

**STRENGTHENING THE SOCIAL PARTNERS
CAPACITY FOR PROMOTION OF SOCIAL
DIALOGUE IN JORDAN
Final Evaluation
JOR/01/50/USA**

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EXECUTIVE SUMMARY

The development of social dialogue and the reform of labour market institutions and labour legislation in a country like Jordan is far from an easy task. The nature of the social and political systems within the country and its recent history mean that there are a number of competing tensions which will at any one time lead to different priorities facing both social partners and the national government in addition to the need to improve the conditions in the country for workers. In many ways, these difficulties have been further complicated by a rapid growth in export industries, an enormous influx in migrant workers to work in those industries and the related demand from a range of international actors, including trade unions and governments, that the international labour standards be enforced within those very same export industries. The ILO Declaration project which is being evaluated in the current report sought to improve social dialogue within Jordan, through defined activities working with the social partners, promoting the reform of labour legislation, and working with the labour ministry and inspectorate in order to improve competencies, skills and understanding. Its task was a far from straightforward one, but it has made an important contribution and brought about tangible results.

As this is a formal evaluation of a project with defined objectives and predetermined indicators and project management plans, it is important to note that the scope of the evaluation is restricted to those activities which are directly in control of the project or could be influenced by project activities. As such, this report should not be taken as a comprehensive review of the current situation with regard to labour laws within Jordan. Such issues are only relevant insofar as they arise from project activities, have an impact on the project or are intended to be outcomes of the project. However, as one of the intended outcomes of the Declaration project was intended to be a contribution to the reform of labour legislation within Jordan, there are some important issues that need to be considered in this regard.

As well as seeking to promote the reform of Jordanian labour legislation in a manner which brings it towards compliance with internationally recognised standards, other key objectives of the project were the establishment of an effective and sustainable social dialogue mechanism, the enhancement of collective bargaining at a national, sectoral and enterprise level and the enhancement of the labour administration system.

With regards to the first immediate objective of the project, which was formally defined as that an ‘adequate legal framework [should be] promoted’, the project has carried out a number of very important activities and has probably taken all of the steps that could be expected towards achievement of this objective. A key methodology of the project has been to establish a national tripartite committee, with representatives of government, employers’ organizations and trade unions, to which a wider stakeholder group with a relevant interest in labour relations issues was added with the agreement of the existing members. This group has been exposed to a range of information and expertise with regard to the building support for the revision of the Jordanian labour code. The project also established working groups within this committee to consider particular aspects of Jordanian legislation that was considered to be out of line with international standards. So, for example, one group looked at and reported on the question of the ability of migrant workers to be members of trade unions. It is no mean achievement that the project managed to gain acceptance for both a gap analysis of the differences between

Jordanian legislation and that which would be closer to compliance with ILO standards and also to produce proposals for legislation which were agreed to by the tripartite group. This draft has been subsequently commented on and reviewed by experts within the headquarters of the ILO in Geneva and these comments have been relayed to the group.

In carrying out these activities related to the labour code, the declaration project has probably taken things as far as can reasonably be expected. Even bearing in mind the requirements of the international law and undertakings which have been given by the Jordanian government in some international trade treaties, the reform of labour legislation is a matter for the sovereignty of the Jordanian government and, as such, is not something which is in the gift of the project. At the time of the carrying out of the evaluation there was a great degree of confusion about the exact status of labour law reform, and it was unclear whether or not the government would be prepared to take action on a number of issues which have been identified during the course of the project's activities as being needy of attention in relation to the legislation. Foremost amongst these being the reform of the law relating to freedom of association – currently only a defined number of state-sanctioned trade unions are able to operate legally – and the rights of migrant workers in relation to basic employment legislation and, particularly in the context of this project, to join and form trade unions.

In relation to the second immediate objective of the project, namely the promotion of sectoral dialogue, the project has devoted a substantial amount of time and resources to seeking to develop a Social and Economic Council which is intended to operate at a national Jordanian level. The project has utilized the expertise and additional resources of a number of European countries in order to ensure that the role of such a council is fully understood by all of the relevant social partners and also that the benefits that such a council could bring to Jordan are clear. All of the indicators suggest that the activities of the project in this regard have been efficiently and positively made and that all of the relevant social partner groups are fully in support of the establishment of such a council. Unfortunately, the council has yet to be established. This is so even in the light of very clear and defined statements from the most senior figures within Jordanian political life that the council would be established over a year ago.

The final immediate objective of the project related to the strengthening of labour administration. While this was an important part of the agreement between the ILO and the Jordanian government for the establishment of the project, this aspect of activities understandably took a back seat during the early stages of the project given the necessity of seeking to promote reforms to the labour law and also to develop a wide consensus among the social partners. Since the publication of a very critical report by a U.S. based NGO in mid-2006, however, the project has commenced a number of very defined activities aimed at supporting the capacity of labour inspectors in Jordan. A series of focused training sessions on a range of subjects relevant to the labour inspectors have been carried out in the final phase of the project. These have been assessed very positively by the labour inspector participants and those who come into contact with the labour inspectorate on a regular basis. The development of this part of the project will be one of the crucial steps for the next phase, should it be funded.

The management of the project has been assessed as being well executed, subject to a failure to produce a number of the performance indicators that were required by the donor. This latter failing is in many ways due to the fact that the project's management

has sought to prioritise activities around those actions which are considered to be the most appropriate to the national circumstances and capacities in the current climate.

In short, this project has produced very real and sustainable outcomes in terms of raising the level of understanding, capacity and debate on social dialogue issues. It has obtained and retained wide stakeholder support and has been a positive advert for both the DOL and the ILO.

ACRONYMS AND ABBREVIATIONS

ACI	Amman Chamber of Industry
CTA	Chief Technical Advisor
DO	Development Objective
FJCC	Federation of Jordanian Chambers of Commerce
GDP	Gross Domestic Product
GFJTU	General Federation of Jordanian Trade Unions
GOJ	Government of Jordan
ITUC	International Trade Union Confederation
IO	Immediate Objective
ILO	International Labour Organization
JOD	Jordanian Dinars
MEPI	Middle East Partnership Initiative
MOL	Ministry of Labour
MOP	Members of Parliament
MOU	Memorandum of Understanding
MSI	Management Systems International
NGO	Non-Governmental Organization
NLC	National Labour Committee
NPC	National Project Coordinator
PMP	Performance Monitoring Plan
PAC	Project Advisory Committee
QIZ	Qualified Industrial Zones
TA	Technical Assistance
TOR	Terms of Reference
TPM	Team Planning Meeting
USD	U.S. Dollars
USG	U.S. Government
USDOL	U.S. Department of Labor
WTO	World Trade Organization

BACKGROUND AND PROJECT DESCRIPTION

The Hashemite Kingdom of Jordan, is a constitutional monarchy with a parliament that consists of a 55-member Senate and a 110-member lower house, the Chamber of Deputies. Members of the Senate are appointed by the King, while Deputies in the lower house are elected through periodic multi-party elections (the most recent elections were held in June of 2003). Both executive and legislative power in Jordan are subject to a great deal of control by the King. The current King, King Abdullah II bin Hussein, assumed the throne in February 1999 following his father's death¹. The Prime Minister appointed in November 2005 stated the government would focus on political reforms, improving conditions for the poor, and fighting corruption.

Since assuming the throne King Abdullah II has pursued substantial market-based economic reforms. These reforms have helped Jordan attract foreign investment and have enhanced its trade potential, e.g., Jordan acceded to the World Trade Organisation (WTO) in 2000 and since 2001 has participated in the European Free Trade Association. Jordan also signed a free trade accord with the U.S. in 2001². Jordan has an estimated population of around 6 million, but this is in a constant state of change, due to the large number of Iraqi (estimates are around 1 million) and other migrants entering the country as a result of regional instability. There are also reported to be reasonably large numbers of incoming migrant workers from countries such as China, Bangladesh and Egypt.

Workers rights

Jordan has ratified seven of the ILO's eight core conventions³, the exception being Convention 87, *Freedom of Association and Protection of the Right to Organise*. Workers in the private sector and in selected public sector professions have the right to form and join unions. Though some sources estimate that union membership in Jordan exceeds 30% of the workforce⁴, data obtained during the evaluation shows total union membership at approximately 90,000 workers across 17 registered trade unions⁵. Given Jordan's estimated workforce of 1.31 million⁶, this represents only 6.9% of workers. Importantly, visiting workers - numbering at least 254,000 (the number is almost certainly far higher)⁷ - are not eligible to be union members. All unions are required by the Government of Jordan to be members of the General Federation of Jordanian Trade Unions (GFJTU), the only union federation in Jordan. The Government subsidises GFJTU salaries and programs, calling into question the independence of the Federation.

¹ U.S. Central Intelligence Agency, *The World Factbook*, (web version), February 8, 2007.

² U.S. Central Intelligence Agency, op. cit.

³ The eight ILO core conventions are Convention 29 - Forced Labour; Convention 87 (noted above); Convention 98 - Right to Organize and Collective Bargaining; Convention 100 - Equal Remuneration; Convention 105 - Abolition of Forced Labour; Convention 111 - Non-Discrimination; Convention 138 - Minimum Wage; and Convention 182 - Worst Forms of Child Labour.

⁴ U.S. Department of State, op. cit.

⁵ Project data, provided to the project by the General Federation of Jordanian Trade Unions (GFJTU).

⁶ Data provided to the evaluation by the Ministry of Labour

⁷ The number of 254,000 is the number of work permits issued to non-Jordanians as at November 30, 2006.

Collective bargaining is allowed in Jordan. However, although no existing statutes or laws prohibit collective bargaining at the sector or national level, all collective bargaining agreements are concluded at the enterprise level⁸. For example, in 2006, 57 collective bargaining agreements were completed, each within the context of an individual enterprise. Collective agreements covered a total of only 39,198 workers. As these numbers indicate, collective bargaining is not widely operated in Jordan, with only a very small portion of workers benefiting from any such agreements.

Workers in Jordan do have the right to strike, but that right is effectively limited by labour laws that require Government permission be granted before any strike takes place. The Ministry of Labour can also require that any disputes be settled through a multi-tiered mediation and arbitration process that culminates with an arbitration panel of independent judges appointed by the Ministry⁹. Despite these circumstances, unions in Jordan do occasionally strike. Figures from the Ministry of Labour suggest that there were 3 strikes during the course of 2006, but the project staff are certain that there were at least 51 strikes during the course of the year¹⁰.

The vast majority of strikes that did take place were within the Qualified Industrial Zone (QIZ). This free trade zone was first established in 1996, and has blossomed since. According to the Labour Ministry, at December 2006 there were some 109 companies in the QIZ, employing over 54,000 workers, 69 percent of whom are non-Jordanian nationals. Labour conditions in this sector have been the focus of a huge amount of international attention, particularly in the United States, since the publication of a report by US NGO the National Labor Committee in May 2006.¹¹ The primary export of the QIZ is apparel.

Project description

Since 2001, the U.S. Department of Labor has funded and the International Labour Organization has executed the ‘Strengthening the Social Partners’ Capacity for Promotion of Social Dialogue’ project in Jordan. The purpose of the project, funded through a cooperative agreement in the amount of \$1,387,240, is to help assist Jordan realise the principles of the ILO’s Declaration on Fundamental Principles and Rights at Work.

The project began on 1 May 2002 but was suspended in March 2003, because of differences between the Chief Technical Adviser and the Jordanian Labour Ministry on implementation modality. The project was restarted on December 1, 2003 following discussions with the new Minister of Labour and the appointment of a new CTA. The project’s end date was December 31, 2006.

⁸ During interviews one explanation for the lack of sectoral or national level collective bargaining agreements was consistently cited. That is, Jordan currently has no legitimate, sector-specific business/owner organizations that can credibly represent management in a collective bargaining process. Without a credible organization to represent management, it is impossible to engage in collective bargaining, - in short, there is nobody to bargain with.

⁹ U.S. Department of State, op. cit.

¹⁰ Much of this strike activity is as a result of nominally illegal strikes in the QIZ, which account for the failure of official statistics to record it.

¹¹ U.S. Jordan Free Trade Agreement Descends Into Human Trafficking & Involuntary Servitude. *Tens of Thousands of Guest Workers Held in Involuntary Servitude. May 2006* By Charles Kernaghan, National Labor Committee, May 2006.

The overriding objective of the project was to develop a functioning and effective industrial relations environment by building the capacity among social partners at various levels and revising the national labour legislation. Assistance was provided, largely through training, to promote and institutionalise tripartitism and social dialogue. Training targeted industrial relations actors (workers, employers and government officials) at different levels. In the final year of the project, particular attention was additionally provided to build the capacity of labour inspectors to better enforce national legislation.

In March of 2004, a strategic framework, including a performance monitoring plan (PMP) and data tracking table, were developed for the project accordingly:

Table 1 Objectives and indicators

Objectives	Indicators
Development Objective: The labour relations environment strengthened.	Employers' and workers' perceptions of the labour environment (survey)
Immediate Objective 1: Adequate legal framework promoted.	Indicators: Proposals and recommendations submitted and accepted, assessment by the ILO Legal Experts of the proposals and recommendations.
Immediate Objective 2: Sustainable and effective social dialogue mechanism established.	Regular meetings at the national level, # of recommendations made, meetings at the regional level
Immediate Objective 3: Collective bargaining enhanced at national, sectoral and enterprise levels	# of workers covered by collective bargaining agreements # of agreements and average number of issues covered by the agreements
Immediate Objective 4: Labour administration system enhanced.	# of inspection visits, survey of worker and employer perceptions of the role of inspectors
Sub Immediate Objectives: The capacity of MOL administration staff, employer organizations' representatives and workers organizations' representatives strengthened.	# of people trained and self assessment of knowledge level post-training.

PURPOSE OF EVALUATION

The purpose of the final evaluation was clearly defined in the terms of reference provided to the evaluator, as further developed during conversations between the evaluator and members of staff from the U.S. Department of Labor and the International Labour Organisation. Key objectives were as follows:

- Determine if the project achieved its objectives and explain why or why not.
- Evaluate long term benefits/impact accrued to target groups, implementation status, the likelihood of sustainability, project management and performance monitoring.
- Identify results that could be emulated in other projects (i.e, best practices)
- Identify situations or circumstances that had negative impacts on the performance of the project that should be avoided by others (i.e., lessons learned).
- Identify needs that may not have been addressed or fully met either because of inadequate project design, or insufficient resources or lack of time.

The terms of reference required that the final evaluation should examine the following:

1. Validity of the project strategy, objectives and assumptions
2. Benefits/impact accrued to target groups
3. Implementation status, specifically related to planned activities, materials, schedule and budget
4. Sustainability of project results
5. Coordination with other projects
6. Management performance by USDOL, ILO and MOLs, specifically concerning project staffing and communications
7. Effectiveness of project performance monitoring
8. Assess level of stakeholder commitment to project

EVALUATION METHODOLOGY

Document Review. Prior to arriving in Jordan to commence the project evaluation, the evaluator sought to review as many documents relating to the operation of the project as possible. The documents included the following:

- Project Document
- Quarterly reports
- Trip Reports
- Strategic Framework and PMP
- Work plans
- Press reports
- Seminar reports
- Financial reports

Planning Meetings. Prior to commencing the field evaluation, the evaluator also had meetings with the responsible project officers at the Department of Labor – Mr James Rude - and the International Labour Organization – Mr Wael Issa. The objective of these meetings was to reach a common understanding among the evaluator, the donor, and project implementer regarding the status of the project, the priority evaluation questions, the available data sources and data collection instruments and an outline of the final evaluation report. The status of the implementation of new labour legislation in Jordan and the project’s contribution to any possible change in legislation was identified as key issues for the evaluation.

Field work. The evaluation team consisted of Steve Gibbons (Ergon) and Wael Issa (ILO). Mr Gibbons served as the lead, and only, evaluator. Wael Issa participated as a “resource observer.” Mr. Issa was present at most of the individual and group interviews, although on occasion Mr Issa was asked to leave the room to allow for discussion of the role of the ILO in Geneva in the project. Mr Issa was not present at the interviews with any of the project staff. Steve Gibbons conducted each interview. Mr. Issa kindly served as interpreter during the interviews where this was necessary and provided introductions for the evaluation team. The project staff ensured all logistics for the trip and arranged all interviews and meetings.

Fieldwork was conducted from December 15 to December 21, 2006. All interviews and meetings were held in Amman, at either the project office or the offices of the interviewees. The only exceptions were the interviews with the DOL project manager, which took place in Washington, DC. prior to the fieldwork, the interview with Mr Issa which took place in Geneva prior to the fieldwork and the interview with Walid Hadman, which took place by telephone between London and Beirut after the fieldwork. All interviews were guided by interview protocols, with different protocols developed for different groups of interviewees (see Annex 4). At the end of the fieldwork the evaluator had identified additional information and materials required for completion of the review. A list was prepared and given to the project team, as well as to the ILO project manager. The materials were collected by the project team and forwarded to the evaluator through the ILO Project Manager on January 12, 2007.

Individual Interviews. The evaluator carried out a range of individual interviews in order to obtain both key information and perceptions of a number of individuals who have been directly involved in the project either as implementing staff, direct participants all wider stakeholders. These included the following:

- ILO Project Staff in Jordan, Geneva and Beirut via phone and in the region
- Selected individuals from the following groups:
 - Workers and employers who have participated in project activities
 - Employer groups, unions, that have received training or otherwise worked with the project.
 - Labour Ministry staff who have worked with the project
 - Political actors who have been engaged by the project
- Wider stakeholders who have taken part in the project activities
- US Embassy
- A focus group was held to solicit the views of a reasonably large group of labour inspectors.

Debrief in Field. The evaluator presented preliminary findings to the ILO project staff in Jordan and the US embassy. Unfortunately, time did not permit a debriefing for employer, government, union representatives.

PROJECT STATUS

Promotion of an adequate legal framework

Immediate objective 1 of the project was that an adequate legal framework be promoted. The key defined indicators of the achievement of this objective were stated to be the following: proposals and recommendations submitted and accepted; assessment by the ILO Legal Experts of the proposals and recommendations.

The project went about its activities in relation to this objective by utilising the key stakeholder group at the core of the project, namely the national tripartite committee. The project organised a range of seminars, meetings, briefings and other relevant activities to seek to promote the understanding of international labour standards and to develop an appreciation of the degree to which Jordanian national labour legislation is to some degree at variance with the standards set out within a range of ILO instruments. The effectiveness and detail of these activities are considered in more detail below. As a result of the activities of the project, a number of defined outputs were produced, including a gap analysis of Jordanian legislation as compared to ILO standards and proposed drafts of new legislation to remedy some of the identified deficiencies, which were agreed between the tripartite partners and then presented to a two-day conference of some 100 stakeholders on 20-21 September 2006.

The proposals coming out of the national tripartite committee were submitted to the legal experts identified by the ILO within its headquarters at Geneva. Responses were received from these experts and communicated to the broader group of stakeholders and the Jordanian government. This included a seminar to formally disseminate the comments to the National Committee on December 12. Subsequently however there has not been, at the point of evaluation, any new legislation adopted by the Jordanian government to amend important aspects of the legislative regime within the country, although there were suggestions made to the evaluator that the Ministry of Labour was about to release its own draft of changes to the labour code, but there was no clear understanding that this was going to be the case.

The project has not culminated with revisions to the labour code, as would have been hoped under its main immediate objective. However, changing legislation is not within the power or ability of the projects such as this; such things lie in the domain of national sovereignty of the states involved and the defined objective was to promote change, rather than bring about change. As such the status of the project in this regard can be categorised as being successfully completed, in the sense that proposals have been developed through a tripartite process, have been reviewed by experts at the ILO and, importantly, have been accepted by that tripartite group. However since the conclusion of this phase of the project and the evaluation, a draft of the labour law reforms and the law relating to the National Committee on Social Dialogue have been submitted to the Parliament.

Social dialogue mechanism

Immediate objective 2 of the project was for the establishment of a ‘sustainable and effective social dialogue mechanism’. The key means by which this has been sought to be achieved has been through the establishment and functioning of a National Committee on Social Dialogue. While this Committee has also played a key role in developing proposals for legislative reform, one of its fundamental tasks has been to assist the project take forward the discussion of the need to establish some form of national Social and Economic Council.

The project carried out a number of activities in order to promote the establishment of such a Council. These included the following:

- Study tours to Spain, Belgium, France to seek to understand the working of national economic and social councils.
- Liaison with the European Union to leverage direct finance for the council’s activities
- Participation of a high-level delegation from the European Social and Economic Committee in a visit to Jordan to promote the council¹²
- Discussion within the national tripartite committee to discuss the role of the council
- Negotiation within the national tripartite committee to agree the rules relating to the operation of the council
- The agreement of these rules
- Meetings with parliamentarians and other relevant stakeholders to progress the establishment of the council

There have been numerous Government commitments to implement the agreement within the National Tripartite Council to establish the National Committee on Social Dialogue.

Reporting on the meetings of the Mediterranean countries socio-economic councils under the so-called Barcelona process, held in Jordan, the Jordan Times reported on 21 November 2005 that Prime Minister, Adnan Badran, “pointed out that the Kingdom, which believes in the importance of partnership and socio-economic integration between social partners and civil society institutions, has decided to establish a socio-economic council... [and] said the Cabinet has already issued a decision for the establishment of the council”.¹³ The same report states that the Prime Minister says that the Ministry of Labour had ‘worked in co-operation with the International Labour Organisation on drafting a law for the council’s establishment.’ The Prime Minister also stated that the law was submitted to Parliament for endorsement.

It must be clearly noted that at the time of evaluation no such law had been forthcoming from the Jordanian Government. During the course of the evaluation a number of stakeholders were asked what had happened to the establishment of the socio-economic council. Both employers and unions suggested that all had been agreed and they were of the understanding that the council was due to be established, but could not understand why there was a delay. Others thought that there was some misunderstanding within parliamentarians about the role of the socio-economic council and a feeling that the

¹² A nine-member delegation from the European Economic and Social Committee (EESC), headed by its then President Anne-Marie Sigmund, visited Jordan on 26 to 28 April in a visit co-ordinated by the ILO project and pressured for the establishment of the Council – EESC Press Release 26 April 2005.

¹³ Accessed on the Jordanian Foreign Ministry site on 3 January 2007
http://www.mfa.gov.jo/events_details.php?id=12807

council would somehow usurp the role of parliament in scrutinising legislation. An interview with a leading Parliamentarian suggested otherwise, however, suggesting that the council was somehow ‘stuck’ at cabinet level, with different points of view preventing progress. This point of view was shared by a number of other stakeholders, who felt that there was insufficient political will at certain levels of Government to implement the council. However, there were different views about where responsibility for this delay lay. As with reform to labour legislation, regardless of the fact that the Council has yet to be established, all of the defined activities in the project work plan aimed at contributing to this goal have been achieved, most notably the drawing up and agreement of the rules relating to the operation of the council and the securing of earmarked funds from the European Union to support the first years of operation of the council. These should be considered major achievements.

Also the project has led, within the context of the operation of the Labor Ministry, to the establishment of a tripartite labour council to advise on relevant issues within the ministry.

Collective bargaining

Immediate objective 3 was that Collective bargaining be enhanced at national, sectoral and enterprise levels. The project’s attention on Immediate Objective 3 has been limited by both resources and national circumstances. It was explained to the evaluator that there was limited opportunity for enterprise level bargaining, with a relatively small number of workers being covered by collective agreements. On the basis of figures provided to the project by the Ministry of Labour in December 2006, it would seem that under three per cent of the formal workforce are covered by collective agreements.

When asked about the relative lack of progress with regard to the development of collective bargaining at a sectoral, regional or enterprise level, the CTA expressed the view that trying to start such a process was premature, given that there was no effective legislation in place which would support collective bargaining. One should consider the fact that the relative weakness of employers’ organisations on a sectoral basis means that it is very difficult to contemplate the negotiation of sector-based collective agreements due to the fact that, even should the trade unions have the capacity to so negotiate, there is, in effect, nobody for them to negotiate with as there is no single employers’ body with sufficient standing to amount to a negotiating partner.

Strengthening the labour administration

Immediate objective 4 was for labour administration to be strengthened. With regard to immediate objective 4, the project has sought to strengthen the labour administration by focussing activities on the labour inspectorate. As can be seen by the table 2 of Key Project Activities and Events, set out below at page 15, these activities have taken place predominantly in 2006 through a series of training courses for a core group of some 30 labour inspectors. The project also secured funds from the labour ministry to construct a computer training centre for the labour inspectorate at the project premises in the Ministry of Labour. The project equipped this centre with a computer network and also had secured funds from the labour ministry to convert rooms at the project premises into a conference centre for use by the labour inspectorate. The project commissioned a study

from a senior specialist at the ILO on the labour inspection system in Jordan¹⁴. This report was generally critical of the existing systems in place, and suggested an overhaul of both the process of labour inspection and the policies underlying the way in which the inspectors worked. However, no apparent action was taken to follow up the findings of this report. A second report was commissioned in August 2005 and some of the recommendations made to the Labour Ministry in this report were taken up by the project.

From June 2006 to the end of that year, the project ran some nine training courses for labour inspectors. While a number of these had 40 participants, the majority of courses were attended by 30 participants. The effect of these training courses was made clear by a number of the participants during the course of the group interview which took place with labour inspectors. Some of the key changes that the inspectors explained had happened following their training under the auspices of the ILO project were as follows:

- previously the inspectors only looked at one specific issue in the QIZs, namely that of the immigration status of the workers working at a particular establishment, now the inspectors look at a range of employment rights to determine whether or not an employer is complying with them
- previously the inspectorate would act like a policeman, whereas following the training the inspectors have a greater understanding of the need to act in partnership with the employer to help them move towards respect for the law
- following the training the inspectors now have a much greater understanding of Jordanian law and understand where there are areas of mismatch between the international standards and national law.

Table 2 Key Activities and Events

Key project Activities and Events	Date
Original project – 2002	
Study – working conditions in QIZs (Women Workers in the Textiles and Garments Industries in Jordan)	January 2002
Study – comprehensive review of Jordan’s labour administration system	July 2002
Study – comprehensive review of Jordan’s labour inspection system	August 2002
Project restart 2004 – July, 2005	
Workshop – strategic planning and performance monitoring for project	March 2004
PAC Meetings – first 2 meetings of the newly constituted PAC	April 2004
Seminar – National Committee (1 day): present project objectives and strategy (the first meeting of the National Committee)	May 2004
Seminar – National Committee (2 day): ILO Declaration and the requirements of social dialogue	September 2004
Seminar – National Committee (2 day): Jordanian economic situation and related social effects	December 2004

¹⁴ W. von Richthofen, Evaluation of the Labour Inspection System in Jordan, 31 October 2002.

Seminar – Ministry of Labour: presentation of findings from the assessment of Jordan’s labour administration system	December 2004
Study Tour – 10 members of the National Committee to Madrid, Spain	February 2005
Workshops – a series 1 and 2 day workshops with social partners in preparation for the survey of the labour inspection function in Jordan	March 2005
Seminar – National Committee (2 day) – the Spanish experience	April 2005
Seminar – National Committee (2 day) – the French experience	April 2005
Seminar – National Committee (2 day) – the European experience	April 2005
Study Tour – 5 members of the National Committee to Brussels, Belgium	April 2005
Study Tour – 6 members of the National Committee and 4 members of the PAC to Paris, France	May, 2005
Study Tour – 8 members of the National Committee to Istanbul, Turkey	June 2005
Seminar – National Committee (2 day) – labour legislation in Jordan	July 2005
National conference on social dialogue (2 days)	October 2005
Seminar – National Committee – ILO approach to labour law reform	February 2006
Seminar – National Committee – The use of ILO's labour legislation guidelines	March 2006
Seminar – National Committee – Labour law and freedom of association	June 2006
Seminar – National Committee – Labour law and collective bargaining	June 2006
Seminar – National Committee – Labour law and labour dispute prevention and settlement	June 2006
Seminar – labour inspectorate – Labour law reform in Jordan	June 2006
Seminar – labour inspectorate – Labour law and labour inspectors' statute, roles and missions	June 2006
Meetings of the national consultants to finalize the draft legal instrument amending Jordanian labour law	July 2006
Seminar – labour inspectorate – Labour Inspectors' roles from an ILO's point of view	July 2006
Seminar – labour inspectorate – Labour Inspection's techniques and effectiveness	July 2006
Presentation of the draft legal instrument to the members of the sub-committee on labour law reform for discussion and adoption	July 2006
Seminar – labour inspectorate – Labour Inspectors' roles in the QIZ	July 2006
Presentation to national committee of the draft legal instrument on labour law reform as adopted by the sub committee on labour law reform	July 2006
Seminar – labour inspectorate – Labour Inspectors' roles and missions	August 2006

Seminar – labour inspectorate – Labour inspectors and social dialogue	August 2006
Seminar – labour inspectorate – Labour legislation in Jordan and founding principles	August 2006
Seminar – labour inspectorate – Labour legislation and migrant workers' rights	September 2006
Presentation to national committee of the reviewed legal instrument on labour law reform for adoption	September 2006
Presentation to parliamentarians and wider civil society of the final draft of the legal instrument on labour law reform	September 2006
Presentation of the main changes to the Jordanian labour legislation	September 2006
Presentation of the final draft of the legal instrument introducing labour law reform	September 2006
Presentation of the ILO's conventions ratified by Government of Jordan. Part I	October 2006
Presentation of the ILO's conventions ratified by Government of Jordan. Part II	November 2006
Presentation of social dialogue in Irbid	November 2006
Seminar – labour inspectorate – Adequate labour inspection system	November 2006
ILO's comments on labour law reform received and presented to the national committee	December 2006
Presentation of social dialogue in Aqaba	December 2006

National Tripartite Committee and National Committee on Social Dialogue. The Project until the end of 2005 focused to a very large extent on increasing the knowledge and awareness of the 36-member National Tripartite Committee (the Committee was expanded to 54 members and renamed the National Committee on Social Dialogue in January of 2005). The initial 36-member committee was constituted of 12 representatives drawn from each of the social partners – the Government of Jordan (MOL), workers (officials from GFJTU) and employers (officials from ACI and FJCC). The initial committee was expanded to include representatives of Jordanian NGOs, Members of Parliament and leading academics. The pronounced emphasis on building the awareness and capabilities of the National Committee members was an implementation strategy promoted by the managers of the project (the CTA and NPC) and endorsed by the PAC¹⁵. The project managers believe that an adequate legal framework and mechanisms for social dialogue had to be established before meaningful progress could be made towards IO3 and IO4. Their opinion was that the best way to do this was to create an informed tripartite working committee that can develop and draft recommendations for legal reform and, as well, can advocate for the implementation of such reforms.

Sub-committees. While the activities of the project have focused primarily on building the skills and knowledge of the National Committee members, much of the work of the

¹⁵ The concept of the National Tripartite Committee was discussed with and accepted by the PAC in April of 2004.

project has been supported by four sub-committees that were organized from the original 36 member committee¹⁶. The nine person sub-committees, made up of three representatives from each social partner, reflect the four main topic areas in which the project anticipated working:

- Sub-committee for Labour Law and Conventions
- Sub-committee for Social Consultation
- Sub-committee for Collective Bargaining
- Sub-committee for Individual and Collective Dispute Settlement

Each of these sub-committees, working closely with the CTA and select national experts, is responsible for developing policy and program recommendations in its respective area of focus. The sub-committees have drafted the proposals and the legal code for (a) establishing a tripartite consultative body in the MOL, (b) a national economic and social council and (c) reforms to the labour code. The work of these sub-committees, through frequent meetings and consultations, represents many crucial activities of the project.

¹⁶ The decision to establish four sub-committees was taken during the August 2004 PAC meeting and the sub-committees first met a month later, in September of 2004.

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

1. *Project strategy*

The current project strategy was developed during a facilitated strategic planning exercise in March of 2004. The project framework developed during that exercise (see Figure 1) reflects in large measure the original project design. The strategic planning workshop followed a process that involved the project team and the ILO and DOL project managers in a detailed review of the key aspects of and obstacles to improved labour relations in Jordan. Representatives from each of the social partners were briefed on the strategic planning process but were not involved in the detailed review and discussions that produced the modified project framework.

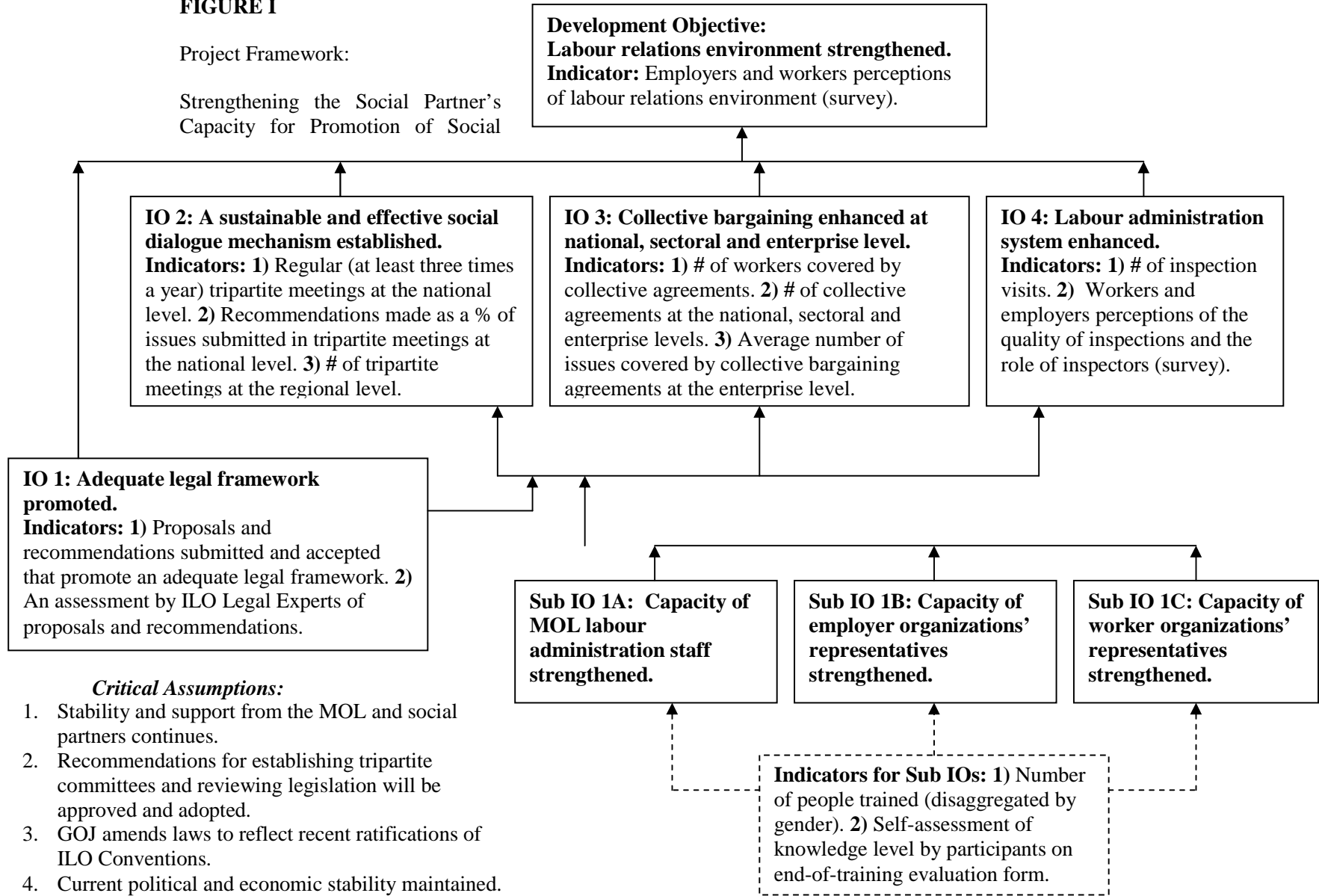
As Figure 1 illustrates, the strategy of the Social Dialogue Project is fairly straightforward. That is, by increasing the capacity of the social partners in terms of knowledge and skills related to conflict prevention, dialogue, mediation and collective bargaining, (Sub-IOs 1A through 1C) it is expected that: (a) improved labour laws will be drafted and debated; (b) a national level mechanism for social dialogue will be established and used; (c) collective bargaining will be employed more frequently and effectively at the national, sectoral and enterprise levels; and (d) labour administration will be improved, i.e., inspection visits will be more effective and inspectors will play a role in dispute prevention and mediation (IOs 1 thru 4). If each of these IO-level results are realized, the project strategy anticipates a stronger labour relations environment throughout Jordan.

Perhaps the most significant change initiated following the project restart was less about strategy and more about the implementation approach used by the project. Rather than rolling out training and technical assistance across all project components, the CTA determined that the best chance for real and sustainable progress toward the project's objectives would be to establish an informed working group of mid and senior level officials from each of the social partners. By raising the awareness, skills and understanding of its members, the project hoped to establish a Jordanian working group that would provide advocacy and technical expertise to supplement and catalyze the work of the project team. The intention behind this was to ensure that the objectives of the Project would be owned not just by the ILO project team, but also by this group of Jordanian social partners. The project named this working group the National Committee on Social Dialogue (hereafter the National Committee). Establishing the National Committee as the focus of project implementation marked a substantial shift change from the implementation approach originally conceived for the project.

FIGURE I

Project Framework:

Strengthening the Social Partner's Capacity for Promotion of Social



Critical Assumptions:

1. Stability and support from the MOL and social partners continues.
2. Recommendations for establishing tripartite committees and reviewing legislation will be approved and adopted.
3. GOJ amends laws to reflect recent ratifications of ILO Conventions.
4. Current political and economic stability maintained.



The strategy adopted by the project, as defined in the revised outcomes and objectives, therefore focussed for the first part on establishing the national committee and building relations with national stakeholders. The project's strategic work also focussed on working with this group and others to develop proposals for the reform of labour legislation. This was done through the holding of seminars and other activities. Only at the final parts of the project did the final objective of strengthening the labour inspection and administration received substantial resource and focus.

Stakeholders consulted during the evaluation rated the objective of achieving reform of the labour law of Jordan as the highest priority objective, followed by establishment of the socio-economic council and then assistance to the labour inspectorate¹⁷.

IO 1 Adequate legal framework promoted

Findings

More than one stakeholder – particularly those from international organisations – explained that they relied upon the space that had been opened up by the project for tripartite debate in order to take forward and the possible reforms to the Jordanian labour code. Although there were different perspectives dependent on the stakeholder group in question, it was common ground that there was a strong pressure and need to reform the labour legislation in Jordan. A number of particular reforms were identified as crucial, some particularly in light of the concerns relating to the labour conditions of migrant workers following the report of the NLC. So, the exclusion of non nationals from the right to be members of and take part in the activities of trade unions was highlighted on several occasions. Members of the labour inspectorate expressed the opinion that the reform of labour legislation was an essential part of the project and that it would be 'pointless' to assist the labour inspectorate to improve their performance without, at the same time, seeking to bring about important reforms to the legislation underpinning

One stakeholder suggested that without the ILO project's input in labour law reform the only alternative would have been a deregulation agenda. This was perceived to be the likely type of reform which would be pushed by other Jordanian Ministries with the support of international organizations such as the World Bank and the International Monetary Fund – although there was no direct evidence to confirm that this would be the case.

Stakeholders from the wider international community, including representatives of the European Union, the ILO and the U.S. government reaffirmed the opinion that moving towards bringing Jordanian labour legislation in full compliance with ILO core labour standards was an absolute necessity and, without this as an objective, the project would not have had any credibility.

¹⁷ This rating was done by an informal process of questions put to various interview groups.

Conclusions

There can be absolutely no doubt that adopting objectives relating to the reform of the Jordanian labour code was an essential part of the project. Without such an objective it would have been very difficult to secure international funding for the project and for it to be accepted as an ILO project. Further, as was pointed out by some stakeholders, this objective was necessary for reasons of credibility. Most importantly, there appears to be a general consensus amongst stakeholders that a reform of labour legislation is absolutely paramount. The fact that there has not been any reform of labour legislation does not mean that the objective itself was not a valid one, or that the project underestimated the difficulty of the task before it.

IO2 Social dialogue promoted

Findings

In relation to the second immediate objective of the project, namely the promotion of sectoral dialogue, the project has devoted a substantial amount of time and resources to seeking to develop a Social and Economic Council which is intended to operate at a national Jordanian level. The project has utilised the expertise and additional resources of a number of European countries in order to ensure that the role of such a council is fully understood by all of the relevant social partners and also that the benefits that such a council could bring to Jordan are clear. All of the indicators suggest that the activities of the project in this regard have been efficiently and positively undertaken and that all of the relevant social partner groups are fully in support of the establishment of such a council. Unfortunately, the council has yet to be established. This is even in the light of very clear and defined statements from the most senior figures within Jordanian political life that the council would be so established over a year ago.

Conclusions

The potential impact of the Social and Economic Council on Jordanian political life goes much wider than the enterprise level industrial relations that the social partners are used to operating. It would provide for a national space for dialogue on a range of matters effecting Jordanians' working lives. As a consequence, it is unsurprising that there are some within the political classes in Jordan who are distinctly uncomfortable with the proposal, given the relatively closed nature of the political system. In this light, some could question whether or not the adoption of the council was a realistic strategic objective. However, the project's diplomatic and resourceful approach to this objective, which has involved numerous international interventions, both material and financial, has resulted in clear commitments from political figures in Jordan to establish the council and it is now for others, whether at an international or national level, to apply pressure to the Jordanian Government to honor its commitments.

IO3 Collective bargaining

Findings

Probably the immediate objective which received the least direct attention was that which was set out as immediate objective 3, namely that collective bargaining and be enhanced at a national sectoral and enterprise level. While there were, without a doubt a number of seminars and other activities which touched on to matters covered by IO3, this was in many ways as part of an overall consideration of social dialogue, either through the discussion of potential reforms to the labour legislation or the proposed activities of the Social and Economic Council.

Conclusions

Collective bargaining in Jordan is still at a very preliminary level, with many industries being almost totally bypassed by the effect of trade unions and collective bargaining. All bargaining is at an individual enterprise level on account the absence of employers' organisations at a sectoral level.

Recommendations

Should the renewed project consider that the development of collective bargaining is a higher priority for further activities, then this must be accompanied by a more rigorous programme of strengthening trade union and employer internal capacity, but also by a programme of training and awareness raising for individual companies and entrepreneurs.

IO4 Labour inspection

Findings

Some stakeholders outside the core group involved with labour inspection did feel that the strategic approach with regard to labour inspection of the ILO project was less clear than that which is being proposed by other donors, in particular the Better Work Programme. This lack of clarity at the beginning of the project and also an uncertainty on the part of project staff whether the labour inspectorate were ready for the kind of change necessary, may have led to few activities in this area to start with. Nevertheless, the appropriateness of having a strategic focus on labour inspection within the project plan was, in the opinion of a number of the stakeholders consulted, of utmost importance and had been brought home by the NLC report and subsequent events.

Conclusions

The decision to adopt the objective of working with the labour inspectorate as one of the key objectives of the project was one which was, to a degree, questioned during the mid-term evaluation. However, the general pressure arising in the aftermath of the NLC report was for more work to be done with the labour inspectors. The adoption of new projects to work with the inspectorate by an apparently increasing range of actors can probably be taken as an indicator that working on these particular project was a valid objective for the declaration project. However, if the continuing work with labour inspectors is to be successful and give rise to meaningful

improvements within the enforcement of labour legislation within Jordan, building on the work that has already been carried out and the physical infrastructure that has been put in place in terms of a computer training room and seminar room, there are a number of recommended issues that need to be addressed.

Recommendations

The project needs to be clear which are its activities and responsibilities in relation to the labour inspectorate and which are those to be addressed by other projects, in particular the projects being funded by USAID with the Ministry and IFC / ILO through Better Work. The project needs to carry out a formal assessment of the needs and requirements of the labour inspectorate with these other agencies in order to determine the strategic approach and determine who is to implement what.

Sub-objectives

With regard to the sub-objectives of strengthening trade unions' and employers' organisations an evaluation can only be made on the basis of the interviews carried out by evaluator with members of these organisations, and others who come into contact with them. This is because there was no mean for data collected with regard to these organisations. Also, there was no baseline study carried out in relation to this perceptions and activities of the organisations. Although one could look to membership figures in order to assess whether or not they had been a strengthening of employers' and trade union organisations during the lifetime of the project, it was suggested by a number of stakeholders consulted during the evaluation that these figures were not certain to be accurate and the historical nature of some degree of state control within both the trade union movement and employers' organisations would make such an analysis not completely reliable.

There were a number of trends that emerged very clearly, however, as a result of the evaluation interviews. With regard to employers' organisations, both employers and trade unions felt that there had been a strengthening and opening-up of employers' organisations as a result of their participation in the project. In order to be able to participate in the various conferences and meetings organised by the ILO project, representatives have to be identified and trained. These individuals have already started to carry out some degree of training and consultancy back within their own organisations, as well as developing their own personal capacity. Similar changes have started to happen within some of the trade unions who have engaged with the project and further development of trade union capacity would be an important part of any subsequent project.

2. Benefits/impact accrued to target groups

The terms of reference required that the impact on and benefits to specific defined groups should be considered by reference to the following defined questions:

- Needs assessments process and baseline survey reports and their use by the project and its stakeholders
- Accomplishments and effectiveness of Project Advisory Committee (PAC) in guiding project activities or resolving issues
- Stakeholder understanding and capacity address social dialogue, labour reform and inspection issues
- Quality and use of the materials developed by the project. (Training manuals, information/awareness raising brochures, posters, radio etc.)
- Scope, content and effectiveness of trainings given to the labour inspectorate, ministry of labour representatives, employers' and union representatives, and others.

Findings

Needs assessment. A needs assessment process was carried out prior to the commencement of the project through the work of the project support staff in Geneva, Beirut and Washington DC in the form of the co-ordination and negotiation with Jordan stakeholders, in particular the Ministry of Labour, to determine the appropriate shape of the project. This process culminated in the agreement to start the project and the original project documentation. During the first phase of the project under the guidance of the original CTA there was, according to the information that is available, some degree of consultation and needs assessment, although a number of crucial stakeholders, including parts of the trade union movement and employers' organisations claim that their views were not solicited at this phase. Neither at these original stages of the project, nor on recommencement of the project has there been any formal needs assessment. However, interviews with stakeholders revealed on several occasions the perception that the project was very open to consideration of the needs and views of those involved in the project and adoption of processes and outcomes appropriate to national circumstances.

Project advisory committee. The project advisory committee is made up of senior representatives of all three social partners, namely the Minister of Labour, the General Secretary of the Ministry, the presidents of the Chambers of Commerce and Industry, the President and Vice president of the GFJTU and the project CTA. The PAC met on the following dates 25 October 2004; 7 March 2005; 3 August 2005 and 10 January 2006.

Stakeholder understanding and capacity. Due to the nature of the stakeholders that have been participating in the ILO Declaration project, their capacity, at least in theory, to address the issues which form the key objectives of the project, labour law reform social partnership and labour inspection, should be high. Inherently the Ministry of Labour, employers' organisations and trade unions deal with such issues as part of their day-to-day activities. However, there was a degree of lack of capacity arising from past historical and organisational factors and also because of the particular nature of industrial relations in Jordan. The project took such factors into account in developing programmes which started with a relatively low base of

knowledge, particularly as regards international labour standards, and worked with a core group of individuals constituting the National Committee to gradually build their knowledge and understanding and ensure that there was sufficient capacity to support the project activities on the implementation of key objectives.

Quality and use of the materials developed by the project. It was difficult for the evaluator to assess the quality of the materials produced by the project personally as the evaluator does not read Arabic. However, all of the interviewees who had participated in training organised by the project were asked to rate the quality of the materials produced and all of the respondents replied that the materials were either 'useful' for 'very useful'. A number also said that they would use the materials again in the future. One participant stated that the materials were 'superior to those produced by other equivalent projects'.

Scope and effectiveness of training. The breadth of issues covered in the training organised by the project can be seen by consulting table 2 at Page 15. As there was little or no formal feedback from participants in the training and, where there was such feedback, this has not been collected and analysed, it is difficult to give a full formal assessment on this question. However, there are two sources of evaluation, firstly, the comments made by interviewees during the course of the evaluation process and, secondly, the evaluation of training that was carried out by the labour inspectors themselves.

In relation to the point of view expressed by participants in the training to the evaluator during the course of the interviews carried out in December 2006, there was a relatively consistent level of praise for the quality of the seminars that were organised by the project, below are some of the representative comments which were made:

- the training and seminars were always well organised, with agendas sent out in advance, with participants having a clear understanding about what the session was about before it started
- trainers were normally well briefed national consultants or international experts who had a thorough understanding of their area
- the CTA providers a great degree of knowledge and expertise in the training sessions.

The only semi-formal evaluation of training that took place was carried out by a group of labour inspectors themselves, rather than the project staff. The key findings of that assessment are set out below:

Table 3 labour inspectors evaluation of training

Question	Yes (%)	No (%)
Was the number of participants appropriate?	95%	5%
Was the management of the workshops successful?	95%	5%
Was the duration of the workshops appropriate?	76%	24%
Did the workshops achieve their objectives in terms of:		
Enhancing the capacity of the inspectors?	95%	5%

Increasing their knowledge of International Labour Standards?	95%	5%
Increasing their knowledge of labour legislation?	95%	5%
Increasing their knowledge of international experiences?	81%	19%
Is there a need to continue such training?	100%	
Do you support the participation of all inspectors in such training?	95%	5%
Are you satisfied with the role you played in these workshops?	91%	9%
Are you satisfied with the group work?	86%	14%
Did you play an active role in the group work?	95%	5%
Did the resource persons have sufficient knowledge of the subject?	81%	19%
Did you feel that you were free to express your opinion during the discussions?	100%	
Were you consulted before participating in the workshops?	29%	71%

Conclusions

With regard to the need assessment, while in a perfect project plan this would have been an essential place to start, the difficulties that the first CTA faced and the subsequent transition phase at the beginning with this project mean that it would almost certainly have been impossible to carry out such an exercise.

The project advisory committee is clearly, for the purposes of co-operation with the key social partners, as crucial part of the project. However, the infrequency of its meetings and the fact that the national committee has taken on a very serious and helpful role, mean that its impact to the project is relatively limited.

Stakeholder understanding and capacity has been one factor which has clearly been substantially developed during the course of the project's duration. The project team clearly understood the fact that building such stakeholder capacity is essential if any project of this kind is to succeed.

Finally, with regard to the quality of the materials and training, all reports that have been received by those who participated in the training have been very complementary.

3. Implementation status, specifically as concerns planned activities, materials, schedule and budget

Planned activities

The project's key activities have centered on a number of types of activities:

- Meetings of the national committee and its sub-groups
- Training seminars
- Preparation of proposals for legal reform
- The preparation and carrying out of a survey on the perception of industrial relations in Jordan

The key project activities are outlined above in the table 2 at page 15

The activities of the project can be assessed by looking at the outline of defined activities, events and meetings that have occurred. An evaluation of the activities carried out through the course of the project needs to understand that the key focus of the project after the resumption was to develop the capacity and trust of the core group which constituted the national committee. This required there to be regular meetings of the committee and of the subcommittees.

In 2006 the project substantially increased its activities with regard to the organisation of conference and seminars as a means of delivering tangible outcomes. In the four months of June-September 2006 the project organised some 19 separate events, each with a substantial number of participants. This level of activity was not originally planned.

A substantial degree of effort appears to have gone in to the development of questionnaires for the project's survey of perceptions on industrial relations of the various social partners. There were a number of seminars organised in order to ensure that the questionnaire was understood and completed by each of the participant groups. The completion of this survey did not appear to go completely to plan and when the resulting report was finally published this was some months after the intended date of publication. The report was intended to be completed in April 2005 and presented at a seminar in May 2005. However, the report was not completed until 2006.

While the summary of the report which has been viewed by the evaluator makes a number of recommendations based on discussions with the members of the national committee who have been surveyed, it is difficult to see how any of these recommendations found their way into the work of the project, with the exception of training for the labour inspectorate. If the process and outcome of the survey was the major contributing factor towards changing the direction of the project to focus on training for the Labour inspectorate, then the survey itself will have been a positive activity. If not, then it is difficult to see what value the survey had.

Budget

The budget for the project was established following annual discussions between the CTA and Geneva. It appears to have been managed with a high degree of caution and responsibility. As was pointed out in the Mid-term evaluation, there were a number of budget headings where the project appeared to have under spent by some degree. This is predominantly due to the suspension of the project and the cautious approach adopted in recommencing the project and the decision not to commit to activities that would not have any form of real results.

There are a few notable changes to the budget that took place during the course of the project. The most obvious of these is the increase to some 37 per cent of total budget to be spent on seminars in 2006 compared to an equivalent figure 11 per cent in previous years. This increase was anticipated and is reflected in the large number of events that took place during the course of the year, compared to previous years. It is also because some expenditure, such as that related to national consultants, was often charged to the seminar line.

The finances of the project have been well managed, which has been difficult given the poor relationship existing between the project office in Jordan and the regional ILO office in Beirut (see below). A combination of the prudence of the CTA in respect of spending money on some aspects of the project's activities and the difficulties in getting disbursements approved and made from Beirut may have contributed to what appeared to be an under spend at various points of the project and a large increase in the money spent as the project neared its conclusion. However, this has not been to the detriment of the project and has probably meant that the money has been directed at issues which were more clearly identified and practically useful, for example the training of labour inspectors.

	Total allocation	Total expenditure (actual or committed)	Balance
International experts	626,477.00	582,194.95	44,282.05
Administrative support	59,720.00	57,552.25	2,167.75
Travel costs	24,000.00	21,301.32	2,698.68
Mission costs	49,077.00	46,462.37	2,614.63
National Professional Personnel	83,207.00	58,114.82	25,092.18
Fellowships	42,400.00	28,088.96	14,311.04
Seminars	316,596.00	272,475.16	44,120.84
Equipment	210,199.00	93,321.76	116,877.24
Operation and maintenance of equipment	69,652.00	68,303.42	1,348.58
Reporting costs	8,000.00	0.00	8,000.00
Programme support	193,612.00	47,638.90	145,973.10
Total	1,682,940.00	1,275,453.91	407,486.09

4. Sustainability

The project did not, as such, have a formal sustainability plan in the sense of a predetermined strategy which was outlined in advance and agreed by the project team and the supporting agencies. However, the evaluation found that there were a number of defined activities and strategies at the core of the project which clearly contributed to the likelihood of a number of the project's achievements and activities leading to sustainable results and change in Jordan.

The key identified factors which will lead to some degree of sustainability are as follows:

- The development of national experts. While there has been some degree of training carried out by international experts and members of the project team themselves, there has been a defined strategy to develop the expertise of national consultants who will, in themselves, now be able to carry out the kind of training for the target groups and others on international labour standards related activities.
- Physical infrastructure. The establishment of a well resourced and comfortable training room containing a substantial amount of computer equipment connected to the internet, alongside the refurbishment of adjoining premises to provide a conference centre and seminar room, has provided a resource for the training of labour inspectors and other relevant stakeholders in the future. As this is so clearly identified with the project and part of the project, this is only likely to strengthen both the reputation and the sustainability of the project activities both in the past and the future.
- Creation of support from a group of key stakeholders. One of the core activities of the ILO project is also up likely to be one of the key factors which will lead to sustainability of outcomes. The creation of the National Committee, coupled with the inclusion of a much wider group of stakeholders within this activity, is likely to ensure that some of the core actions of the project are unlikely to be lost in their effect within Jordan. Further, the commitment of the stakeholders who were involved in the national tripartite committee, which was made obvious to the evaluator throughout the evaluation exercise by all of the parties who were interviewed, is both a strong outcome from the project and an indicator of likely sustainability.

With regard to the immediate objectives of the project, there are number of very clear indicators with regard to the likelihood that they will be sustained.

Labour law reform. As has been discussed above, any reforms to the labour law are fundamentally dependent upon activity by the Jordanian government. If the Jordanian government does not bring about any reform of the Labour Code, or introduce legislation which still falls short of the standards which are set out in the key ILO conventions, this does not necessarily indicate that the activities of the project have not had a sustainable outcome. A number of the stakeholders interviewed during the course of evaluation indicated that the understanding that was created by the project of the issues around the gap between Jordanian law and international standards was hugely important and was the first time that this kind of information had been communicated within Jordan. This major step forward, is unlikely to be reversed.

Even should there be a reform of the labour legislation which is considered to be unsatisfactory by the ILO and other relevant stakeholders, there has still been a debate which will inform the lobbying and information activities of the key stakeholders within Jordanian industrial relations.

The training and other seminar materials that have been generated during the course of the project will continue to be available for use by any party who wishes to promote principles of legislation in compliance with international standards within the Jordanian context.

The Social and Economic Council. As is discussed above, all of the project activities in this regard are, in essence, complete, with the only outstanding matter being the formal adoption of the Social and Economic Council by Parliament and the Jordanian government. The project has delivered an agreement between the tripartite partners on the need for such a council, draft statutes of operation for the council and a commitment from a number of parties, note most notably the European Union, to provide funding for the ongoing operation of the council. Both the General Agreement in support of the council and the commitment to funding which has been leveraged by the project for the council should be major steps to ensure that there is a sustainable activity in the future. Once again, however, the likely sustainability is brought into question by the failure of the Jordanian government to act to implement its own promises in relation to the establishment of this council. The project has done as much as it could be expected to do in this regard.

Labour inspectors. The activities which have been carried out in relation to the Labour inspectorate have, as is explained above, been developed relatively quickly at the tail-end of the project. As such, it is perhaps understandable for if there has been little thought about how to further develop the training or whether the training is itself likely to lead to substantial change in the way in which the Labour inspectorate carry out their activities. Interviews with a large number of labour inspectors, in the form of a group discussion on the one hand, and on the other some individual discussions with Labour inspectors who have been through the training, did reveal an expectation on behalf of the participants that the learning that has been achieved through participation in the projects activities would lead to a change in the way that Labour inspection will be carried out in the future. However, there were also a number of labour inspectors who felt that the training should have been more focused on their day-to-day activities and needs, rather than having such a focus on the international labour standards. It could be said that by focusing so heavily on the ILO standards and their interpretation, with individuals who have no influence on the policy debate that was expected to take place at national level, the results arising from the training of the labour inspectors could be marginally less sustainable than if the project had developed practical training materials, inspection protocols and the like, which were requested by the labour inspectors during the group discussion facilitated by the evaluator.

A further example of the sustainability of outcomes produced by the project is indicated in relation to the proposed improvement in capacity of the Labour Ministry. An official of the ministry explained to the evaluator that in previous years the budget for capacity building programmes was between 5-10 thousand JD. However, in the coming year the proposal is to raise this figure to some 200,000 JD.

5. Co-ordination with other projects

During the course of the project there were a limited number of other projects which were working in the same field as the ILO Declaration project. The largest project was that operated by the Solidarity Center.

The Solidarity Center is an initiative of the US labour federation the AFL-CIO and operates in a number of countries throughout the world. It is financially supported by the AFL-CIO, US Agency for International Development, the National Endowment for Democracy and other donors. The Solidarity Center is a non-profit, global organization established to build and strengthen independent and democratic trade unions around the world. In Jordan it operates a permanently staffed office and carries out a range of capacity-building and training activities with trade unions. The Solidarity Center representative in Jordan was highly complimentary about the project and notes that the Center relies upon the project staff to provide impartial and accurate advice about developments in Jordanian labour legislation and related matters. The Center has provided speakers at events organised by the project and project staff have spoken at conferences organised by the Center. It was reported that the transparency of the project's activities have meant that there has been no conflict with activities carried out by the Center.

Recommendations

In order to make recommendations in relation to liaison between the next phase of the project and other projects, it is important to outline the key projects that are likely to commence activities in the next few months.

Better Work

The International Labour Organization and the International Finance Corporation agreed in August 2006, to collaborate in developing a global programme for better labour standards in global supply chains. The objective of the Better Work programme is to improve labour standards and enterprise performance in global supply chains in developing countries. It will do this by (a) promoting compliance with international labour standards and national law in global supply chains as a basis for building socially responsible export strategies and (b) enhancing enterprise-level economic and social performance. The focus will be on long-term sustainable solutions which build cooperation between government, employer and workers organizations, and international buyers. As part of the program there will be a number of pilot projects. Potential pilot countries are Jordan, Lesotho and Vietnam. There has already been communication between the CTA of this project and various parties in Jordan and a scoping visit. The potential project was mentioned on a number of occasions by different stakeholders. It is of crucial importance that the ILO Declaration project works closely with the Better Work project, if it operates within Jordan in the coming months and years. This is understood by the CTA of the Better Work project who explained to the evaluator that she sees the ILO Declaration project as being the key liaison point for all those seeking to work around international labour standards in Jordan. Further, any proposed training from the Better Work project could well benefit from use of the facilities and goodwill that has already been established by the Declaration project as a result of the training of the core group of labour inspectors during the course of 2006.

USAID

In response to concerns raised in the light of the NLC report, in coordination with the United States Trade Representative and the Department of Labor, USAID is assisting in the audit of garment factories throughout Jordan. In addition, the Jordanian Ministry of Labour inspectors will be trained on best practices in inspection techniques. At the time of evaluation, this audit report is close to completion and it was understood that USAID will fund a team within the Ministry of Labour, which will carry out the following functions:

- coordination of various initiatives for the ministry including ILO initiatives
- legal advice including prosecution of cases
- ensuring that the inspectorate reform process is actually implemented
- troubleshooting extreme labour abuse cases.

This USAID project is at a very preliminary phase, but the evaluator was fortunate to meet with the prospective project leader outside the formal scheme of meetings. He was upbeat about the ILO Declaration social dialogue project. However, while being very positive about the Social Dialogue project and its staff, he was clearly of the view that he would be reporting directly to the Minister of Labour and considered the USAID funded work to be the key for co-coordinating international efforts on labour inspection and related matters.

The evaluator came to the conclusion that there is a real risk of confusion and duplication of effort between the Declaration project and that funded within the Labour Ministry by USAID. The social dialogue project team are sceptical of the work that will be carried out by this latter project and also feel that it is their role to co-ordinate projects around international labour standards. At the same time, there is a strong argument that by focusing the work within the labour ministry, rather than external to it, which is the prime focus of the USAID project that there is more likely to be substantial change within the Ministry as they would feel that they 'own' the project.

Liaison between these two projects is crucial for the ILO Declaration project's future development and the development of clarity on who is responsible for which activities and outcomes over the coming year contains both opportunities and risks. While the embedding of an internationally funded post within the Ministry has obvious advantages in terms of access to senior officials and influence, there is a danger that this post will be the starting and finishing point for contact with the international community, rather than a conduit to bring in the ILO and other international actors. Good liaison and understanding between the individuals involved should militate against this happening.

General conclusions and recommendations

It appears that the ILO Social Dialogue project is considered to be a crucial component in the wider scheme of things when one is considering political and legal reform within Jordan. Trade unions and employers have reported that the project has listened them, incorporated their opinions within its activities and also given them a clear voice in relation to all its activities. This opinion was shared by other national actors and international organisations such as the European Union. On more than one occasion the evaluator was told that the ILO social dialogue project was an absolutely

essential source for analysis and information on what is happening in relation to Jordanian labour relations. This is particularly so in relation to the reform of the labour law, which very few people appear to have a clear understanding of and certainly consider that the project was the first place to start in order to get a briefing on what the likely changes were to be and also the likelihood that there would be any change at all.

6. Management performance by USDOL, ILO and MOLs

Findings

Evaluation of the management of personal within the project is relatively straightforward, as in addition to the CTA there are only two other project staff - the NPC and the administrator. In interviews with the NPC and the administrator both were highly complimentary of the way in which the project had been managed by the CTA, for example explaining that he had worked hard to ensure that the objectives of the project had been achieved and had been very open in his communications with the National project staff to ensure that they understood the direction that the project was going in and also what their role was. Both project staff rated the management of the project and the communications within the project at a level of 5 out of 5.

The basic structure of the project is relatively simple in terms of staffing and management. There are three members of staff working within the project - the CTA, NPC and administrative assistants. Management back-stopping is provided from Beirut and Geneva and financial support is provided from Beirut. As was established in the midterm review, there are a number of concerns in relation to the manner in which financial support is provided to the project through Beirut. The nature of payments made is such that on occasion the project will have to start activities without having received money in advance and the CTA will have to filter any money through his own account. There was a substantial degree of frustration stated to the evaluator by the project staff in Jordan. These concerns were confirmed following a telephone interview with the Beirut office. While all parties understood that Beirut had defined procedures that had to be gone through before any finances were released, it was reported that their response time to project enquiries was ‘slow’ and that the procedures should be reviewed to determine whether they are efficient.

With regard to the backstop support from Geneva and Beirut, project staff was highly complimentary of the two responsible officials – Walid Hadman and Wael Issa. It was reported to the evaluator that conversations took place at least on a weekly basis with these two individuals and that there was a real understanding of the project and flexible support to assist the project staff in developing activities and dealing with defined problems which arose from time to time. The response times to queries from Geneva were reported to be ‘immediate’ Further the project staff reported that DOL and US Embassy staff were also helpful when asked for support.

With regards to the internal office management and organization of the project within Jordan itself, the evaluation found that there are a number of areas which were lacking. Information for the PMPs did not seem to be connected on a regular basis or recorded in a consistent fashion, for example the latest figures for the PMPs were only collected during the course of the valuation visits in response to a request from the evaluator. This is partly due to a certain lack of rigor in respect of day-day-day administrative systems, which could benefit from more attention, while not being mission critical to the success or failure of the project.

Table 4 Project team perspectives of support for project

Project support	Very helpful	Helpful	Occasionally obstructive	Obstructive
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Beirut financial		√	√√√√	
Geneva backstopping	√√√			
Beirut backstopping	√√√	√		

Conclusions

Many aspects of the management of the project are very good. For example, the trust between the members of the project team and the respect in which the team and external stakeholders hold the CTA makes a positive contribution towards the fulfillment of the project objectives. Similarly, the excellent communication between ILO staff in Geneva and the project staff in Jordan means that there are immediate responses to any difficulties and that the project feels that it is getting support from a high level on a day-to-day basis. If there is a downside to this, it is almost certainly that the formal project management performance reports have suffered with it almost certainly being the case that the project team sometimes cannot quite see the point of carrying out detailed reporting when they are in near constant communication with the ILO headquarters. As far as the management of staff is concerned, while this has generally been good there has been an understandable prioritisation of matters relating to the direct implementation of project objectives 1 and 2, rather than detailed work to set up project systems that may have supported the day-to-day management of the project and delivery of some of the project monitoring systems.

With regard to the communication of project activities with external stakeholders, as has been outlined above, the project has a very positive rating from the stakeholders who were interviewed by the evaluator. This, of course, may be influenced by the fact that all those interviewed had some degree of participation within the National Committee or other events of the project, but given that a key objective of the project has been to establish the National Committee and to build support and capacity in Jordan this should be seen positively. All relevant stakeholders seemed to think that the project had provided an open forum for them to express their views and that they had been able to both learn within the project and also take some part in shaping the direction of the project. On more than one occasion, the evaluator was told that the important thing about the ILO Declaration project, sometimes in comparison with equivalent international projects, was that it had been operated in such a way as it could be considered the truly National project.

Recommendations

On the question of the management of financial resources between Beirut and Amman, then clearly needs to be a revised form of procedures if the project is to continue without being consistently affected by delays in receiving funds. Subjects to the ILO being satisfied that there are appropriate financial checks in place within the office in Jordan to ensure that there is recording of all sums paid, and indicating the reason what they were paid, a much more straightforward approach would be to provide for the payment of a quarterly budget in advance to the office in Jordan with receipts and reports received in relation to each project activity, rather than the current process whereby funding is any disbursed on an activity-by-activity basis. This current procedure clearly gives rise to conflict, dissatisfaction and is time consuming for both Beirut and Amman.

While there was a very clear statement of satisfaction from the project team and also a range of other stakeholders in relation to the support of the project had received from Geneva, there was also some concern expressed that more senior members of the Declaration had not fully engaged with the project directly. This may be because there is a trustworthy and committed individual directly working with the project or it may be because of limited resources and time available to the senior members of the Declaration. However, it is a matter that should be noted and hopefully remedied in relation to any future project.

7. Effectiveness of project performance monitoring

The project's strategic framework was finalized during the March 2004 strategic planning workshop. During the workshop, performance indicators were identified for each of the project's objectives. Some 14 performance indicators were established for the eight project objectives. A performance monitoring plan (PMP), also developed during the workshop, provides indicator definitions, and operational parameters for data collection and analysis.

Up to the mid-term evaluation no performance information had been included in any Project Status Reports or Technical Progress Reports. Instead project reports exclusively focused on project management and the implementation of project activities. In subsequent project reports, while in some instances there were performance data, in others it was not included with a variety of explanations for why this was not the case.

As was pointed out in the mid-term evaluation, several performance indicators appear to be well within the project's ability to collect. For example, in the case of workshops and seminars organized and facilitated by the project, it should be fairly straightforward to collect data for the Sub-IO indicators (e.g., # of people trained through project sponsored workshops and seminars, and, an assessment of knowledge from post-seminar and post-workshop participant assessments). However, it does not appear that these data have ever been collected in a systematic manner. This information was collected to a degree by the evaluator on request from the project team, with the evaluation of post-seminar participant assessments being carried out by the labour inspectors themselves.

The CTA acknowledged that the project has done little to make the system operational, e.g., the project has not attempted to collect data for many/most of the performance indicators. The CTA reasoned that the project had only belatedly begun to work in the areas for which performance information will most usefully inform management decisions, i.e., in collective bargaining ((IO 3) and labour administration (IO 4). With regard to IOs 1 and 2, the CTA explained that data for the performance indicators were not very useful in terms of the work the project. That is, IO 1 and IO 2 indicators track the development of policy/legal reform recommendations and the number and type of tripartite meetings convened. Project managers have an in-depth knowledge of progress towards these IOs (and their indicators) by virtue of their daily management of the project - the status of the indicators is readily apparent on a daily basis. While, the performance indicators could be useful for reporting purposes rather than management, even in this regard reporting to ILO Geneva is done on a regular anecdotal basis, rather than being based around defined indicators and outcomes.

The indicators for IO 3 and IO 4 - for these IOs and indicators progress will not be readily apparent on a daily basis. Rather, performance data collected periodically will inform the project manager's understanding of progress and facilitate related management decisions.

Conclusions

As was pointed out in the mid-term evaluation, the project is currently collecting performance data for six of its 14 performance indicators. The project has not included performance data in any of its reports and it can be fairly assumed that the project is not using performance information to make management decisions. The performance monitoring system devised for the project has had little value in either developing the project or in supporting management of the project by USDOL or the ILO.

These failings with regard to the collection and reporting of data have, however, appear to have little negative impact on the operation of the project and the achievement of its objectives. This is partly because for the major part of the project it was concentrating on IOs 1 and 2 by way of building awareness and capacity of, in particular, the members of the National Tripartite Committee, parliamentarians and other stakeholders who would have an impact on the implementation of changes to labour law or the establishment of the Social and Economic Committee. Nonetheless, a clearer understanding of the assessment of members of the National Committee in relation to each of the events and seminars that have been organised for them would have been helpful.

With regard to the other two IOs, the main apparent reason for failing to carry out any kind of regular data collection in relation to IO3 stems, in part, from the low priority there has been afforded to this objective, which is discussed above, but also from a perception within the project team that any data that is collected by the Labour Ministry is not fully accurate. While this may or may not be the case, the approach adopted by the project in this regard it must be open to some question, as an alternative approach would have been to take the data provided by the Labour ministry and use it as a reporting standard, with appropriate caveats if necessary on the accuracy of that data, while at the same time seeking to work with the Labour Ministry to improve the accuracy of their data collection. Finally, with regard to IO4, there is more data available now with regard to this as a result of the fact that a large number of labour inspectors have been trained during the course of the last year of the project. However, this data could be better collected and also could have been used in evaluating the relevance of the training courses that have been carried out and to help develop any future activities.

In general, it appears that the project team, as a whole, have regarded much of the performance monitoring procedures and data that have been required of them as somewhat of a chore, rather than at a means of seeking to develop the project and assess whether or not the project is delivering what it was expected to deliver. This may be, in part, due to the fact that there was a general perception that their immediate IOs 1 and 2 never could be formally delivered by the project itself but were always reliant upon action by the government. This may demonstrate a certain view of the role of the project and also neglects the need to ensure that the activities of the project are both transparent and seen to be delivering results. While the evaluator was told on a number of occasions that the activities of the project in relation to the first two objectives were relevant, appropriate and well received, the lack of hard performance data does make a full evaluation difficult. Nevertheless, it could be argued that the overburdening of a project such as this with the collection of regular data which was considered to be irrelevant, or in some aspects inaccurate, was always going to lead to an outcome such has occurred.

**TABLE 5: SUMMARY OF CURRENTLY AVAILABLE PERFORMANCE INFORMATION –
DECEMBER 2006**

Objective:	Indicator(s)	Data
DO: Labour Relations Environment Strengthened	Employers perceptions of labour relations environment Workers perceptions of labour relations environment	Yes 51 No 8 Don't know 10 (2006)
IO 1: Adequate Legal Framework Promoted	# of proposals and recommendations submitted and accepted that promote an adequate legal framework Assessment by ILO legal experts of proposals and recommendations	4 (2004) 2 (2005) – Assessment carried out (2006)
IO 2: A Sustainable and Effective Social Dialogue Mechanism Established	Regular (at least 3 times/year) tripartite meetings at the national level Recommendations made as a % of issues submitted in tripartite meetings at the national level # of tripartite meetings at the regional level	3 mtgs (2004) 4 (2004) 2(2005) 3 (2006)
IO 3: Collective Bargaining Enhanced at the National, Sectoral and Enterprise Level	# of workers covered by collective agreements # of collective agreements at the national, sectoral and enterprise levels Average number of issues covered by collective agreements at the enterprise level	18,000 (2004) 39 (2004) -- 39,198 (2006)
IO 4: Labour Administration System Enhanced	# of inspection visits Workers and employers perceptions of the quality of inspections and the role of inspectors	68,517 (2004) 91538 (2006)
Sub-IO 1A: Capacity of MOL Labour Administration Staff Strengthened	# of people trained (disaggregated by gender) Self-assessment of knowledge level by participants on end-of-training evaluation form	-- --
Sub-IO 1B: Capacity of Employer Organizations' Representatives Strengthened		
Sub-IO 1A: Capacity of Worker Organizations' Representatives Strengthened		

8. Level of stakeholder commitment to project

There are a number of ways in which the level of stakeholder commitment to a project like that established by the declaration in Jordan and can be assessed. Firstly, this could be done by an assessment of the level of funds which have been put in to the project by other stakeholders. Secondly, an evaluation can seek to quantify the number of nonfinancial resources we do have been imported into the project by a wider stakeholder groups. Thirdly, the evaluation could seek to determine how many instances whereby stakeholders have publicly supported the project or have used the project's to write materials or arguments in a wider sphere.

With regard to the financial support for the project, it should be remembered that the project was established on the basis of the ILO delivering all relevant activities, as a result of the generous support of the U.S. government. While this source of funds has been the main factor that has maintained the viability of the project, and paid for the original setup costs, there have been a wide range of further financial contributions which have been forthcoming to support the work of the project. These contributions have been as a result of the hard work of the project staff and clearly demonstrate the support for the project from a wide group of stakeholders. As was identified in the midterm evaluation, one of the key areas stakeholders from outside the group originally identified to work with the project and have provided financial assistance in order to allow the project to build pursue its work, has been in relation to the establishment and delivery of study tours. The study tours which took place in Spain Brussels and France were identified by a range of stakeholders working within the bounds of the project as being important for developing the concepts of social partnership, an understanding of the necessity for social and economic council and also in building understanding around the kinds of issues which need attention in relation to Jordanian employment law.

As such, direct financial support for the project has been received from the governments of Spain, France and from the European Union in the form of payment of travel and other costs for participants taking part in the study tours and also by way of payment for experts from non Jordanian countries to visit Jordan to work with the project. The table bellow indicates the level of support that has been leveraged from these three sources.

Value of Support from Non-Project Sources (in \$USD)

Event	Value
Study Tour to Spain (5 days)	23,100
Study Tour to France (5 days)	33,670
Study Tour to Brussels (5 days)	16,100
Seminar – Spanish Experts (2 days)	32,600
Seminar – French Experts (2 days)	27,800
Seminar – European Experts (2 days)	33,300
TOTAL	\$166,570

Non-financial support. In a project such as the one under consideration, the degree to which the project can increase its own impact by way of involving a range of stakeholders to take part in the project and to provide resources for the project, beyond financial contributions, is an important indicator of the level of wide stakeholder support. There are a number of specific forms of support that can be identified in relation to the debt declaration project in Jordan. Foremost among this has been the provision of premises for the project by the Jordanian Ministry of Labour, for much of the project's duration, this amounted to the provision of a series of offices within government buildings, but in the final months of the project this has also included the renovation of a distinct training room where computer training can take place and, at the time of the evaluation, work was just commencing on the renovation of a seminar and conference room where training of labour inspector and other relevant stakeholder groups would be able to take place under the auspices of the continued project. Regardless of some apparent criticisms that have been leveled at parts of the Jordanian state in relation to its approach to some of the objectives of the project, this generous and wide ranging support in terms of physical materials and premises indicate a clear support for the past work of the project and continued activities that have been proposed.

Time. From all of those individuals who have been involved either on their own basis or as representatives of an organization in the various meetings, discussions, working groups, and conferences that have been organized by the declaration project, there has been a very real and tangible time commitment which has been essential to the development of the project and its integration within wider to Jordanian political structures. The number of hours that trade unionists, government officials, employers and others have committed to participation within the national tripartite committee, seminars, training and other activities has been substantial and probably unquantifiable.

There has, according to the project staff, been a high level of attendance of those invited for all project activities. This is particularly so in relation to the members of the National Tripartite Committee, this has involved a substantial amount of time and energy, which would not have been forthcoming if there was not a commitment to the project. Further, those members of the National Committee who have served on the various sub-committees have contributed even more time and resources.

ANNEXES

Annex 1

Terms of Reference

Final Evaluation Of The Strengthening the social partners' capacity for promotion of social dialogue Project in Jordan

I. Project Background and Description

Since 2001, the U.S. Department of Labor has funded and the International Labor Organization has executed Strengthening the Social Partners' Capacity for Promotion of Social Dialogue project in Jordan. The purpose of the project, funded through a cooperative agreement in the amount of \$1,387,240, is to help assist Jordan realize the principles of the ILO's Declaration on Fundamental Principles and Rights at Work.

The project began on 1 May 2002 but was suspended in March 2003, because of differences between the Chief Technical Adviser and the Jordanian Labor Ministry on implementation modality. As these TOR are also seen by the government and social partners I would rather leaving the current wording. We can explain to the evaluator the details of the differences with the Ministry that led to the suspension of the project. The project was restarted on December 1, 2003 following discussions with the new Minister of Labour and the replacement of the CTA with an end date of December 31, 2006.

The main purpose of the project was to develop a functioning and effective industrial relations environment by building the capacity among social partners at various levels and revising the national labour legislation. Assistance was provided, largely through training, to promote and institutionalize tripartism and social dialogue. Training targeted industrial relations actors (workers, employers and government officials) at different levels.– Particular attention was provided to build the capacity of labour administration officers/inspectors to better enforce national legislation. This has been a growing need in the last year of the project life.

In March of 2004, a strategic framework, including a performance monitoring plan (PMP) and data tracking table, were developed for the project accordingly:

Development Objective: The labor relations environment strengthened.

Indicator: Employers' and workers' perceptions of the labor environment (survey)

Immediate Objective 1: Adequate legal framework promoted.

Indicators: Proposals and recommendations submitted and accepted, assessment by the ILO Legal Experts of the proposals and recommendations.

Immediate Objective 2: Sustainable and effective social dialogue mechanism established.

Indicators: regular meetings at the national level,
of recommendations made, meetings at the regional level

Immediate Objective 3: Collective bargaining enhanced at national, sectoral and enterprise levels

Indicators: # of workers covered by collective bargaining agreements, # of agreements and average number of issues covered by the agreements

Immediate Objective 4: Labor administration system enhanced.

Indicators: # of inspection visits, survey of worker and employer perceptions of the role of inspectors

Sub Immediate Objectives: The capacity of MOL administration staff, employer organizations' representatives and workers organizations' representatives strengthened.

Indicators: # of people trained and self assessment of knowledge level post-training.

Please see the attached PMP.

II. Project Activities to Date

The following activities were undertaken to advance the work of the project in accordance with the work plan: (these are activities undertaken since the mid-term evaluation. For earlier activities, see the progress reports and midterm evaluation report)

3. A meeting on October 25, 2004 of the Project Advisory Committee yielded the following main results:

Adoption of the main objectives of work plan for year 2005

Adoption of the first recommendation made by the tripartite committee concerning the creation of a Jordanian Economic and Social Council

Revision of the regulatory act of the Ministry of labour that had created on May 16th ,2004 a seven members tripartite committee on International Labour Standards as a result of the ratification of convention 144. The tripartite committee was established without proper consultation with the social partners and therefore the review will aim at :

Increasing its membership from 7 to 18

Enlarging its missions to cover all issues that concern MOL's policies and programs and labour relations.

Giving the chair of the committee to his Excellency the Minister of Labour or his representative.

Agreement was reached on the organization of a survey on labour relations' perception, its aims and objectives as well as methodology and calendar. The survey also serves as an indicator of progress.

4. Written and formal approval from the Prime Minister on November 23, 2004 to establish a Jordanian National Economic and Social Council. The project will provide a suitable legal framework for the Council.

5. Conduct a survey of the labor relations environment, including the employers and works organization and labor inspectorate to be able to assess the fundamental need that will be addressed by the project.

A series of training activities for workers and employers aimed at building their capacity to address changes to national legislation, enhance bi-partite and tripartite dialogue, respond to concerns regarding migrant workers, improve their internal structures and services.

A series of training workshops for labour administrators/inspectors aimed at improving their knowledge of and skills to enforce national legislation.

Please refer to the quarterly technical and status progress reports for more information on project implementation and completion of activities.

III. PURPOSE OF EVALUATION

The purpose of the final evaluation is to:

Determine if the project achieved its objectives and explain why or why not.

Evaluate long term benefits/impact accrued to target groups, implementation status, the likelihood of sustainability, project management and performance monitoring.

Identify results that could be emulated in other projects (i.e, best practices)

Identify situations or circumstances that had negative impacts on the performance of the project that should be avoided by others (i.e., lessons learned).

Identify needs that may not have been addressed or fully met either because of inadequate project design, or insufficient resources or lack of time.

IV. EVALUATOR

An independent evaluator with specific skills in international project evaluation, familiar with international project implementation and labour relations, and preferably with experience in Jordan or the Middle East, will carry out the evaluation.

V. EVALUATION TEAM

The evaluation team will be comprised of: (i) an independent evaluator, (ii), and (ii) one representative from the ILO DECLARATION. The independent evaluator will serve as the team leader of the evaluation team and the ILO DECLARATION representative will serve as a resource person.

The Team Leader is responsible for conducting the evaluation according to the terms of reference (TOR). He/she shall:

Review the TOR and provide input, as necessary.

Review project background materials (e.g., project document, progress reports).

Review the evaluation questions and work with the donor and implementer to refine the questions, as necessary and to develop interview protocols.

Develop and implement an evaluation methodology (i.e., conduct interviews, review documents) to answer the evaluation questions.

Conduct a Team Planning Meeting (TPM) with the ILO prior to the evaluation mission.

Prepare an initial draft of the evaluation report, circulate it to ILO DECLARATION, and prepare final report.

The USDOL Project Manager is responsible for:

Drafting the evaluation TOR;
Finalizing the TOR with input from the ILO and the evaluator;
Participating in the TPM (by phone if necessary) prior to the evaluation mission;
Reviewing the evaluation questions and working with the Declaration to refine the questions, as necessary;
Providing project background materials; ;
Reviewing and providing comments of the evaluation report; 18

ILO DECLARATION is responsible for:

Reviewing and approving the TOR and providing input, as necessary;
Providing project background materials;
Reviewing the evaluation questions and working with the donor to refine the questions, as necessary;
Participating in the TPM (by phone if necessary) prior to the evaluation mission;
Scheduling all meetings;
Assisting in the implementation of the evaluation methodology, as appropriate and as approved by the team leader (i.e., participate in interviews, observe committee meetings) and in such a way as to minimize bias in evaluation findings; and
Reviewing and providing comments on the evaluation report.¹⁹

VI. KEY EVALUATION ISSUES

The Final Evaluation will examine the following:

1. Validity of the project strategy, objectives and assumptions

Were the project strategy, objectives and assumptions appropriate for achieving planned results?
Why or why not?

Were the activities appropriately adapted for the needs of the country? Where appropriate, did they take into consideration or build upon existing donor, government, and private initiatives in the country?

Do the MOL/employers/unions/project advisory committee members understand the project's objectives and approach? Do they support the objectives?

Benefits/impact accrued to target groups including:

Needs assessments process and baseline survey reports and their use by the project and its stakeholders

Accomplishments and effectiveness of Project Advisory Committee (PAC) in guiding project activities or resolving issues

¹⁸ It is important to review the draft based on the elements of the TOR and to ensure that the draft is factually accurate and structurally sound. The comments should not attempt to change the findings, conclusions, and recommendations/lesson learned made by the evaluator in order to maintain the independence and objectivity of the evaluation report

¹⁹ It is important to review the draft based on the elements of the TOR and to ensure that the draft is factually accurate and structurally sound. The comments should not attempt to change the findings, conclusions, and recommendations/lesson learned made by the evaluator in order to maintain the independence and objectivity of the evaluation report

Stakeholder understanding and capacity address social dialogue, labor reform and inspection issues
Quality and use of the materials developed by the project. (Training manuals, information/awareness raising brochures, posters, radio etc.)

Scope, content and effectiveness of trainings given to the labor inspectorate, ministry of labor representatives, employers' and union representatives, and others.

Describe any impacts that the project has had on the following:

3. Implementation status, specifically as concerns planned activities, materials, schedule and budget

To what extent have planned activities been implemented on time and within budget to the target audiences, in relation to the original project document and to subsequent work plan(s)? What obstacles were encountered? Were training programs, manuals and other project materials adapted to project needs and the country situation? Were they well received and well produced? Were they coordinated with other government, donor, or private sector activities where appropriate? Did they incorporate existing materials where appropriate?

4. Sustainability of project results

Does the project have a sustainability plan? If so, how was it developed? What project components or results appear likely to be sustained after the project and how and by whom?

5. Coordination with other projects

Evaluate the value of the project in the context of other industrial relations and labor-related activities in Jordan. Has the project been able to link with other activities? Are there overlaps or duplication of effort?

6. Management performance by USDOL, ILO and MOLs, specifically as concerns project staffing and communications

How well does the project manage its personnel and communicate with stakeholders? Do partners feel the project meets their needs in terms of services and participation in project planning? Is staff time spent in the most effective and efficient manner to accomplish the project's objectives?

7. Effectiveness of project performance monitoring

What type of project performance monitoring system is used? What data is collected and how? Is the performance monitoring system practical, useful and cost effective for project management? Is there sufficient staff to collect the data and is the data reliable?

8. Assess level of stakeholder commitment to project (NGOs, the Jordanian government, trade unions, workers, ILO, US Embassy)

9. Assess whether the project addressed issues highlighted by the midterm assessment.

What recommendations were implemented, what recommendations were not used? Why? How has the project been able to shift its priorities, if necessary?

VII. EVALUATION METHODOLOGY

Document Review. The evaluator will review the following documents before conducting any interviews or trips to the region.

Project Document
Quarterly reports
Reports from events
Training Materials from the events
Trip Reports
Strategic Framework and PMP
Work plans

Team Planning Meeting. The evaluator will have a Team Planning Meeting (TPM) via conference call with the USDOL, ILO Geneva and Amman project staff. The objective of the TPM is to reach a common understanding among the evaluator, the donor, and project implementer regarding the status of the project, the priority evaluation questions, the available data sources and data collection instruments and an outline of the final evaluation report. The following topics will be covered: status of evaluation logistics, project background, key evaluation questions and priorities, data sources and data collection methods, roles and responsibilities of evaluation team, outline of the final report.

Individual Interviews. Individual interviews will be conducted with the following (final interview schedule will be developed by the evaluation team):

ILO Project Staff in Geneva and Beirut via phone and in the region

Selected individuals from the following groups:

Workers and employers who have participated in project activities

Employer groups, unions, that have received training or otherwise worked with the project.

Labor Ministry staff who have worked with the project

US Embassy

Field Visit. Meetings will be scheduled in advance of the field visits by the ILO project staff, in accordance with the evaluator's requests and consistent with these terms of reference. Interviews conducted at these sites will be carried out by the Team Leader who will determine if it is appropriate for other evaluation team members to be present..

Debrief in Field. The final day of the field visit, the evaluator will present preliminary findings to the ILO project staff in Jordan and if time permits, a debriefing can be held for employer, government, union representatives and the US embassy

Post-Trip Meeting

Upon completion of the report, the evaluator will provide a debriefing to ILAB and ILO DECLARATION on the evaluation findings, conclusions, and recommendations as well as the evaluation process.

VIII: DURATION AND MILESTONES OF EVALUATION

The following is a schedule of tasks and anticipated duration of each:

Tasks	Work Days	
Preparatory Research	4	Before trip
Field Research	5	
Travel days	2	
Draft Report	5	

Finalization of Document including debrief	5
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IX: DELIVERABLES

A. Pre-Evaluation Trip meeting with the ILO DECLARATION (via conference call), and the DOL project manager to discuss the TOR by _11 December 2006_____ -

C. Draft Report will be submitted to the ILO and USDOL and by 13 January 2007

D. Post-Trip Debriefing with USDOL and ILO by 6 January

E. A Final Report, will be submitted electronically to ILO and USDOL within five days after receiving final comments from USDOL and ILO.

IX. REPORT

The evaluator will complete a draft of the entire report following the outline below. Because of the interest in this project created as a result of the concerns over reported labor abuses in Jordan's qualified industrial zones, the executive summary of the report may receive wide circulation. Thus, an effort should be made to ensure that this section provides a clear and comprehensive summarization of the evaluation results. The following page lengths are illustrative. However, the final report should be no more than 25 pages in length, excluding the annexes:

Title page (1)

Table of Contents (1)

Executive Summary (2)

Acronyms (1)

Background and Project Description (1-2)

Purpose of Evaluation (1)

Evaluation Methodology (1)

Project Status (1-2)

Findings, Conclusions, and Recommendations (no more than 20 pages)

This section's content should be organized around the TOR questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated.

Annex

Terms of Reference

Project Documents

Strategic Framework

Project PMP

Project Workplan

Technical and Progress reports

Midterm Evaluation report

List of Meetings and Interviews

Evaluation Protocols

Other relevant documents

Appendix 2

List of Persons Interviewed

Mr. James Rude	USDOL/ILAB Project Manager
Mr. Wael Issa	ILO Project Manager
Mr. Rachid Khedim	CTA, Social Dialogue Project
Mr. Majed Habashneh	Secretary General, Ministry of Labor
Walid Hamdan	Senior Specialist in Workers' Activities, ILO Beirut
Dr Mhamed Shawabkeh	National labour law consultant
Ms Oohod Khleifat	National labour law consultant
Mr Billal Salheb	Ministry of Labour
Mr. Abdulla Odeh	Legal Advisor, Amman Chamber of Industry
Mr. Abdallah M.Attieh	Head of Research and International Agreements Unit, Federation of Jordanian Chambers of Commerce
Rick Hall	Country representative, Solidarity Center
Mr. Ali F. Al-Hadid	General Federation of Jordanian Trade Unions
Ms Maysoon Qara	Women's Committee GFJTU
Mr Minwer Abu Al Ghamam	Labour inspectorate
Ms Najah Abu Tafesh	Labour inspectorate
Ms Ahlam Alnasser	Ministry of Labour
Dr Bashir Zo'bi	Economic advisor to the presidency
Mr. Mousa Al Khalaileh	Member of Parliament
Ms Amal Faiez	Legislation Bureau Prime Minister's Office
Mr Atef Almajali	National Human Rights Center
HE Amjad Al-Majali	Former Minister of Labour
Ms Rawadah Abu Taha	Jordanian Federation of Businesswomen
Mr. Adnan Abu Ragheb	Secretary General, Amman Chamber of Industry
Mr Thabet Alwer	Chamber of Industry
Mr Muyassar Alazzam	Chamber of Industry – Irbid
Mr Mohammed Almohtaseb	Chamber of Commerce
Ms Buthaina Alhindawi	
Mr Yehia Alquran	
Mr Khaled Zyoud	
Mr. Mazen Odeh Nasser	NPC, Social Dialogue Project

A larger group of labour inspectors were also interviewed as a focus group.

Appendix 3 – Members of the Tripartite Project Committee

	Name	Organisation
Government		
	Hamada Abu Nijmeh	Ministry of Labour (M)
	Abdelrahman Almajali	Ministry of Labour (M)
	Hussein Alquran	Ministry of Labour (M)
	Etaf Halaseh	Ministry of Labour (F)
	Nadia Awertani	Ministry of Labour (F)
	Abdelwadoud Matouk	Department of statistics (M)
	Mri Ebdah	Jordan investment board (M)
	Samira Hasan	Population high council (F)
	Wafa Bayoun	Social security (F)
	Urabi Ebrahim	Social dev. Ministry (M)
	Aida Naji	Vocational training (F)
	Adel Lutfi	Human recourse dev. Center (M)
Employers		
	Mohammad Almohtaseb	Chamber of commerce (M)
	Hashem Sarajji	Chamber of commerce (M)
	Mohammad Albashir	Chamber of commerce (M)
	Abdulla Attieh	Chamber of commerce (M)
	Hala Alayoubi	Chamber of commerce (F)
	Hala Alkasawneh	Chamber of commerce (F)
	Adnan Abu ragheb	Chamber of industry (M)
	Thabet Alwer	Chamber of industry (M)
	Montaser Alhomsy	Chamber of industry (M)
	Lina Hindeileh	Chamber of industry (F)

	Muyassar Alazzam	Chamber of industry (F)
	Abdulla Odeh	Chamber of industry (M)
Trade Unionists		
	Haider Rachid	Trade Union (M)
	Jamal Shamasat	Trade Union (M)
	Said Yasin	Trade Union (M)
	Mohamad Khreisat	Trade Union (M)
	Ali Alhadid	Trade Union (M)
	Maysoon Qara	Trade Union (F)
	Mohammad Ghanem	Trade Union (M)
	Mohamad Alhajaya	Trade Union (M)
	Khaled Zyoud	Trade Union (M)
	Buthaina Alhindawi	Trade Union (F)
	Yahia Alquran	Trade Union (M)
	Bilal Malkawi	Trade Union (M)
Civil Society		
	Dr. Mohammad Shahateet	Princess Sumaiah Univ. (M)
	Dr. Mohammad alqadi	Alzaytouneh Univ. (M)
	Ali Abu Ghanimeh	Consumer society (M)
	Dr. Mohamad Obeidat	Consumer society (M)
	Dr. Amal Sabag	National Women committee (F)
	Hala Ahed	National Women committee (F)
	Wijdan Saket	Jordanian congress (F)
	Abdelrazzak Tbeishat	Jordanian congress (M)
	Osama Milkawi	Jordanian congress (M)
	Mousa Alkhalaileh	Parliament (M)
	Wadi Zawaydeh	Parliament (M)

	Ahmed Nana	Parliament (M)
	Nidal Abadi	Parliament (M)
	Tayseer Ftyani	Parliament (M)
	Abdulla Alhabahbeh	Parliament (M)
	Khalil Alhabarneh	Parliament (M)
	Jamal Almakableh	Jordanians' farmers society (M)
	Odeh Srour	Jordanians' farmers society (M)
	Dr.Hussein Alkhatib	Balaqa Univ. (M)
	Bushra Shahrour	Human Rights center (F)
	Abla Alhindi	Jordan Univ (F)
	Dr. Mohannad Sahawneh	Royal science Association (M)

(M) – male; (F) – female

Appendix 4

Summary of methodology and results of survey of social partners on industrial relations

Methodology

This study is part of a wider activity carried out by the Social Dialogue Programme in Jordan. It aims, basically, at exploring the opinions and ideas of the social partners in labour relations.

The opinion poll covers five parties that are involved directly in enhancing the capacity of social partners. These parties are:

1. Labour inspectors;
2. Employees;
3. Employers;
4. Representatives of employees;
5. Representatives of employers.

The study reviewed relative previous studies especially those carried out by the ILO within the framework of “In focus Programme on Social Dialogue, Labour Laws, and Labour Administration²⁰”.

For enhancing the cooperation between interested parties in social dialogue, the study depended on a methodology which is based on discussion and participation of government and non-government organizations, especially the Ministry of Labour, trade unions, employees and employers. The following steps were followed:

- Forming a committee for preparing the questionnaires.
 - Determining the objectives and executive process that should be followed.
 - Conducting 5 workshops.
 - Conducting a literate review.
 - Preparing the questionnaires and sample design.
 - Collecting the required data (i.e., conducting the surveys).
 - Entering the collected data and checking the data.
 - Obtaining the results and writing the draft of 5 reports.
 - Finalizing the 5 reports.
 - Writing the executive summary of the reports.
- Design of the questionnaires:
The questionnaires were prepared with the help of previous questionnaires provided by the CTA and other relevant literature. The draft questionnaires were discussed and finalized by the committee that was formed for this purpose. A pilot survey was carried out on each questionnaire (about 10 questionnaires of each type). The final versions of the questionnaires are shown in the Appendix.
- Sample design
Labour inspectors: The ILO’s project, with the support of the Ministry of Labour, conducted a special one-day workshop for all labour inspectors in Jordan. Towards the second half of the workshop, labour inspectors were asked to fill in the questionnaire.
In other words, the method of collecting data was a comprehensive survey. However, only 85 labour inspectors out of 90 attended the workshop and filled in the questionnaires. Each labour inspector filled in one questionnaire.

²⁰ For more information on this programme, contact: <http://ifpdialogue@ilo.org>

Employees: The study carried out a sample survey that depended basically on the statistics published by the Department of Statistics²¹. These statistics depict the distribution of Jordanian workers by economic activity and governorate. The sample took 2% of the survey that was carried out by the Department of Statistics. After determining the number of employees in each economic activity and governorates, labour inspection acted as data collectors. Final selection of an employee was done at random. In other words, the survey was a multi-stage random survey. The distribution of the employees is presented in Appendix 1.

Employers: The study carried out a sample survey that depended basically on the statistics published by the Department of Statistics²². These statistics depict the distribution of Jordanian workers by economic activity and governorate. The sample took 2% of the survey that was carried out by the Department of Statistics. After determining the number of employers in each economic activity and governorates, labour inspection acted as data collectors. Final selection of an employer was done at random. In other words, the survey was a multi-stage random survey. The distribution of the employers is presented in Appendix 1.

Representative of Employees: The ILO's project, with the GFJTU support, conducted a one-day workshop for the representatives of employees. Towards the second half of the workshop, each representative was asked to fill in one questionnaire. The procedure of selecting the representative was made with the help of Trade Union leadership. In other words, the sample was not a probabilistic sample. It was a purposive sample.

Representative of Employers: The ILO's project, with the Chambers of Trade and Industry support, conducted a one-day workshop for the representatives of employers. Towards the second half of the workshop, each representative was asked to fill in one questionnaire. The procedure of selecting the representative was made with the help of Trade Union leadership. In other words, the sample was not a probabilistic sample. It was a purposive sample.

Table 1 : A Summary of the Number of Questionnaires

Type of Interview	No. of Questionnaire	No. of Page	No. of Variable
Labour Inspectors	85	10	129
Employees	711	8	94
Employers	114	7	87
Employees' representative	35	9	102
Employers 'representative	43	8	92
Total	988	42	504

- Collection and checking data
A selected team of labour inspectors (some 20 persons) collected the data for the first three types of questionnaires (Labour inspectors, employees and employers). For the representatives, the data was

²¹ Department of Statistics, 2004, Employment and Unemployment Household Survey 2003: Annual Report, Table 4-5 , pp. 59-60.

²² Department of Statistics, 2004, Employment and Unemployment Household Survey 2003: Annual Report, Table 4-5, pp. 59-60.

collected during the workshops that were carried especially for this purpose. Checking the data was done by a group of 5 experts under the supervision of the project manager.

- Entering and checking of data
Data entry was made by a team of experts in data entry consisting of 5 persons. The same team carried out the checking of data under the supervision of the project manager.
- Obtaining statistical results and writing the reports
Obtaining the results of the 5 surveys was carried out by the project manager, who is a senior statistician and familiar with the Software Statistical Package for Social Sciences (SPSS). The raw data is in 5 SPSS data files. As for the writing of the 5 reports, the project manager wrote the first 3 reports were the 4th was written by a consultant and so the 5th report by another consultant.

Recommendations:

Following the results of the five surveys and the discussions among the participants in the final national workshop, the study reached the following conclusions:

- Preparing and implementing an annual training plan for labour inspectors to enhance their capacity;
- Amending the following labour laws:
 - Minimum wage
 - Freedom of unionisation
 - Health and occupational safety
 - Continuous training

Aiming at

- Enhancing social dialogue, collective bargaining, and social consultation
- Establishing a special court for solving individual labour disputes
- Enhancing the capabilities of workers' representatives;
- Including all workers in the Jordanian Labour Law;
- Conducting a national campaign to enhance the knowledge of all partners;
- Emphasising the role of women in unionisation;
- Paving the way for trade unions to participate in all labour activities;
- Providing technical and financial support to the partners in social dialogue to enhance their independence and representative role;
- Reforming the items in the Labour Law concerning strike to be in line with international laws;
- Endorsing the international laws that are related to labour issues especially the Agreements no. (87) and (154);
- Providing more facilities to trade unions in order to help them in participating in training programmes towards a better understanding of labour relations, social dialogue, collective bargaining and freedom of unionisation;
- Approaching the media to pay more attention to the subject of social dialogue;
- Building a data base for all information concerning labour policies and labour relations to be used by labour partners;
- Establishing a tri-lateral committee in the Ministry of Labour to deal with labour relations;
- Conducting an annual statistical survey for labour partners to monitor their attitudes towards labour relations;
- Making a better use of the results of international studies concerning labour relations especially these published by international institutions;
- Conducting more studies to enhance the role of social dialogue, labour law, and labour administration as is the case in other countries.