are the planned project objectives and outcomes relevant and realistic to the situation and needs on the ground? Were the problems and needs adequately analysed?	Stakeholders report that the objectives and activities are suited to the situation on the ground	Project stakeholders / Beneficiaries	KIIs / FGDs
	The Project conducted a needs and situation analysis that informed its design or confirmed its design	Project documents	Document review
<u>Validity of design</u>			
6. Is the project strategy and structure coherent and logical (what are the logical correlations between objective, outcomes, and outputs)? Do any changes need to be made to the design of the project?	The Project has a well realised theory of change illustrating how its activities will result in impact	Project documents	Document review
	There is evidence or theory supporting the Project's theory of change	Project documents	Document review / KIIs
7. On the whole, are project assumptions realistic; did the project undergo a risk analysis and design readjustment when necessary?	Project assumptions captured and arguments supporting these are well articulated and supported with theory or evidence	Project documents / Project stakeholders / Beneficiaries	Document review / KIIs
	There is a well-developed risk assessment	Project documents	Document review
	There is evidence of course correction or readjustment where assumptions failed, or risks were realised.	Project stakeholders	KIIs / Document review
8. Does the project make use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the project's progress? If necessary, how should they be modified to be more useful? Are indicators gender sensitive? Are the means of verification for the indicators appropriate? Are the assumptions for each objective and output realistic?	There is a M&E framework and there is evidence that it is consistently used.	Project documents	Document review
	There is evidence that the data collected through M&E has been used in project management / Project staff can provide examples of when the data collected through the framework has been used	Project documents / Project stakeholders	Document review / KIIs
9. To what extent were the indicators used effectively in measuring enhancement of the capacities of ILO constituents?	There are gender specific indicators. Relevant indicators are disaggregated by gender.	Project documents	Document review
10. What was the baseline condition at the beginning of the project? How was it established?	This question is exploratory and does not require indicators	Project documents / Project stakeholders	Document review / KIIs
11. Was the strategy for sustainability of impact defined clearly at the design stage of the project? If yes, how? Was the approach taken appropriate to the context?	A strategy for sustainability is documented	Project documents	Document review
	Stakeholders report that the strategy for sustainability is appropriate	Project stakeholders	KIIs
12. Have the activities been designed with consideration for gender dynamics and do they further gender equality?	The Project documents how gender is considered in the design of its activities	Project documents	Document review
	The Project documents the logic behind how its activities will further gender equality	Project documents	Documents
	Project staff are able to explain how the Project considers gender and how it will further gender equality	Project stakeholders	KIIs
<u>Effectiveness</u>			
13. Is the project on-track to achieve the main objectives? (analysis of achievements and challenges by output is required) In cases where challenges were faced, what intermediate results	Project targets and objectives have been achieved and documented	Project documents / Project stakeholders	Document review / KIIs
	There is evidence supporting the reported achievement of the Project's targets and objectives	Project documents / Project stakeholders / Beneficiaries	Document review / KIIs / FGDs

can be reported towards reaching the objective? Are the project partners using the outputs?	Communities and farmers are using the infrastructure put in place	Project stakeholders / Beneficiaries	KIIs / FGDs
14. What have been the constraining factors and how have they been addressed?	This question is exploratory and does not require indicators	Project stakeholders / Beneficiaries	KIIs / FGDs
15. How have stakeholders been involved in project implementation? To what extent has the project management been participatory and has the participation contributed towards achievement of the project objectives? How effective was the collaboration with other projects and what has been the added value of this collaboration?	Stakeholders report being involved in the project implementation	Project stakeholders	KIIs
	Stakeholders report the process being participatory	Project stakeholders	KIIs
16. To what extent did the project build synergies with national and regional initiatives and with other donor-supported projects including in countries of origin?	Stakeholders report that the project built on synergies with national and regional initiatives and are able to explain how.	Project stakeholders / Donors	KIIs
17. How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?	This question is exploratory and does not require indicators	Project documents / Project stakeholders	KIIs
18. To what extent did synergies with and operation through local organisations help to ensure the sustainability of the impact of the project, i.e. through building capacity?	This question is exploratory and does not require indicators	Project documents / Project stakeholders	KIIs / Document review
19. How could the effectiveness of the project be improved?	This question is exploratory and does not require indicators	Project stakeholders	KIIs
Effectiveness of management arrangements			
20. What was the division of work tasks within the project team and has the use of local skills been effective? How does the project governance structure facilitate good results and efficient delivery? And if not, why not? How clear is the understanding of roles and responsibilities and division of labour between project staff?	Roles and responsibilities are well documented and understood by stakeholders	Project documents / Project stakeholders	Document review / KIIs
	Stakeholders report that the division of tasks has been effective	Project stakeholders	KIIs
21. How effective was communication between the project team, the regional office and the responsible technical department at headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?	Stakeholders from each level report effective communication between the various teams and levels	ILO and project team	KIIs
22. How effectively does the project management monitor project performance and results? Does the project report on progress in a regular and systematic manner, both at regional level, to PROGRAM and the donors? What M&E system has been put in place, and how effective has it been?	There is evidence of regular reports at relevant levels	Project documents / Project team	Document review / KIIs

<u>Efficiency</u>			
23. To what extent have project activities been cost-effective? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? To what extent can the project results justify the time, financial and human resources invested in the project?	A comparison of the amount spent in the achievement of outputs against the budgeted amount	Project documents	Document review
	A calculation of the ratio of fixed expenses, or overheads, to variable expenses to provide an overall indicator of economy	Project documents	Document review
	The Project followed procurement processes that ensured the best price for inputs of a sufficient quality	Project documents / Project team	Document review / KIIs
24. To what extent has the project been able to build on other ILO or non-ILO initiatives either nationally or regionally, in particular with regard to the creation of synergies in cost sharing?	There is evidence of the Project building on other ILO and non-ILO initiatives to allow cost sharing	Project stakeholders / Donors	KIIs
25. What were the intervention benefits and related costs of integrating gender equality?	This question is exploratory and does not require indicators	Project stakeholders	KIIs
26. How could the efficiency of the project be improved?	This question is exploratory and does not require indicators	Project stakeholders	KIIs
<u>Impact orientation</u>			
27. What is the likely contribution of the project initiatives to the stated objectives of the intervention?	Reported likelihood of the achievement of the stated objectives	Project stakeholders / Theory of change	KIIs
	There is evidence that project targets and objectives are on track to being achieved	Project documents / Project stakeholders / Beneficiaries	KIIs / FGDs / Document review
28. To what extent are national partners able and willing to continue with the project? How can the project best build the foundation to ensure that the project is sustainable after its completion?	National partners report being willing to continue the project	National partners	KIIs
	National partners have dedicated resources to continuing the project	National partners	KIIs
<u>Sustainability</u>			
29. Are the results achieved by the project so far likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project?	There is a plan to maintain the infrastructure that documents who will implement this plan	Project documents / Project stakeholders	Document review / KIIs
	Project beneficiaries are able to find other employment after the completion of the Project	Beneficiaries	FGDs
30. To what extent was sustainability of impact taken into account during the design of the project?	<i>Repeated question</i>		

The following are not explicit evaluation questions, but rather areas are inquiry that will be explored throughout the evaluation process:

1. What have been the intended and unintended consequences of the Project on gender dynamics and equality?
2. What have been the unintended consequences of the Project?

*** The columns from the template, namely “Who Will Collect?”, “How Often?”, “Cost?”, and “Who will analyse?” have been removed from this table, as they are irrelevant for the purpose of this evaluation, as the evaluation team will collect the data, once-off, will analyse the data, and will do so at the contracted fee.*

APPENDIX B – EVALUATION TOOLS

KII GUIDES

ILO and high-level project staff

Introduction

I am an evaluator from Genesis Analytics, an economics-based advisory firm. The ILO has commissioned us to conduct a final evaluation on the project titled Job Creation for Syrian Refugees and Jordanian Host Communities through green works in agriculture and forestry.

You were identified as a key participant for this interview because of your role in relation to the Project.

Participation is entirely voluntary, and you are not obliged to answer any uncomfortable questions. You have the right to withdraw at any time.

Do you consent to be interviewed for the purposes of this study?

1. Please can you introduce yourself and explain your role in relation to the Project.

Relevance

2. What was the rationale for this Project?
3. To what degree were the needs and contexts of the targeted beneficiaries assessed before phase one?
4. How do you understand this Project will lead to better living conditions for Syrian refugees and Jordanians?
5. How do you understand the Project will lead to a better environment?
6. How do you think this project may impact on women and men differently?
7. How does this project link to the priorities of donors?
8. How does the project link to the needs of the tripartite constituents?

Effectiveness and efficiency

9. In your view, has the Project achieved on its objective and purpose?
 - What has influenced this achievement?
 - What were there any notable successes or failures of the Project?
 - Were there any delays in the Project's implementation and what caused these?
10. Does the project have a dedicated M&E framework, including a theory of change and project specific indicators? Where is this and how often is it updated?
11. How have these indicators been used to inform course adjustment?
12. What measures have been taken to ensure the cost-efficient delivery of the Project?
13. How has the project leveraged other initiatives of the ILO, other donors, and local players?

14. What has worked well and not so well in terms of project management and team structure?
15. Please explain the communication between yourself and the project team?

Exploratory questions

16. What has been the best thing about the Project?
17. If you could go back in time to the beginning of the Project, would you do anything differently? If yes, what would that be?

Impact

18. From your viewpoint, what impact has the project had on its beneficiaries and the environment?
19. How has the Project impacted on gender dynamics and equality?
20. What could be done to strengthen these impacts?
21. Have there been any negative consequences of this Project? If so, what are they?

Sustainability

22. What is in place to ensure that this Project's impacts are sustained? Was this considered during the design process?
23. Are there any constraints that may threaten the sustainability of the beneficiaries' abilities to gain decent employment? If so, what are they?

Closing question

24. Is there anything else you would like to mention about this project?

Project implementation / field staff

Introduction

I am an evaluator from Genesis Analytics, an economics-based advisory firm. The ILO has commissioned us to conduct a final evaluation on the project titled Job Creation for Syrian Refugees and Jordanian Host Communities through green works in agriculture and forestry.

You were identified as a key participant for this interview because of your role in relation to the Project.

Participation is entirely voluntary, and you are not obliged to answer any uncomfortable questions. You have the right to withdraw at any time.

Do you consent to be interviewed for the purposes of this study?

1. Please can you introduce yourself and explain your role in relation to the Project.

Relevance

2. What do you understand the rationale for this Project to be?
3. What do you think the primary needs of the targeted beneficiaries are?
4. How do you understand this Project will lead to better living conditions for Syrian refugees and Jordanians?
5. How do you understand the Project will lead to a better environment?
6. How do you think this project may impact on women and men differently?
7. How does this project link to the priorities of the Government of Jordan?

Effectiveness and efficiency

8. In your view, has the Project achieved on its objective and purpose?
 - What has influenced this achievement?
 - What were there any notable successes or failures of the Project?
 - Were there any delays in the Project's implementation and what caused these?
9. Does the project have a dedicated M&E framework, including a theory of change and project specific indicators? Where is this and how often is it updated?
10. How have these indicators been used to inform course adjustment?
11. How has the project leveraged other initiatives of the ILO, other donors, and local players?
12. What has worked well and not so well in terms of project management and team structure?
13. Please explain the communication between yourself and the project team?

Exploratory questions

14. What has been the best thing about the Project?
15. If you could go back in time to the beginning of the Project, would you do anything differently? If yes, what would that be?

Impact

16. From your viewpoint, what impact has the project had on its beneficiaries and the environment?

17. How have women benefited from this project?

- Is this different from the way men have benefited from the Project?

18. What could be done to strengthen the impact of this project?

19. Have there been any negative consequences of this Project? If so, what are they?

Sustainability

20. How likely do you think it is that the communities and farmers will continue to use and maintain the improved infrastructure?

21. Are there any constraints that may threaten the sustainability of the beneficiaries' abilities to gain decent employment? If so, what are they?

Closing question

22. Is there anything else you would like to mention about this project?

Ministry of Agriculture

Introduction

I am an evaluator from Genesis Analytics, an economics-based advisory firm. The ILO has commissioned us to conduct a final evaluation on the project titled Job Creation for Syrian Refugees and Jordanian Host Communities through green works in agriculture and forestry.

You were identified as a key participant for this interview because of your role in relation to the Project.

Participation is entirely voluntary, and you are not obliged to answer any uncomfortable questions. You have the right to withdraw at any time.

Do you consent to be interviewed for the purposes of this study?

1. Please can you introduce yourself and explain your role at the Ministry and how you have been involved with this project.

Relevance

2. What do you think the primary issues facing the targeted beneficiaries are?
3. What do you understand the rationale for this Project to be?
4. How does this project fit into the Ministry's plans and vision for the future?

Effectiveness and efficiency

5. In your view, has the Project achieved on its objective and purpose?
 - What has influenced this achievement?
 - What were there any notable successes or failures of the Project?
 - Were there any delays in the Project's implementation and what caused these?

Exploratory questions

6. What has been the best thing about the Project?
7. If you could go back in time to the beginning of the Project, would you or the Ministry do anything differently? If yes, what would that be?

Impact

8. From your viewpoint, what impact has the project had on its beneficiaries and the environment?
9. What could be done to strengthen the impact of this project?
10. Has the Ministry of Agriculture changed as a result of this Project? If so, what does it do differently now and why?
11. Have there been any negative consequences of this Project? If so, what are they?

Sustainability

12. How likely do you think it is that the communities and farmers will continue to use and maintain the improved infrastructure?
13. What is in place to ensure that the infrastructure is maintained, and the benefits are sustained?

14. Are there any constraints that may threaten the sustainability of the beneficiaries' abilities to gain decent employment? If so, what are they?

Closing question

15. Is there anything else you would like to mention about this project?

Ministry of Labour

Introduction

I am an evaluator from Genesis Analytics, an economics-based advisory firm. The ILO has commissioned us to conduct a final evaluation on the project titled Job Creation for Syrian Refugees and Jordanian Host Communities through green works in agriculture and forestry.

You were identified as a key participant for this interview because of your role in relation to the Project.

Participation is entirely voluntary, and you are not obliged to answer any uncomfortable questions. You have the right to withdraw at any time.

Do you consent to be interviewed for the purposes of this study?

1. Please can you introduce yourself and explain your role at the Ministry and how you have been involved with this project.

Relevance

2. What do you think the primary issues facing the targeted beneficiaries are?
3. What do you understand the rationale for this Project to be?
4. How does this project fit into the Ministry's plans and vision for the future?

Effectiveness and efficiency

5. In your view, has the Project achieved on its objective and purpose?
 - What has influenced this achievement?
 - What were there any notable successes or failures of the Project?
 - Were there any delays in the Project's implementation and what caused these?

Exploratory questions

6. What has been the best thing about the Project?

Impact

7. From your viewpoint, what impact has the project had on its beneficiaries and the environment?
8. What could be done to strengthen the impact of this project?
9. Has the Ministry of Labour changed as a result of this Project? If so, what does it do differently now and why?
10. Have there been any negative consequences of this Project? If so, what are they?

Sustainability

11. Are there any constraints that may threaten the sustainability of the beneficiaries' abilities to gain decent employment?

Closing question

12. Is there anything else you would like to mention about this project?

Female beneficiary FGD guide

Introduction

Good day, my name is _____, and this is _____. We are evaluators from Genesis Analytics. The ILO has commissioned us to conduct a study on the project titled Job Creation for Syrian Refugees and Jordanian Host Communities through green works in agriculture and forestry.

As part of the study, we want to understand more about your experiences as farmers.

Participation is entirely voluntary, and you are not obliged to contribute to the conversation. You have a right to withdraw at any time.

FGD RULES:

- I. All phones be put on silence or switched off
- II. Only one person is allowed to speak at a time
- III. There are no right/wrong answers, all participants are encouraged to be as honest as they can
- IV. No participant is superior – participants are encouraged to respect each other's views. No one is allowed to talk over anyone

Introduction of the participants

1. Please can you all introduce yourselves by telling us your name and where you are from.

Human graphs (icebreaker)

SETUP

Before the focus group discussion, place two signs some distance apart. One sign has the words strongly agree printed on it and the other, strongly disagree.

PROCEDURE

Read the series of statements and have the participants organise themselves along the line. Where they stand on the line indicates how much they agree or disagree with the statements. Once they have organised themselves ask people to explain why they chose to stand where they did and facilitate a debate.

STATEMENTS

Icebreakers

- Coffee is better than tea
- Rice is tastier than chickpeas

Content statements

- I am happy working in agriculture and forestry
- I feel secure in my job
- I am treated with the same amount of respect as a man

- I will be able to find other work if I have to
- I have hope for the future

Needs

2. What are your greatest needs?
3. What are your greatest challenges in finding decent employment?
4. How has this project performed in meeting your needs and addressing your challenges?

Impact and sustainability

5. What is the most significant change you have experienced in your life because of this project?
6. Do you think that the effects of this project will last?
7. Have you experienced any changes that are not good as a result of this project?

Close out

8. Is there anything else you would like to tell us?

Male beneficiary FGD guide

Introduction

Good day, my name is _____, and this is _____. We are evaluators from Genesis Analytics. The ILO has commissioned us to conduct a study on the project titled Job Creation for Syrian Refugees and Jordanian Host Communities through green works in agriculture and forestry.

As part of the study, we want to understand more about your experiences as farmers.

Participation is entirely voluntary, and you are not obliged to contribute to the conversation. You have a right to withdraw at any time.

FGD RULES:

- V. All phones be put on silence or switched off
- VI. Only one person is allowed to speak at a time
- VII. There are no right/wrong answers, all participants are encouraged to be as honest as they can
- VIII. No participant is superior – participants are encouraged to respect each other's views. No one is allowed to talk over anyone

Introduction of the participants

1. Please can you all introduce yourselves by telling us your name and where you are from.

Human graphs (icebreaker)

SETUP

Before the focus group discussion, place two signs some distance apart. One sign has the words strongly agree printed on it and the other, strongly disagree.

PROCEDURE

Read the series of statements and have the participants organise themselves along the line. Where they stand on the line indicates how much they agree or disagree with the statements. Once they have organised themselves ask people to explain why they chose to stand where they did and facilitate a debate.

STATEMENTS

Icebreakers

- Coffee is better than tea
- Rice is tastier than chickpeas

Content statements

- I am happy working in agriculture and forestry
- I feel secure in my job
- Women are treated with the same amount of respect as a man

- I will be able to find other work if I have to
- I have hope for the future

Needs

1. What are your greatest needs?
2. What are your greatest challenges in finding decent employment?
3. How has this project performed in meeting your needs and addressing your challenges?

Impact and sustainability

4. What is the most significant change you have experienced in your life because of this project?
5. Do you think that the effects of this project will last?
6. Have you experienced any changes that are not good as a result of this project?

Close out

7. Is there anything else you would like to tell us?

APPENDIX C – FIELD SCHEDULE AND LIST OF PEOPLE INTERVIEWED

Beirut Mission: Monday January 7th

Suggested Time	Staff to be interviewed	Project Relevance
9:30-10:00	Nathalie Bavitch	Regional M&E and Knowledge Management Officer
12:00 – 12:30	Sarah Al Jammal	Program Officer
12:30 – 1:30	Lunch	
1:30 – 2:00	Lama Oueijan	Coordinating ensuring linkages
2:00 – 2:30	Mustafa Said	Coordinating ensuring linkages
2:30 – 3:00	Chris Bonges	Technical Backstopping

Jordan Mission

DATE	Site	Institution/Agency	Focal point
January 8	Amman	9:00 AM Briefing with CTA / ILO - Project office manage and field officers - Review admin docs	Maha Kataa Samer Rawashdeh
	Amman	12:00 PM Ministry of agriculture / project coordinator	Bashir Alqadri +962799038621
January 9	Travel to Jerash	7:30 AM - Travel to Jerash 7:30AM dep and arrive 9:00 AM - Meet MoA Jearsh Director - Technical committee - Beneficiaries will be invited for FGD (group of 8) (JOR, SYR, MALE,FEMAL) - Forestry & nursery field visit , 2 sites	Technical committee members
January 10	Travel to Ajloun	7:30 AM - Travel to Ajloun 7:30AM dep and arrive 9:00 AM - Meet MoA Ajloun Director - Technical committee - Forestry field visit , 1 sites - Water cisterns field visit 2-3 sites.	Technical committee members
January 13	Travel to Balqa	8:00 AM - Travel to Balqa 8:00AM dep and arrive 9:00 AM - Meet MoA Balqa Director - Technical committee - Nursery field visit , 1 sites	Technical committee members

DATE	Site	Institution/Agency	Focal point
		- Water cisterns field visit 2-3 sites	
January 14	Travel to Madaba	7:30 AM <ul style="list-style-type: none"> - Travel to Madaba 7:30AM dep and arrive 9:00 AM - Meet MoA Madaba Director - Technical committee - Beneficiaries will be invited for FGD (group of 8) (JOR, SYR, MALE,FEMAL) - Water cisterns field visit 2-3 sites. 	Technical committee members
January 15	Travel to Zarqa	8:00 AM <ul style="list-style-type: none"> - Travel to Zarqa 8:00AM dep and arrive 9:00 AM - Meet MoA Zarqa Director - Technical committee - forestry field visit, 1 sites - Water cisterns field visit 2-3 sites. 	Technical committee members
January 16	Travel to Karak	7:00 AM <ul style="list-style-type: none"> - Travel to Karak 7:00AM dep and arrive 9:30 AM - Meet MoA Karak Director - Technical committee - Beneficiaries will be invited for FGD (group of 8) (JOR, SYR, MALE,FEMAL) 12:00 PM <ul style="list-style-type: none"> - Forestry field visit , 1 sites Note: spend night in Karak or Tafilah	Technical committee members
January 17	Travel to Tafilah	7:30 AM <ul style="list-style-type: none"> - Travel to Tafilah 7:30AM dep and arrive 09:00 AM - Meet MoA Tafilah Director - Technical committee - Forestry field visit , 1 sites - Water cisterns field visit 2-3 sites. Note: spend night in Tafilah or Shobak	Technical committee members
January 20	Travel to Shobak	7:30 AM <ul style="list-style-type: none"> - Travel to Shobak 7:00AM dep and arrive 09:00 AM - Meet MoA Shobak Director - Technical committee - Beneficiaries will be invited for FGD (group of 8) (JOR, SYR, MALE,FEMAL) - Forestry field visit , 1 sites - Water cisterns field visit 2-3 sites. 	Technical committee members
January 21		AM 9:00 <ul style="list-style-type: none"> - Meet Social Security 9:00 am - Meet MoL flexible on how much time spent at social security PM 12:00 Debrief Jordan CTA	Social security officer & MOL officer

APPENDIX D - DOCUMENTS REVIEWED

- Implementation agreement with the Ministry of Agriculture
- Terms of reference for the implementing partner
- Specific agreement between the Norwegian Ministry of Foreign Affairs and the ILO
- The Employment intensive investment programme (EIIP) Project Implementation Process and Regulations for agricultural works
- Monitoring and Evaluation Plan for the Jordan EIIP
- Jordan DWCP results framework
- Jordan Decent Work Country Diagnostic
- The United Nations Sustainable Development Framework 2018 – 2022 for Jordan
- Decent Work Country Programme, The Hashemite Kingdom of Jordan 2018 – 2022
- Outline of a Programme of Support to the Jordan Compact
- Project progress reports: November 2018 and January 2019
- Training presentations for Government officials
- The displacement crisis as a development opportunity? Master's thesis
- Final evaluation of Phase 1 of Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry

APPENDIX E - TOR



**INTERNATIONAL LABOUR ORGANIZATION
TECHNICAL COOPERATION**

Terms of Reference (ToR) for Final Project Evaluation

“Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry”

1. KEY FACTS	
TC Symbol:	JOR/17/09/NOR
Countries:	Jordan
Project title:	Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry
Duration:	13 months
Start Date:	December 2017
End Date:	January 201
Administrative unit:	Regional Office for the Arab States (ROAS)
Technical Backstopping Unit:	Regional Office for the Arab States (ROAS)
Collaborating ILO Units:	SKILLS, SECTOR, GED, GREEN, COOP
Evaluation requirements:	Final Evaluation
Donor:	Norway
Budget:	NOK 20,000,000 (equivalent to USD 2,519,844)

2. BACKGROUND INFORMATION

Project Background

Registered Syrian refugee population in Jordan is equivalent to about 10 per cent of the total population, which is putting a heavy pressure on Jordanian society, natural resources, infrastructure and economy, including the labour market.

A 2015 ILO labour market study³ showed that 50 per cent of Jordanians and 99 per cent of Syrians are working in the informal economy, the same study showed only 7% of Syrian women participate in the Jordanian labour market. De facto, this means that these jobs are completely outside the scope of any form of governance. This has had a negative impact on the quality of the jobs provided such as substandard wages, poor working conditions and exploitative practices, including child labour. At the same time, the competition for jobs has led to social tensions.

Development partners are supporting Jordan in tackling these challenges, under the Jordan Response Plan. The ILO is supporting the Ministry of Labour (MoL) chairing the livelihoods task force, which seeks to address labour market challenges, such as high unemployment (especially among women and youth), increasing informalisation, child labour and other decent work deficits.

While supporting systemic changes in policy and practice to support the decent work agenda, the ILO is also seeking to secure decent livelihoods for both Syrian refugees and vulnerable Jordanians in the short term. To this end, it has recently launched a major Employment Intensive Investment Programme in the Governorates of Mafraq and Irbid, with the support of the German Development Bank (KfW), as well as the undergoing project in agriculture and forestry in the five governorates Ajloun, Jarash, Karak, Albalqa, and Tafilah funded by Norway.

The programme links decent work with asset creation and maintenance in the communities and builds on more than three years of work that the ILO has been doing in those two Governorates to support local economic development, and a long experience of interventions around the world in labour intensive infrastructure projects. As part of its response to the Syria refugee crisis in Jordan, the ILO is working with the government to improve access of Syrian refugees and members of local host communities to Jordan's formal labour market. The work now includes partnering with agricultural cooperatives to help facilitate the process of work permit application.

The proposed project is an extension of the undergoing project with the same Employment-Intensive Investment in green works and agriculture development with recommendation to widen the works to include three more governorates (Madaba, Zarqa, and Ma'an) as well as in the previous governorates of, Ajloun, Jarash, Karak, Albalqa and Tafila, which hosts a significant number of Syrian refugees.

Project's Beneficiaries and Geographical Coverage

The Project's extension direct beneficiaries are 1,000 Syrian refugees and Jordanian women and men, affected by the crisis in Madaba, Zarqa, Ma'an, as well as, Ajloun, Jarash, Karak, Albalqa and Tafila Governorates that will benefit through improved access to decent employment and livelihood.

Direct beneficiaries will also include the farmers whose lands have been improved and who will benefit from increased agriculture production and productivity.

Additional direct recipients will be 60 staff of public institutions and private service companies, including the departments of Agriculture in Madaba, Zarqa, Ma'an, Ajloun, Jarash, Albalqa, Karak and Tafila as well as the Ministry of labour (MOL). They will benefit from training and contribute to the delivery of services

under the Programme. All such trainings will include a minimum target of at least 10% women and will systematically address the rights and “business case” for women’s participation both as beneficiaries of the Programme and in its decision-making body more indirect beneficiaries are local farmers along all governorate will benefit from the free (nominated prices) of produced fruit trees seedlings, accordingly increase grown areas and increase agriculture production

Project Structure

The proposed extension of the project will concentrate on the agricultural, forestry, nurseries sectors. The agriculture sector is regarded as being among the most efficient in generating employment for a given capital inflow. Forests and trees provide many different services and the importance of reforestation and forest protection are significant. The direct benefits of the project’s approach will result from:

- The jobs created and income generated through local resource-based approaches.
- The assets created serving the needs of poor farmers and local income generated and employment provided to both Syrian refugees and the local Jordanian population.
- The various skills that will be developed (improving technical capabilities and employability).
- The involvement of local communities in the process of planning and the delivery of the works. Empowerment of local agricultural offices through a process, which puts decision making gradually in their hands.
- Protection of agricultural land through reduced water and wind erosion.
- Improved agricultural production through water conservation and irrigation.
- Reduce forest degradation and preserve the ecological balance, biodiversity, and food security through tree planting.
- Improvement of recreational areas and parks through tree planting.
- Beautification of road sides through tree planting.
- Improved agricultural production through increased grown areas and free distributed fruit trees seedling

This project will combine local participation in planning with the utilization of locally available skills, appropriate technology, materials and work methods, building on the local resource-based approaches adopted by the ILO in other countries and more recently in Jordan through other EIIP projects which has proven to be an effective and economically viable approach to infrastructure and agricultural works and job creation in many countries. These approaches differ from various earlier initiatives of cash for work that have been implemented in Jordan due to (a) their special focus on decent working conditions, including occupational safety and health, no child labour, and equal pay for work of equal value, (b) safeguards they offer for environmental protection, (c) their graduating mechanisms that allow participating workers to graduate out of the project to sustainable livelihood, and (d) the creation or increase of asset value in public, agricultural and environmental infrastructure.

The project will have a special focus on improving women employment, by (a) raising awareness at community level on employment opportunities for women; (b) identifying the many challenges they are faced with and tackling them efficiently; (c) focusing on traditional occupations that are culturally acceptable for women; (d) promoting some women champions in non-traditional occupations; (e) reporting on how women benefit and are involved at all stages of the project.

Objectives and Outputs

Development Goal

The development goal of the Project's extension is to promote better living conditions for Syrian refugees and Jordanians as a result of increased agricultural employment and an improved environment.

The project has one **immediate objective**: 1,000 Syrian women and men refugees and Jordanians men and women (with total of 57,000 working days) benefited from access to short-term employment through improved infrastructure and environmental works by using employment intensive methods in agriculture, forestry, and nurseries sector.

- **Indicator 1.1:** Number of worker days created (men and women) the minimum % for women is 10%
- **Indicator 1.2:** Number of work accidents reduced as occupational safety and health plans applied in this project aligned with ILO decent work standards
- **Indicator 1.3:** % of all workers targeted by the project benefitting from social security coverage
- **Indicator 1.4:** Number of men and of women labourers involved in agricultural works with work permits
- **Indicator 1.5:** Total capital investment in agriculture and forestry works

Outputs

Output 1: Expanded agricultural infrastructure of local farmers and local communities.

- 1.1 Water catchments built to collect rainwater
- 1.2 Agricultural Soil protected through terracing and planting
- 1.3 Greenhouses installed
- 1.4 Seedlings produced of both fruit tree and forest trees
- 1.5 Irrigation systems installed for forestry lands

Output 2: Increased vegetation cover through tree planting, soil protected

- 2.1 forest trees planted in forestry lands (including recreational areas and parks), soil erosion prevented
- 2.2 Trees planted on roadsides
- 2.3 Trees planted during the first phase maintained, trees survival rates increased
- 2.4 Seedlings produced, needed to supply similar future projects.

Output 3: Capacity of Ministry of Agriculture and local cooperatives is built to implement local resource-based approaches for men and women (including development, rehabilitation and maintenance)

- 3.1 Classroom and on-the-job training delivered on local resource-based methods for private sector, and government employees (both women and men)
- 3.2 Both women and men workers are registered at the social security

Project Management Structure

The project significantly benefitted from the management structure created under ILO response to Syrian refugee crisis. It didn't therefore create new structure but hired staff who specifically focused on the work in Madaba, Zarqa, Ma'an, Ajloun, Jarash, Karak, Albalqa and Tafila.

The project had international project officer, professional staff as well as a national officer and administrative and finance assistant. Recruitment of the team was coordinated by the ILO Regional Office for Arab States, in line with ILO staff regulations.

Fund Management Arrangements

The proposed Project built on the on-going work of the ILO in the northern Governorates within the framework of the Syria crisis response, where existing structures and partnerships were used to massively scale-up the response to reach significant numbers of beneficiaries. It was closely linked to the aforementioned KFW funded ILO Employment Intensive Investment Programme in Mafraq and Irbid, which has a total budget of 20 million Euros. The project also built on the undergoing Norwegian funded project in agriculture and forestry (first phase).

3. PURPOSE AND SCOPE OF THE EVALUATION

Evaluation Background

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

The project document states that an independent final evaluation will be conducted, which will be used to assess the progress towards the results, identify the main difficulties/constraints, assess the impact of the programme for the targeted populations, and formulate lessons learned and practical recommendations to improve future similar programmes.

ILO's established procedures for development cooperation projects are followed for monitoring, reporting and evaluation of the project throughout the project cycle and at different stages of project execution. Specific components of ILO's M&E plan include a multi-layered logical framework and work plan to measure the timely achievement of results at the activity and output level as well as change at the objective level.

Monitoring of individual objectives and activities based on indicators in the logical framework feed into the progress reports.

Purpose

The final evaluation will be conducted to examine the efficiency, effectiveness, relevance, sustainability, and potential impact of the project and provide recommendations for future similar projects. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned.

The purpose of this evaluation is to:

- Determine if the project has achieved its stated objectives and explain why/why not;
- Determine the impact of the project in terms of sustained improvements achieved;
- Provide recommendations on how to build on the achievements and the possible avenues/intended objectives and results of a second phase of the project
- Document lessons learned, success stories, and good practices in order to maximize the experiences gained.

Specifically, the evaluation will examine the following aspects:

- Changes in context and review of assumptions (relevance): Is the project's design adequate to address the problem(s) at hand? What internal and external factors have influenced the targeted groups and [implementing partners] to meet projected outcomes? Were the project objectives and design relevant given the political, economic and financial context? The consultants should present a brief overview of the policy environment and the economic and business conditions.
- Results in terms of outputs achieved (effectiveness): Did the programme reach the expected number of targeted groups? Are the beneficiaries satisfied with the quality and delivery of services? If not, in what way did the services not meet with expectations and why? What concrete improvements and changes have taken place as a direct result of the program?
- Assessment of outcome/ impact (effectiveness): How has the project contributed towards project's goal? To what extent has the project contributed the capacity of the constituents? How could the project impact have been improved?
- Achievement of projected performance indicators and targets (efficiency): What has been the project performance with respect to indicators and agreed responsibilities with respect to program implementation? Cost, time and management staff?
- Sustainability: The report should assess the level of the project's sustainability. Will the project's effects remain over time? Will the project's activities/services continue to be provided after the funds have completely been expended?
- Lessons learned: The consultant should provide information on the economic/political/financial conditions that should exist, qualifications of the implementation partners, required stakeholder participation, and other factors that should be in place to inform the design of future operations. What are the derived lessons learned from the project's first phase implementation?

The evaluation will comply with ILO evaluation policy, which is based on the United Nations Evaluation Norms and Standards and the UNEG ethical guidelines will be followed.

Scope of the evaluation

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

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

- **Development effectiveness:** The extent to which the development intervention's agreed objectives and intended results were achieved;
- **Resource Efficiency:** The extent to which resources were economically converted into results, including mention of alternative more cost-effective strategies when applicable;
- **Impact:** Positive and negative, intended and unintended long-term effects;
- **Relevance:** The extent to which the development intervention of the project meets the needs of constituents, country needs, global priorities and donor policies;
- **Impact of Training:** The extent to which the training delivered matches the needs of PAM and had an impact on daily work and process improvement.
- **Sustainability:** The continuation of benefits and probability of continued long-term benefits after the project has been completed.
- **Partnerships:** The extent to which the project contributed to capacity development of the involved partners, the effectiveness of partnership development and implications on national ownership and project continuity/sustainability;
- **Lessons learned and good practice:** Good practices identified by the project, key lessons learned from programme implementation, and recommendations for similar programmes/projects.

Clients of Evaluation

The primary clients of this evaluation are ILO ROAS, ILO constituents in Jordan, government entities, and the donors. Secondary users include other project stakeholders and units within ILO that may indirectly benefit from the knowledge generated by the evaluation.

4. EVALUATION CRITERIA AND QUESTIONS

The evaluation utilizes the standard ILO framework and follows its major criteria:

Relevance and strategic fit

- ❖ How do the project objectives respond to the priorities of the donor?
- ❖ To what extent are project activities linked to the global commitments of the ILO including the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs)?
- ❖ How well does the project's approach fit context of the on-going crisis in Jordan? To what extent does the project fit into national development and humanitarian response plans?
- ❖ Are the project objectives aligned with tripartite constituents' objectives and needs? What measures were taken to ensure alignment? How does the project deal with shortcomings of tripartism characteristic of the region?
- ❖ Are the planned project objectives and outcomes relevant and realistic to the situation and needs on the ground? Were the problems and needs adequately analysed?

Validity of design:

- ❖ Is the project strategy and structure coherent and logical (what are the logical correlations between objective, outcomes, and outputs)? Do any changes need to be made to the design of the project?
- ❖ On the whole, are project assumptions realistic; did the project undergo a risk analysis and design readjustment when necessary?
- ❖ Does the project make use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the project's progress? If necessary, how should they be modified to be more useful? Are indicators gender sensitive? Are the means of verification for the indicators appropriate? Are the assumptions for each objective and output realistic?
- ❖ To what extent were the indicators used effectively in measuring enhancement of the capacities of ILO constituents?
- ❖ What was the baseline condition at the beginning of the project? How was it established?
- ❖ Was the strategy for sustainability of impact defined clearly at the design stage of the project? If yes, how? Was the approach taken appropriate to the context?

Effectiveness:

- ❖ Is the project on-track to achieve the main objectives? (analysis of achievements and challenges by output is required) In cases where challenges were faced, what intermediate results can be reported towards reaching the objective? Are the project partners using the outputs?
- ❖ What have been the constraining factors and how have they been addressed?
- ❖ How have stakeholders been involved in project implementation? To what extent has the project management been participatory and has the participation contributed towards achievement of the project objectives? How effective was the collaboration with other projects and what has been the added value of this collaboration?
- ❖ To what extent did the project build synergies with national and regional initiatives and with other donor-supported projects including in countries of origin?
- ❖ How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?
- ❖ To what extent did synergies with and operation through local organisations help to ensure the sustainability of the impact of the project, i.e. through building capacity?
- ❖ How could the effectiveness of the project be improved?

Efficiency:

- ❖ To what extent have project activities been cost-effective? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? To what extent can the project results justify the time, financial and human resources invested in the project?
- ❖ To what extent has the project been able to build on other ILO or non-ILO initiatives either nationally or regionally, in particular with regard to the creation of synergies in cost sharing?
- ❖ What were the intervention benefits and related costs of integrating gender equality?
- ❖ How could the efficiency of the project be improved?

Effectiveness of management arrangements:

- ❖ What was the division of work tasks within the project team and has the use of local skills been effective? How does the project governance structure facilitate good results and

efficient delivery? And if not, why not? How clear is the understanding of roles and responsibilities and division of labour between project staff?

- ❖ How effective was communication between the project team, the regional office and the responsible technical department at headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?
- ❖ How effectively does the project management monitor project performance and results? Does the project report on progress in a regular and systematic manner, both at regional level, to PROGRAM and the donors? What M&E system has been put in place, and how effective has it been?

Impact orientation:

- ❖ What is the likely contribution of the project initiatives to the stated objectives of the intervention?
- ❖ To what extent are national partners able and willing to continue with the project? How can the project best build the foundation to ensure that the project is sustainable after its completion?

Sustainability:

- ❖ Are the results achieved by the project so far likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project?
- ❖ To what extent was sustainability of impact taken into account during the design of the project?

Lessons learned:

- ❖ What good practices can be learned from the project that can be applied in similar future projects?
- ❖ If it were possible, what could have been implemented differently for greater relevance, sustainability, efficiency, effectiveness and impact?

5. METHODOLOGY

An independent evaluator will be hired by the ILO to conduct the evaluation, which will be managed by the Regional Evaluation Officer (REO). The following is the proposed evaluation methodology. Any changes to the methodology should be discussed with and approved by the REO and the Project.

- a) Desk Review

The evaluator will review project background materials before conducting any interviews or trips to the country.

- b) Briefing

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

c) Individual Interviews and/or Group Interviews

Following the initial briefing, the desk review and the preparation of the inception report, the evaluator will have a mission to Jordan, and have meetings with constituents/stakeholders together with interpreters supporting the process if needed. Individual or group interviews will be conducted with the following:

- Project staff/consultants that have been active;
- ILO ROAS DWT Director, DRD, and RPU.
- Interviews with national counterparts (Ministry of Labour, Ministry of Agriculture, Governorates of Ajloun, Jarash, Albalqa, Karak, Tafila, Zarqa, Ma'an, and Madaba)
- Interviews with direct and indirect beneficiaries.

The evaluator may also propose data collection tools to triangulate information, especially for the indicators that can be measured through surveys or similar tools.

d) Debriefing

Upon completion of the missions, the evaluator will provide a debriefing to the Project team and ILO DWT and the SDC.

Evaluation Management

The evaluator will report to the ILO REO in ROAS and should discuss any technical and methodological matters with the REO. The ILO ROAS office will provide administrative and logistical support during the evaluation mission.

Evaluation Timeframe

Responsible person	Tasks	Number of Working days	Tentative timeline
Evaluator	Desk review of project documents and phone interview with key informants		
Evaluator	Inception report		
Evaluator with the logistical support of project staff in respective countries	Evaluation missions to Jordan		
Evaluator with the logistical support of project staff in	Stakeholders Workshop and presenting preliminary findings		

respective countries			
Evaluator	Drafting report		
Evaluator	Submission of the report to the evaluation manager		
Evaluation manager	Circulating the draft report to key stakeholders		
Evaluation manager	Send consolidated comments to evaluator		
Evaluator	Second Draft		
Evaluation Manager	Review of Second Draft		
Evaluation Manager	EVAL approval		
Evaluator	Integration of comments and finalization of the report		

Total days: 25 days

6. MAIN DELIVERABLES

The main outputs of the evaluation consist of the following:

- Deliverable 1: Inception Report
- Deliverable 2: Draft evaluation report
- Deliverable 3: Stakeholder debrief and Powerpoint Presentation (PPP)
- Deliverable 4: Final evaluation report with executive summary (report will be considered final after an additional review by EVAL. Comments will have to be integrated)
- Translation of the final report into Arabic (Project team)

Inception Report

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

- Project background
- Purpose, scope and beneficiaries of the evaluation
- Evaluation criteria and questions
- Methodology and instruments
- Main deliverables
- Management arrangements and work plan.

Final Report

The final version of the report will follow the format below and be in a range of **15-20 pages** in length, excluding the annexes:

1. Title page
2. Table of Contents, including List of Appendices, Tables
3. List of Acronyms or Abbreviations

4. Executive Summary with key findings, conclusions and recommendations
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology and Evaluation Questions
8. Status of objectives
9. Clearly identified findings
10. A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
11. Clearly identified conclusions and recommendations (identifying which stakeholders are responsible)
12. Lessons Learned
13. Potential good practices
14. Annexes (list of interviews, TORs, list of documents consulted, etc.)

The quality of the report will be assessed against the EVAL Checklists 4, 5, and 6. The deliverables will be submitted in the English language, and structured according to the templates provided by the ILO.

7. MANAGEMENT ARRANGEMENTS

REQUIREMENTS

The evaluator should have:

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

The final selection of the evaluator will be approved by the Regional Evaluation Focal Point in the ILO ROAS based on a short list of candidates prepared in consultations with the ILO technical specialists, EVAL, ILO HQ technical departments, etc.

ROLES AND RESPONSIBILITIES

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

- Review the ToR and provide input, propose any refinements to assessment questions, as necessary;
- Review project background materials (e.g., project document, progress reports).

- Prepare an inception report;
- Develop and implement the evaluation methodology (i.e., conduct interviews, review documents) to answer the evaluation questions;
- Conduct preparatory consultations with the ILO REO prior to the evaluation mission.
- Conduct field research, interviews, as appropriate, and collect information according to the suggested format;
- Present preliminary findings to the constituents;
- Prepare an initial draft of the evaluation report with input from ILO specialists and constituents/stakeholders;
- Conduct a briefing on the findings, conclusions and recommendation of the evaluation to ILO ROAS;
- Prepare the final report based on the ILO, donor and constituents' feedback obtained on the draft report.

The ILO Evaluation Manager is responsible for:

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

The ILO REO²³:

- Provides support to the planning of the evaluation;
- Approves selection of the evaluation consultant and final versions of the TOR;
- Reviews the draft and final evaluation report and submits it to EVAL;
- Disseminates the report as appropriate.

The Project Coordinator is responsible for:

- Reviewing the draft TOR and providing input, as necessary;
- Providing project background materials, including studies, analytical papers, reports, tools, publications produced, and any relevant background notes;
- Providing a list of stakeholders;
- Reviewing and providing comments on the inception report;
- Participating in the preparatory briefing prior to the assessment missions;
- Scheduling all meetings and interviews for the missions;
- Ensuring necessary logistical arrangements for the missions;
- Reviewing and providing comments on the initial draft report;

²³ The REO is also the Evaluation Manager.

- Participating in the debriefing on the findings, conclusions, and recommendations;
- Providing translation for any required documents: TOR, PPP, final report, etc.;
- Making sure appropriate follow-up action is taken.

8. LEGAL AND ETHICAL MATTERS

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

9. ATTACHED DOCUMENTS

APPENDIX F – LESSONS LEARNT

Project Title: Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry Phase 2

Project TC/SYMBOL: ILO TC/SYMBOL: JOR/17/09/NOR

Name of Evaluator: Genesis Analytics

Date: 06/02/2019

Key Lesson 1: **Working with ministries as the implementing partners in Jordan requires a significant amount of time in project implementation to be dedicated to approval processes:**

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The approval processes involved in working with ministries in Jordan take several months to be cleared before implementation can begin.
Context and any related preconditions	N/A
Targeted users / Beneficiaries	ILO technical advisers, donors for future design and agreements with IPs, and ILO program team
Challenges / negative lessons - Causal factors	If not accounted for in the implementation plan, the project can suffer from workplan compression and weaken project outcomes.
Success / Positive Issues - Causal factors	Although not all delays can be anticipated, there is a significant amount of time dedicated to approval processes that can be planned for.
ILO Administrative Issues (staff, resources, design, implementation)	The length of the project is limited by the requirements of the donor. The donor requires the project is one year in length only including approval processes

Project Title: Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry Phase 2

Project TC/SYMBOL: ILO TC/SYMBOL: JOR/17/09/NOR

Name of Evaluator: Genesis Analytics

Date: 06/02/2019

Key Lesson 2: **Applying objective criteria to the selection of workers improves project effectiveness at reaching the targeted populations**

LL Element	Text
Brief description of lesson learned (link to specific action or task)	By introducing a scoring matrix for applicants, the project was able to ensure a more transparent recruitment process and prioritise individuals most in need of support.
Context and any related preconditions	In phase 1 of the project, the implementing partner was given the full responsibility of recruiting workers. This introduced the potential for preferential selection and the needy being overlooked.
Targeted users / Beneficiaries	ILO technical advisers, donors for future design and agreements with IPs, and ILO program team
Challenges / negative lessons - Causal factors	If not communicated clearly to the implementing partner, this can lead to delays in the process.
Success / Positive Issues - Causal factors	The criteria used included assessments of the socio-economic standing of the applicants, and thus was able to ensure the recruitment of the intended beneficiaries of the project.
ILO Administrative Issues (staff, resources, design, implementation)	NA

Project Title: Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry Phase 2

Project TC/SYMBOL: ILO TC/SYMBOL: JOR/17/09/NOR

Name of Evaluator: Genesis Analytics

Date: 06/02/2019

Key Lesson 3: **Setting a gender target will likely lead to the achievement of the target, but not more**

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Setting a target too low will lead to underperformance in driving gender equality. Even if the target is communicated as a minimum, as achieving the minimum is the path of least resistance.
Context and any related preconditions	The project had a minimum target of 10% of workdays created being for women. This was virtually achieved, but not exceeded in either phase.
Targeted users / Beneficiaries	ILO technical advisers, donors for future design and agreements with IPs, and ILO program team
Challenges / negative lessons - Causal factors	NA
Success / Positive Issues - Causal factors	There is scope for more women to be employed, as they are willing. The benefit of having women included in such a project is large and contributes to furthering gender equality
ILO Administrative Issues (staff, resources, design, implementation)	A minimum target of 10% was set, while this could have been larger

APPENDIX G – EMERGING GOOD PRACTICE

Project Title: Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry Phase 2

Project TC/SYMBOL: ILO TC/SYMBOL: JOR/17/09/NOR

Name of Evaluator: Genesis Analytics

Date: 21/03/2019

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

Good practice 1: Use criteria for selecting workers on employment-intensive investment projects

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	For projects focused on creating short-term employment using employment-intensive measures, a scoring matrix that considers economic and social needs of applicants should be used. Using these criteria will reduce biases in the selection of workers, as well as address the constraint of needing to be 'well-connected' to find work. Using such a tool will lead to more objective and impartial hiring practices.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	These should be applied where ever EIIP processes are used and recruitment is run through an implementing partner. These criteria should be devised with the implementing partner to ensure mutual buy-in and understanding. This recruitment process should be well communicated to the implementing partner before signing the implementation agreement.
Establish a clear cause-effect relationship	Allowing an implementing partner scope to select workers for employment-intensive projects provides an opportunity for preferential recruitment practices that can negatively affect the project's ability to reach its target groups. Providing an objective scoring matrix adds transparency to the worker selection process.
Indicate measurable impact and targeted beneficiaries	The users of the good practice are project designers, country officers and project implementers. This project illustrated how using this practice resulted in less biased appointments and hires for the project.
Potential for replication and by whom	This should be applied in future EIIP activities. It can be seen not to simply be an EIIP approach, but used by many projects within Jordan.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This good practice links to achieving goals of creating decent short-term work for those most in need.

Project Title: Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry Phase 2

Project TC/SYMBOL: ILO TC/SYMBOL: JOR/17/09/NOR

Name of Evaluator: Genesis Analytics

Date: 21/03/2019

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

Good practice 2: Set ambitious gender equity targets

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	For projects focused on creating short-term employment using employment-intensive measures, setting ambitious targets for creating jobs for women will drive greater focus on employment equity.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	These should be applied where ever EIIP processes are used and recruitment is run through an implementing partner.
Establish a clear cause-effect relationship	In both phases of this project the target for jobs created for women was reached. However, the target was low at 10%. This target was set as a 'minimum' but was almost exactly achieved. Given the cultural context and perceived and real difficulties in employing women, the implementing partner will default to achieving the minimum requirement. Thus, increasing the target will lead to higher achievement.
Indicate measurable impact and targeted beneficiaries	The users of the good practice are project designers, country officers and project implementers. This project illustrated how using this practice resulted in less biased appointments and hires for the project.
Potential for replication and by whom	This should be applied in future EIIP activities. It can be seen not to simply be an EIIP approach but used by many projects within Jordan.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This good practice links to achieving goals of creating decent short-term work for those most in need.