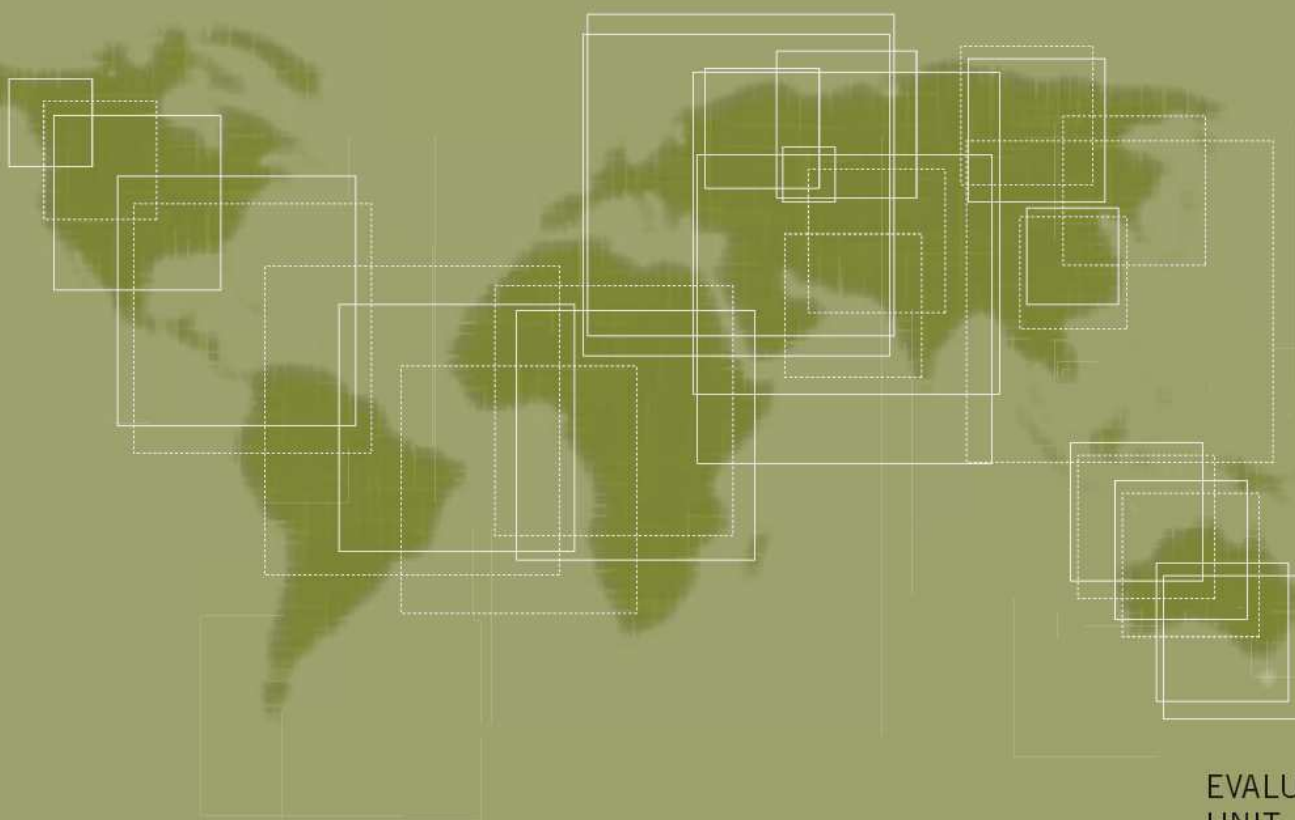




International  
Labour  
Office  
Geneva

# Independent Evaluation of the ILO's Country Programme for the Hashemite Kingdom of Jordan: 2002-2007



EVALUATION  
UNIT



Independent Evaluation of the  
ILO's Country Programme for the Hashemite  
Kingdom of Jordan: 2002-2007

**International Labour Organization**

**September 2008**

Prepared by  
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## **Preface**

This report was prepared by a team under the guidance of Francisco L. Guzman, Senior Evaluation Officer in the ILO Evaluation Unit, and with the collaboration of an independent evaluation team led by international evaluation consultant Joseph Schechla and national consultant Widad Adas. Matthew Ripley, ILO Research Assistant, conducted the evaluability assessments and contributed to the statistical analysis and editing of the report. Project and programme background information was provided by Chief of Regional Programming Services Jean-François Klein and Rasha Tabbara, Desk Officer for Jordan, at the ILO's Regional Office for the Arab States (ROAS).

The evaluation partnership was launched in March 2008 under the guidance of Moucharaf Paraiso, Director of the ILO Evaluation Unit, ROAS Regional Director Nada Al-Nashif, and ROAS Deputy Director Mauricio Buzzi.

The report has benefited from helpful and constructive suggestions from numerous stakeholders. The team is grateful to UN Resident Coordinator Luc Stevens and members of the Jordan UN Country Team for their support and information.

Special thanks are due to the officials of the Government of the Hashemite Kingdom of Jordan for their valuable assistance and comments, and to the advice and guidance of the Jordanian Federation of Trade Unions and the Jordan Chamber of Industries, civil society organizations and donor representatives interviewed in the country.



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## List of Abbreviations

AC	Advisory committee
AFL-CIO	American Federation of Labor-Congress of Industrial Organizations
AGFUND	Arab Gulf Programme for United Nations Development Organizations
AmCham	American Chamber of Commerce
AP	Action program
APSO	Action programme summary outline
CBR	Community-based rehabilitation
CCA	Common country assessment
CEDaW	Convention on the Elimination of Discrimination against Women
CESCR	Committee on Economic, Social and Cultural Rights
CIDA	Canadian International Development Agency
CL	Child labour
CLMS	Child labour monitoring system
CLU	Child Labour Unit
CP	Country program
CPE	Country programme evaluation
CRC	Convention on the Rights of the Child / Committee on the Rights of the Child
CTA	Chief technical advisor
DED	Design Evaluation and Documentation Section, ILO/IPEC
DLI	Department of Labour Inspection
DOSH	Department of Occupational Safety and Health
DWCP	Decent Work Country Programme
ECL	Elimination of child labour
ETF	European Training Foundation
EVAL	ILO Evaluation Unit
EYB	Expand Your Business
FDI	Foreign direct investment
FDW	Foreign domestic worker
FTA	Free trade agreement
GAFTA	Greater Arab Free Trade Agreement
GFJTU	General Federation of Jordanian Trade Unions
GoJ	Government of Jordan
HQ	Headquarters
ICCPR	International Covenant on Civil and Political Rights
ICERD	International Convention on the Elimination of All Forms of Racial Discrimination
ICESCR	International Covenant on Economic, Social and Cultural Rights
IDP	Internally displaced person
IFC	International Finance Corporation
ILO	International Labour Organization
ILS	International labour standards
IPEC	International Program for the Elimination of Child Labour
IPEC-J	IPEC - Jordan Country Office
ISO	International Organization for Standardization
JABA	Jordanian-American Business Association
JCI	Jordan Chamber of Industry

JNCW	Jordanian National Commission for Women
JOHUD	Jordan Hashemite Fund for Human Development
JRF	Jordan River Foundation
LMI	Labour market information
M&E	Monitoring and evaluation
MDG	Millennium Development Goal
MENA	Middle East/North Africa
MoE	Ministry of Education
MoFA	Ministry of Foreign Affairs
MoI	Ministry of Interior
MoL	Ministry of Labour
MoPIC	Ministry of Planning and International Cooperation
MoSD	Ministry of Social Development
NAF	National Aid Fund
NCFA	National Council for Family Affairs
NHF	Noor Al Hussein Foundation
NSC	National Steering Committee
NSSC	National Social Support Center
ODA	Official development aid
OP	Optional Protocol
PES	Public employment services
QIZ	Qualified industrial zones
RBM	Results-based management
RBTC	Regular budget technical cooperation
ROAS	Regional Office for the Arab States - ILO, Beirut
SAPFL	Special Action Programme to Combat Forced Labour
SBIC	Small business information centre
SEED	Small enterprise and entrepreneurship development
SFTP	Social and economic transformation plan
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
SIYB	Start and Improve Your Business
SME	Small and medium enterprise
SSC	Social Security Corporation
SYB	Start Your Business
TC	Technical cooperation
UNCT	United Nations country team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Food and Population Agency
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNRC	United Nations Resident Coordinator
UNRWA	United Nations Relief Works Agency for Palestine Refugees in the Near East
USAID	United States Agency for International Development
USDOL	United States Department of Labor
USDOS	United States Department of State
VTC	Vocational Training Corporation
XBTC	Extra-budgetary technical cooperation

## **Executive Summary**

This report presents analysis, findings and recommendations from the independent evaluation of the International Labour Office's (ILO) country programme for the Hashemite Kingdom of Jordan, 2002-2007. The review period covers the implementation of ten ILO projects and technical advisory services with a total value of US\$8,800,129. Within the context of the Decent Work Country Programme (DWCP), the ILO developed another three pipeline projects, two of which began implementation in 2008.

### **Evolution of the Country Programme**

In August 2006, Jordan approved the first DWCP in the Arab region for 2006-2009. An Implementation Plan for the DWCP was endorsed by the Government and the social partners in May 2007.

The development of the DWCP followed the implementation of a series of individual technical assistance activities and projects that responded to the strategic objectives established for the two biennia preceding the formal launching of the DWCP. The operational activities preceding the DWCP were categorised under the respective strategic and operational objectives of the programme and budgets of each biennium but lacked complementarities and a common goal. Nonetheless, those activities paved the way for a transition to a more cohesive and integrated approach to implement the Decent Work Agenda in Jordan within the framework of the DWCP priorities.

### **Country Programme status**

The analysis of the ILO's programme in Jordan shows that the projects and emerging country programme results are significant and instructive, although their sustainability remains questionable. The Decent Work agenda in Jordan continues to face a number of legal and practical challenges. Exceptions to workers' rights persist in law and in fact, while reforms remain in the legislative pipeline. An overall priority of the country is to improve enforcement of its obligations under international labour standards. In addition, only the first steps toward institutionalizing the tools and processes for meaningful tripartism have been achieved.

A description of the current status of Jordan's country programme within the framework of DWCP priorities and outcomes is presented below.

#### **DWCP Priority 1: Enhanced employment opportunities and economic integration for young women and men**

*Outcome 1: Enhanced capacities of the government, social partners and national institutions to develop and implement employment strategies and services targeting specifically youth and women.*

The ILO has contributed to institutional and staff development in the Ministry of Labour (MoL), with tangible progress in building the MoL's capacity to plan and to produce and manage relevant information essential to perform its role. However, the Ministry has recently received international assistance from a range of agencies and donor institutions, challenging existing capacities to

effectively coordinate and manage ILO assistance. ILO projects suffered repeated delays as a result of new ministerial-level appointments and consequent personnel changes<sup>1</sup>. Even so, the evaluation found that ILO's constant and open discussion with project partners and beneficiaries was extremely important in rescheduling activities to address emerging needs, and as a result the Ministry was in a better position to focus and express more specifically the needed future activities and desired outcomes.

*Outcome 2: Small enterprises for job creation and poverty alleviation boosted*

Finding its niche within this DWCP priority, the earliest project in the ILO's Jordan portfolio sought to develop marketable production skills and self-employment for young Jordanians<sup>2</sup>. Progress towards established outcomes has been slow due to a series of management, technical and financial problems, which have impeded project outputs. The host national institution still considers the project important and relevant, and a new project strategy is being developed that would more effectively address the prevailing needs and ensure the project's sustainability.

To address the urgent demand to develop national expertise in the field of community-based rehabilitation for persons with special needs, the ILO helped to establish the first academic centre in the region to provide formal training in community-based rehabilitation<sup>3</sup>. The centre presents a good example of constituent ownership of an ILO project, with significant in-kind contributions from the Government of Jordan.

ILO inputs to provide practical business training for micro- and small enterprises in the commercial and non-profit sectors are considered successful; at the time of the evaluation, however, the local partner institution has not yet put in place the necessary institutional measures to ensure the sustainability of outcomes<sup>4</sup>.

**DWCP Priority 2: Improved governance and social dialogue**

*Outcome 3: Improved institutional capacity for labour administration and for ensuring employers' compliance with international labour standards*

Sustainable improvements in the number and quality of labour inspectors and their visits are evident as a result of extensive ILO training programmes<sup>5</sup>. However, determining the degree of actual performance improvement would need further inquiry, with exogenous challenges relating to the reliability of data on inspection visits and the status of labour inspectors in the institutional hierarchy.

Jordan still faces serious challenges to control and eliminate forced labour and trafficking in and through the country. ILO efforts to raise awareness among diverse ministries and other relevant social actors about how to address these issues have been relevant to national needs, but a lack of project monitoring precludes an accurate assessment of outcomes achieved.

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<sup>1</sup> Strengthening the Capacity of the Jordanian Ministry of Labour to Generate Employment and Reduce Poverty (2003–05); JOR/02/01/ITA and Establishment of Strategic Planning and Policy Management Unit (2008–10); proposal not yet funded

<sup>2</sup> Handicraft Promotion in Jordan (1999–2002, 2004–07); JOR/96/01M/ITA

<sup>3</sup> Establish Community-based Rehabilitation Training Centre (2003-07); JOR/02/02/AGF

<sup>4</sup> Support to Business Training for Micro and Small Enterprises (1997-2003, 2003-04); JOR/03/006/01

<sup>5</sup> Strengthening the Social Partner's Capacity for Promotion of Social Dialogue (2004-07); JOR/01/50/USA

#### *Outcome 4: Conducive environment for social dialogue established*

Two ILO projects have enabled consensus and tripartite support for much-needed human resource development and reform of the legal and institutional infrastructure affecting decent work<sup>6</sup>. The sustainability of ILO interventions is linked to the functioning of the National Tripartite Committee, the establishment of a functioning Economic and Social Council and the adoption and enforcement of a new Labour Code consistent with minimum standards of decent work. The project can claim significant progress toward those ends, but with no concrete outcomes to date<sup>7</sup>. DWCP pipeline activities also include efforts to further integrate inspections with online labour audit systems<sup>8</sup>.

#### **DWCP Priority 3: Enhanced Social Protection**

*Outcome 5: improved social security sustainability and institutional capacity for the protection of the most vulnerable workers and the elimination of child labour.*

A five-year programme on child labour was completed in September 2007, enabling the ILO to help integrate child labour into the national budget, legislation and educational programmes<sup>9</sup>. While the project was considered relevant and efficient and brought about a positive change for institutions and beneficiaries, its effectiveness may not be at the desired level given the sheer volume and growing magnitude of the problem of child labour in Jordan. As a result, some child labour indicators worsened throughout the performance period.

Finally, ILO's International Migration Programme has been providing global knowledge-based advisory services to support the establishment of a migration directorate and migration policy within the Ministry of Labour. Despite this technical assistance, progress has been slow, while multiple local and international actors have become involved in the subject. Within the context of this evaluation, such efforts stand out as opportunities for needed synergy. The lack of coordination among the different partners poses a challenge for ILO's onward planning and strategic placement in the country.

### **Conclusions and Recommendations**

#### **Delivering as One: ILO and "One UN" in Jordan**

Although it is important for the ILO to maintain its vital role in promoting labour law reform, international standards and best practices in the implementation of decent work, it is clear there is a large number of overlapping functions, failures of coordination and inconsistencies with other UN agencies in Jordan. UN staff who participated in the UN Country Team (UNCT) focus group conducted by the evaluation team were not familiar with the ILO's operations in the country, much

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<sup>6</sup> Social Partners and its continuation as Fundamental Principles and Rights at Work (2007–09); JOR/01/50/USA and JOR/07/03/SPA

<sup>7</sup> The Tripartite Committee has met only once in the review period and procedures have yet to be established. The Cabinet has issued articles of incorporation, establishing the Economic and Social Council on 2 December 2007; however, its functionality has been delayed. The revised Labour Code was drafted in 2006 and the Parliament adopted some of the proposed amendments during its June 2008 session.

<sup>8</sup> Better Work Jordan (beginning 2008); JOR/07/04/JOR and JOR/07/02M/USA

<sup>9</sup> National Programme for the Prevention and Elimination of the Worst Forms of Child Labour in Jordan (2002–2007); JOR/02/50/USA

less with the ways in which these activities support United Nations Development Assistance Framework (UNDAF) outcomes.

ILO must identify partner UN agencies to work toward a favourable and integrated UNDAF/agency outcome. To do so would require a new operational strategy and programme-management model that promotes better coordination and maximizes synergies among project offices and personnel, enabling the ILO to operate as one with the UNCT and strategic partners.

A single location for housing and coordinating projects would give greater cohesion to ILO's presence and visibility in the country. A national coordinator would articulate and manage the DWCP and ensure much neglected communication with the UN Country Team, and would ensure coordination among all resident and visiting ILO personnel, which lies beyond the scope of current project managers, Chief Technical Advisors and the Regional Office for the Arab States officers.

- *Recommendation 1:* The evaluation team recommends that the Regional Office devise a strategy to put in place an in-country coordinator for its Jordan programme within the parameters of the approved allocation for the implementation of the DWCP for Jordan.

### **Programme and project monitoring and evaluation**

Conceptual gaps remain between DWCP and technical cooperation projects. They have been conceived and developed separately. While the DWCP-era documents advocate a more-holistic, integrated approach, the lack of coherence of the ILO's message in-country could undermine this transition, as well as the effectiveness and sustainability of interventions. The incomplete nature of monitoring plans and lack of appropriate SMART (Specific, Measurable, Attainable, Relevant and Time-bound) indicators in the ILO projects underscore limitations on their evaluative potential and impedes the measurement of progress towards established outcomes.

- *Recommendation 2:* The evaluation team recommends that the Regional Office take stock of current monitoring and evaluation activities and practices at the programme and project levels. This would help identify weaknesses and strengths and allow the development of a project and programme management approach that would promote innovation and flexibility, encourage problem solving, and manage risks as key elements of the DWCP.
- *Recommendation 3:* Management and staff at all levels should be trained to create and implement the linkages among technical cooperation projects and programme outcomes, not just project outputs. The outcome of this capacity-building will be demonstrated by the identification of relevant qualitative and quantitative indicators for future programme and project designs and monitoring and evaluation plans. These capacity-building activities could be financed from training credits in the region plus project inputs.

### **Risk management**

The attainment of outcomes has been in question too many times, mostly due to a lack of risk identification and mitigation strategy. This has been proven over the review period, which has seen a high turnover of Ministry of Labour officials and two restructurings in the last 18 months.

- *Recommendation 4:* Project and programme planning needs to pay greater attention to lessons learned from past programming cycles and develop risk-management strategies in advance to avoid or mitigate the hazards, delays and costs of project achievements that are negatively affected by externalities.

### **Maintain balanced tripartite consultation and involvement**

In cases where tripartite coordination and consultation were lacking, impediments to the attainment and sustainability of ILO programme and project outcomes have occurred. In general, ILO management will have to promote greater constituent involvement throughout the programme and project cycle to increase the effective transfer of ownership of outcomes.

- *Recommendation 5:* The capacity of constituents should be strengthened, and they should be given equal opportunities to become more active partners in the ILO's results-based management of its programmes and projects. This would involve making them partners in design, monitoring and evaluation, thus emphasizing the important role they can play in the attainment and sustainability of results.





# 1. Introduction

## 1.1 Context: ILO's country programme evaluation

1. Consistent with its policy and strategy concerning independent evaluations of the International Labour Office's (ILO) country programmes, the ILO has evaluated its programme of support to the Kingdom of Jordan. This report presents the analysis, findings and recommendations of the independent evaluation, conducted in mid-2008. The evaluation was managed by the Evaluation Unit in close coordination with the ILO Regional Office for the Arab States. The evaluation also benefited from tripartite national constituent input. The evaluation team consisted of an external international evaluator, an independent national evaluation consultant and an ILO evaluation officer

## 1.2 Purpose of the evaluation

2. The purpose of the evaluation was to provide an independent assessment of the ILO's programme of support to Jordan, noting areas in which the ILO's collaboration has been more and less effective in supporting the country programme and the national decent work agenda. The evaluation derives lessons to be considered for the reinforcement or adjustment of future country programming, including implementation strategies, priorities and/or organizational practices.
3. In doing so, the evaluation exercise is guided by four core evaluative questions, addressing: (1) the *relevance* of the programme of support to the development challenges and priorities of the national tripartite constituents); (2) the *coherence* among the definition of a programmatic focus, the integration across ILO instruments in support of programme objectives and the coordination with other developmental actors; (3) the *efficiency* measured both in administrative costs and timeliness of execution; and (4) the *effectiveness* of individual interventions at the level of the programme as a whole. The evaluation pays particular attention to the sustainability of results and the programme's contribution to the institutional development of the national constituents.

## 1.3 Scope and methodology

4. The evaluation reviews the ILO's performance throughout the timeframe 2002 to 2007. The period spans the conduct of ten ILO projects with a total value of US\$ 8,800,129. Within the context of the DWCP, ILO developed another three pipeline projects, two of which began implementation in 2008. The evaluation focuses on the ILO's strategic positioning in the country, its approach to setting an ILO agenda, as well as the composition, implementation and evolution of ILO national strategies as they relate to the decent work agenda.
5. The evaluation formulates recommendations regarding:
  - 1) The role and relevance of the ILO in Jordan, its niche and comparative advantage, and partnership approach;
  - 2) The role and effectiveness of the national tripartite constituents and UN partners in promoting decent work;
  - 3) The focus and coherence of the country programme's design and strategies;

- 4) Evidence of the direct and indirect use of ILO's contributions and support at national level, and evidence of pathways towards longer term impact;
- 5) The efficiency and adequacy of organizational arrangements to deliver the ILO's programme in Jordan;
- 6) Knowledge management and sharing;
- 7) Lessons learned and good practices.

Annex 2 lists scoping criteria and related questions for each aspect listed above.

6. The evaluation abides by UN norms and standards for evaluation, as set out by the UN Evaluation Group and based on OECD/DAC guidelines. The evaluation report is based on a desk review of project documentation and other related literature, and a second phase of interviews and focus-group sessions with national constituents, key international development partners and implementing agents in the field. This second phase took place during a mission in Jordan, 3–15 May 2008, and in Beirut, 22–23 May and 3–4 July 2008, to verify findings with programme constituents and ILO programme and project staff in Jordan and at the Regional Office in Beirut. The background papers and statistical analysis are available on request.

#### **1.4 Limitations**

7. The desk review involved reading thousands of pages of project documents, reports, evaluations, mission reports, financial statements and other communications. Still, it was not possible to gather all historical project reports, and some projects did not have final evaluations. Therefore, certain gaps remain. The documentary record was augmented with the interviews and focus groups conducted during the field visits, in addition to the accumulated technical and cross-regional experience of the evaluation team.
8. The evaluation conclusions and recommendations are based on the analysis and data presented in the report. Evaluative judgments are always subjective, but to keep subjectivity to a minimum, ILO management, national officials and social partners were asked to react to these findings and issues, producing their own subjective opinions regarding the lessons for the future which they have gleaned from this exercise.

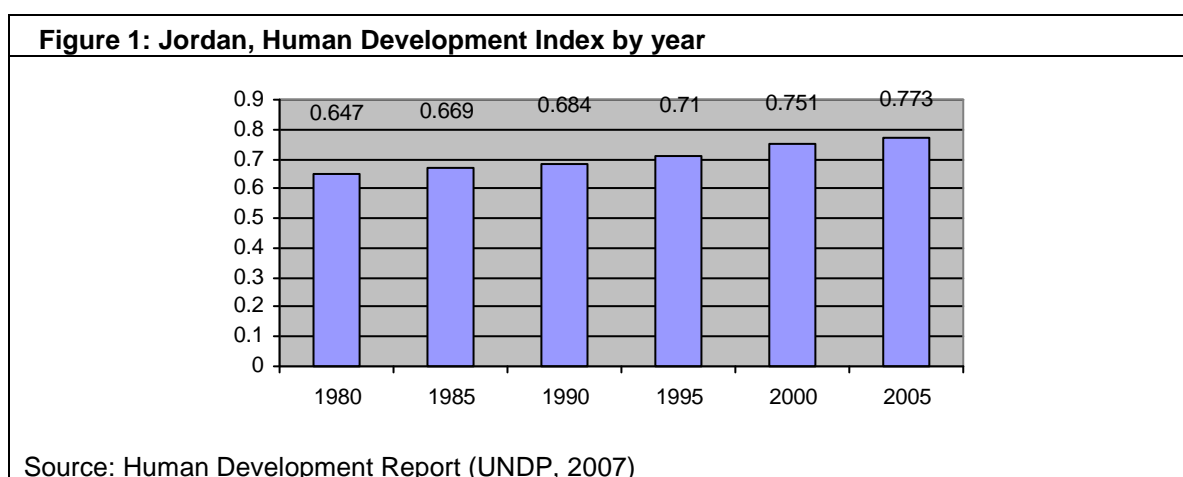
#### **1.5 Report layout**

9. Following this introduction, the report is organized with the second chapter laying out the basic context within which the ILO program of assistance was developed. The third chapter describes the development of the ILO's program with the country over the time period being considered.
10. The fourth chapter focuses on delivery of the actual program of activities. The focus here is on the timely and efficient production of the outputs to which the Office has committed itself when it approves funding for technical cooperation (TC) operations and when it provides nonfinancial services such as research and policy advice.
11. The fifth chapter examines results achieved for the country in areas where the ILO had mounted operations. The final chapter provides a summary of key findings and issues for the

future arising from the evaluation of the past. That section offers evaluative judgements around the four major issues of relevance, coherence, efficiency and efficacy, and, where relevant, will offer suggestions and recommendations for future ILO activity.

## 2. Jordan: Country background

12. Jordan is a country of firsts. It was the first State in the region to ratify ILO Convention 102 on Social Security (Minimum Standards). Jordan was also the first State to ratify the Arab Charter on Human Rights. Most significantly, Jordan was the first country, after Cambodia, to enter into an agreement with ILO for a Decent Work Country Programme (DWCP), which now involves over 30 ILO countries globally. As the first, Jordan remains a pioneer among The Arab States to engage in a DWCP.
13. The Hashemite Kingdom of Jordan, with 5.7 million inhabitants, is notably resource-poor, with limited agricultural land, no petroleum resources, and considerably scarce water. Its only natural resources are potash and phosphate, with some prospects of uranium extraction.
14. The population is urbanized at around 80 percent, and is one of the youngest among lower-middle income countries, with 38 percent under the age of 14. Although demographic growth, currently at around 2.2 percent per year, is slowing, the total population is expected to reach almost 7 million by 2015.
15. Notwithstanding the difficult regional political environment and the lack of resources, Jordan has achieved above-average development outcomes compared to other lower middle-income countries. This favourable situation can be credited to sound development policies, recent capital inflows and to one of the world's highest levels of unilateral transfers in the form of workers' remittances (mainly benefiting the wealthier deciles<sup>10</sup>) and public grants, together amounting to between 20 and 25 percent of GDP.



16. Geopolitically, Jordan constitutes a buffer zone within the region characterized by conflict since the British Mandate and, consequently, has been a priority subject of Western and international military and development aid. Development efforts in Jordan over the past three decades have led to positive improvements in human development indicators, with particular progress in education and life expectancy, and improved living conditions with improved access to basic services.

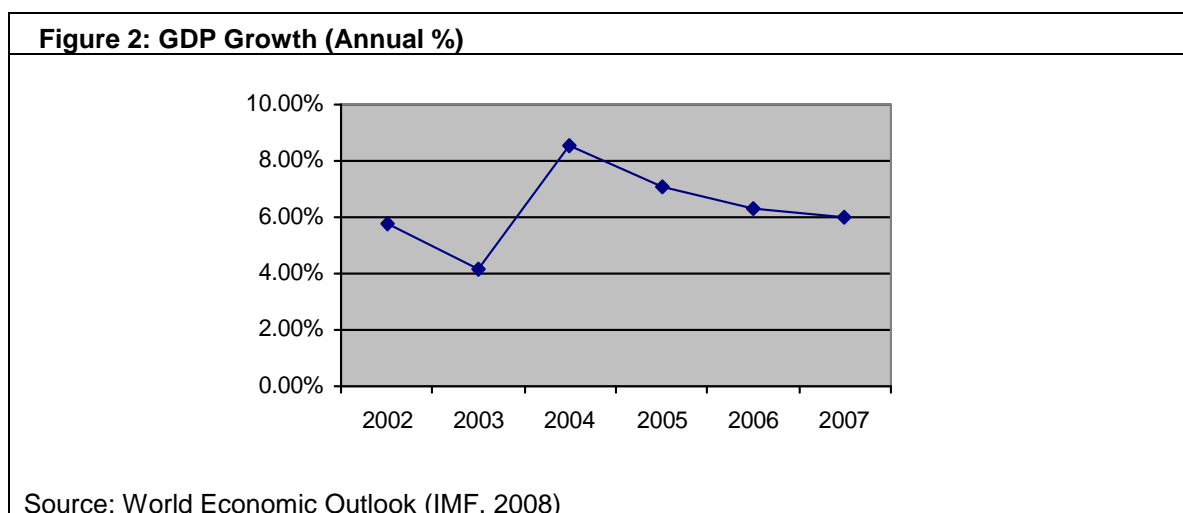
<sup>10</sup> World Bank, *Jordan Poverty Assessment Main Report*, Vol. 2 (Washington: World Bank, December 2004), p. 102

**Table 1: Jordan: trends in MDG indicators**

<b>Selected Millennium Development Goal indicators</b>	<b>Baseline 1990</b>	<b>2002</b>	<b>Target 2015</b>
Proportion of families living in extreme poverty (percent)	6.6 (1992)	4.0	3.3
Underweight children (percent)	6.4	4.4	3.2
Stunted children (percent)	5.3	8.5	2.7
Wasted children (percent)	2.8	2.0	1.4
Net enrolment in primary education (percent)	91.4	92.0 (2001)	100
Proportion of pupils starting grade 1 reaching grade 5	92.2	98.8 (2001)	100
Literacy rate of 15-24 years old	97.4	98.8 (2001)	100
Share of women in wage employment in the non-agricultural sector (percent)	11	20 (2000)	50
Infant Mortality Rate	34	22	11.3
Maternal mortality (per 100,000 live births)	48	41.4	12

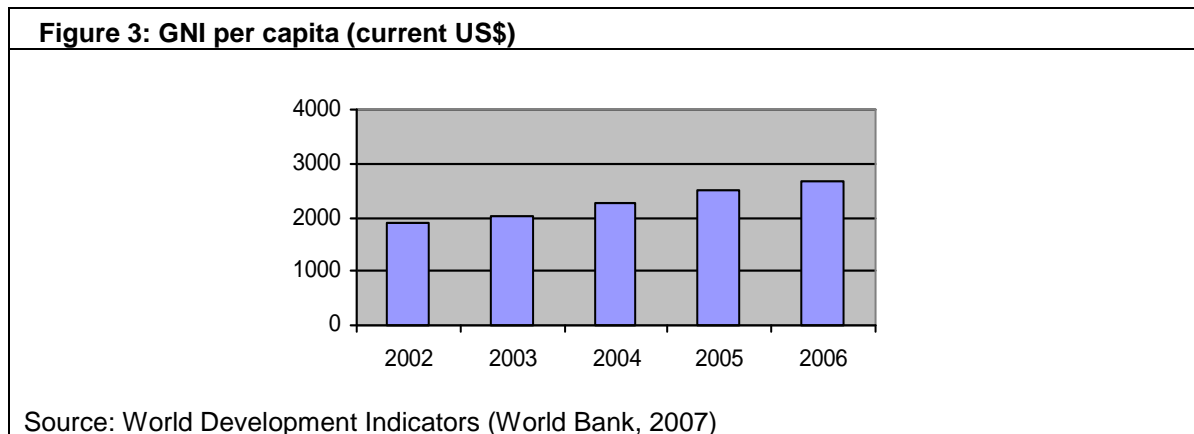
Source: Jordan Millennium Development Goals Report (UNDP, 2004)

17. Jordan’s economy has shown strong performance in recent years, and growth continues to be robust, averaging 6 percent through the 2002–07 period.<sup>11</sup> However, Jordan remains vulnerable to possible adverse external events, such as the evolution of world oil prices, change in the level of foreign grants, the regional security situation, and the flows of short-term external capital. Growth is broad based, led by manufacturing, construction, real estate and services sectors. Total factor productivity increased by 2.5 percent annually since 2000, well above historical norms.



<sup>11</sup> IMF, ‘IMF Concludes 2008 Article IV Consultation with Jordan’, Public Information Notice No. 08/55 (19 May 2008), at: <http://www.imf.org/external/np/sec/pn/2008/pn0855.htm>

18. The distribution of economic benefits reveals an identifiable trend: the Jordanian middle class has been receding, while the Kingdom has been recording a 6 percent average growth rate. The richest 2 percent of the population have 13 percent of Jordan's total income, while the poorest 30 percent can claim only 11 per cent. Between 2002 and 2006, the wealthiest 2 percent of Jordanians increased their per capita consumption by JD 2,000, a number nearly four times the maximum per capita consumption of the country's poorest 10 percent in 2006.<sup>12</sup> Regional inequalities are evident also, with Amman dominating per capita consumption and consumption growth.<sup>13</sup>



19. Jordan's economy is integrated with the region and particularly susceptible to fluctuations in the price of petroleum. The skyrocketing price of oil and the new Investment Promotion Law (2006) conditions have resulted in an unprecedented influx in FDI. In 2002, FDI in Jordan was JD 52.8 million, and jumped nearly six-fold to JD 309.3 million one year later. In 2004, that figure increased to JD 461.6 million, and doubled in 2005 to JD 1.086 billion. In 2006, FDI doubled again to JD 2.2 billion, amounting to 20% of GDP. This is reflected in a dramatic increase in the proportion of FDI to overall investment, which put the FDI share at 1 percent in 2002, growing to 18 percent in 2004.<sup>14</sup> Central Bank reserves have significantly increased, reaching US\$6.5 billion in 2007. That is equivalent to six months of imports.<sup>15</sup>
20. High economic growth figures coincided with an increase in public revenues. The higher revenues and reduction in oil subsidies helped control the budget deficit before grants, but the deficit remained high at around 7 percent of GDP.<sup>16</sup> The economy also remained vulnerable to pressures for higher public expenditures. Meanwhile, the inflationary impact of rising fuel and food prices became especially tangible locally in 2006, coinciding with the withdrawal of Government of Jordan fuel subsidies, which has led to a spike in child labour.

<sup>12</sup> Ibrahim Saif and Yasmeen Tabbaa, (Amman: Center for Strategic Studies, 2008), using indicators from the Income and Household Surveys conducted by Department of Statistics, Taylor Luck, 'Middle class shrinking – study', *Jordan Times*, at: <http://www.jordantimes.com/?news=7838>

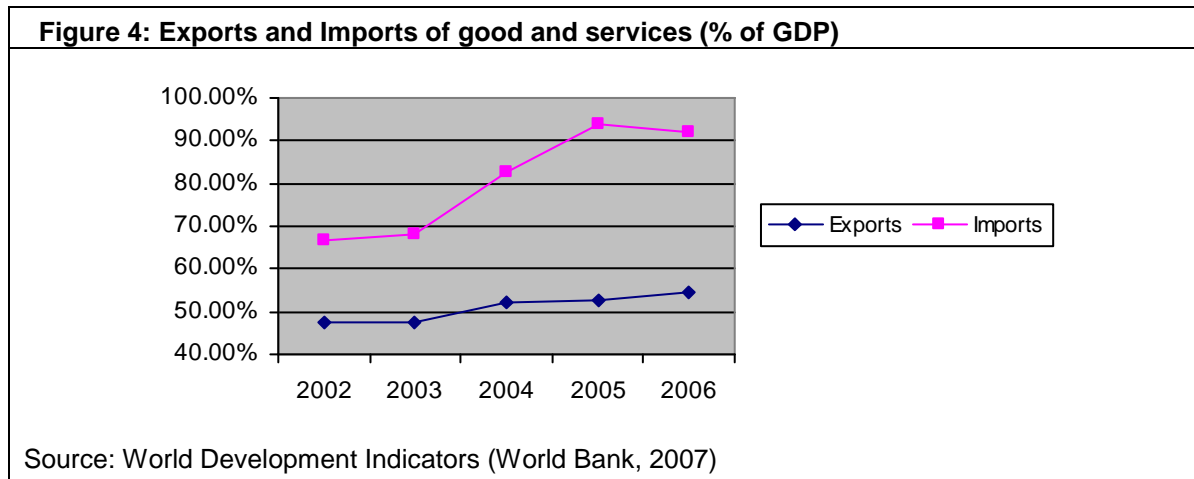
<sup>13</sup> World Bank, *Jordan Poverty Assessment*, op cit., p. 27. The report asserts also that this clearly calls for more emphasis on policies that reduce regional inequality.

<sup>14</sup> The latest year for which fixed capital formation figures are available. Saif and DeBartolo (2007), cited in 'Jordan Employment Policy' [draft] (March 2008), 5.

<sup>15</sup> UNCTAD World Investment Report 2007, at: [http://www.unctad.org/sections/dite\\_dir/docs/wir07\\_fs\\_jo\\_en.pdf](http://www.unctad.org/sections/dite_dir/docs/wir07_fs_jo_en.pdf)

<sup>16</sup> Goods and nonfactor services. World Bank, 'Development Progress', *Jordan Country Brief*, at: <http://web.worldbank.org/>

21. Notwithstanding the negative valuation effect of the US dollar, remittances, public transfers from abroad and swelling capital inflows have helped Jordan reduce its public debt to 78 percent of GDP. The current account deficit also has been reduced to about 13 percent of GDP by the end of 2006, as compared with 18 percent of GDP reached in 2005.<sup>17</sup>



22. In addition to the growth in productive industry and the increase in Jordan’s exports, foreign investment in real estate, including urban megaprojects and speculation in land, has raised revenues into the country. The free trade zones at Aqaba and Amman’s “new downtown” project at Abdali are particularly conspicuous examples. The influx of certain migrants, especially from Iraq, have purchased and rented properties in Jordan to such a degree that has inflated rents and real estate prices. The approaching 2010 entry into force of Jordan’s Landlord/Tenant Law (2000) promises to bring about a ballooning of rents under formerly protected contracts. While that inflation will affect all renters relying on the frozen rents under old contracts, it is expected to affect wage earners disproportionately.
23. Jordan’s human development indicators are above average, as compared with other lower-middle-income countries. These positive results are based on consistent levels of spending - more than 25 percent of GDP - on human development (education, health, pensions, and social safety nets). In addition, Jordan ensures a high level of gender parity in access to basic public services. In education, the Government launched a comprehensive cutting-edge modernization program in 2003, aimed at radically overhauling the basic education system to align with the needs of a knowledge-based economy. School enrolment rates at each level of education are close to other countries at Jordan’s income level. In terms of quality, Jordan ranks above international averages in science, but still below average in math<sup>18</sup>. Population pressure and increasing income levels are placing demands for further expansion of education and health services.
24. Using the demographic opportunity of a very young population to transform Jordan from a small lower-middle income and vulnerable country into a modern knowledge-based economy is at the core of King Abdullah II’s vision for the country. The corresponding long-term development plans pursue bold modernization of the country’s economic, institutional and

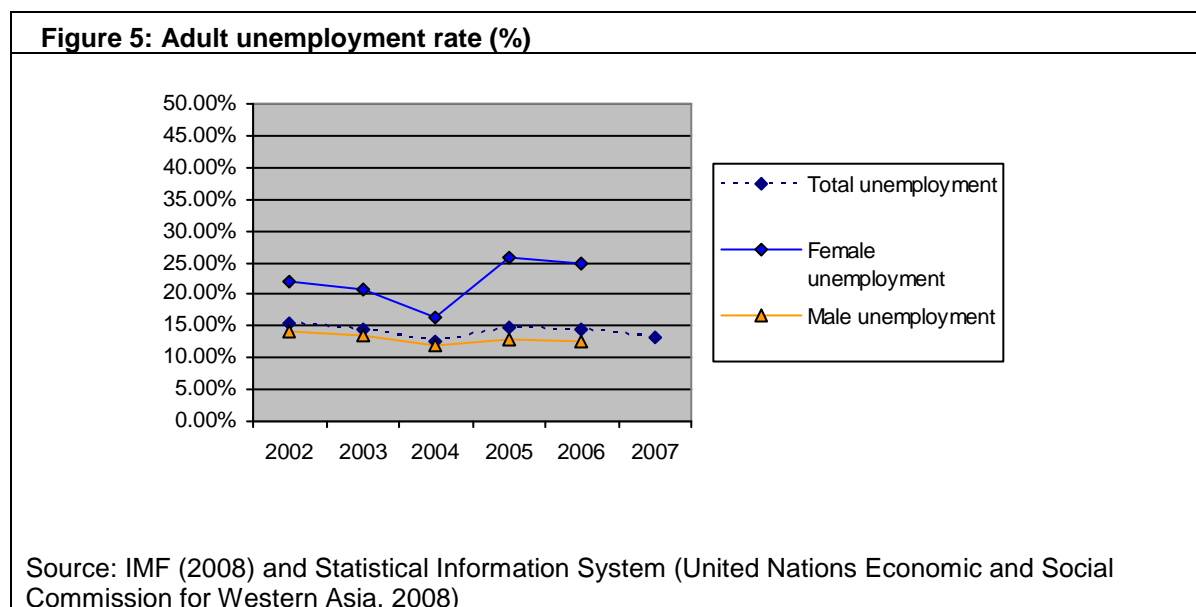
<sup>17</sup> UNCTAD World Investment Report 2007, at: [http://www.unctad.org/sections/dite\\_dir/docs/wir07\\_fs\\_jo\\_en.pdf](http://www.unctad.org/sections/dite_dir/docs/wir07_fs_jo_en.pdf)

<sup>18</sup> World Bank

political infrastructure, based on the enhancement of its human capital, and the elimination of poverty. Education, improving the business environment, and attacking deep poverty are at the core of the plan, and the Government is well aware that this also requires a modern and efficient administration, and a more open and participative polity. This vision has been translated into a strategic plan and operational policy with a series of broad-based consultations under a National Agenda, providing a ten-year integrated development plan. The National Agenda is expected to facilitate monitoring and evaluation of the Government's performance.

## 2.1 Unemployment trends

25. Jordan's official unemployment rate in 2007 was 13.1 percent; while unofficial estimates place unemployment at approximately 30 percent<sup>19</sup>. Labour force growth in Jordan remains at around 4 percent per year, which implies, with the current labour demand elasticity, a growth rate of at least 6 percent to absorb the 70,000–80,000 new entrants to the labour market annually.<sup>20</sup>
26. The unemployment rate projections are complicated by two additional factors: (1) the participation rate of women is low and is subject to significant variations and (2) the impact of large inward and outward labour migration. The employment pattern in the QIZs shows that women move directly from being inactive to direct employment, so that the actual pool of unemployed persons is not affected. Meanwhile, the large-scale immigration of unskilled workers also means that GDP growth rates might not result in the projected reduction in unemployment. Given the projected GDP growth rates, the unemployment rate is likely to remain stable or slightly increase through 2010.<sup>21</sup>

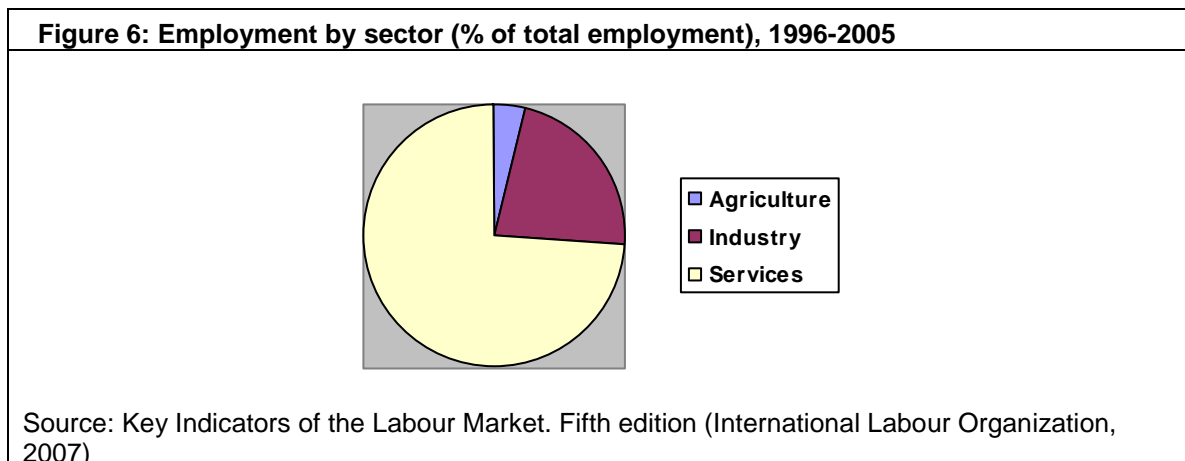


<sup>19</sup> Government of Jordan, Department of Statistics, Employment and Unemployment Surveys; IMF, 'IMF Concludes 2008 Article IV Consultation with Jordan' op cit.; and 'CIA Factbook: Jordan', at: <https://www.cia.gov/library/publications/the-world-factbook/geos/jo.html>

<sup>20</sup> 'Government of Jordan Employment Policy' op cit., p. 8

<sup>21</sup> World Bank and IFC, op. cit., p. 9





27. Although the incidence of poverty is significantly higher among the unemployed, around 75 percent of the working-age poor are employed. This indicates that job creation alone will not reduce poverty. Rather, it is necessary to also improve the working poor's capabilities for higher-productivity jobs and to design income supplements that maintain their productivity.<sup>22</sup>

## 2.2 Labour rights and legal framework

28. In Jordan, decent work, including the ILO fundamental principles and labour rights, is integral to a range of related development issues. The centrality of decent work to development, human rights and poverty eradication in Jordan is seen in its relation to a bundle of economic, social and cultural rights.
29. Unions have been legally recognized in Jordan since 1952, with the 17 recognized unions required to organise in the form of a single General Federation of Jordanian Trade Unions (GFJTU). Jordan has ratified seven fundamental ILO conventions reflected in the 1998 Declaration on Fundamental Principles and Rights at Work: Convention 20 on Force Labour, Convention 98 on the Right to Organize and Collective Bargaining, Convention 100 on Equal Remuneration, Convention 105 on the Abolition of Forced Labour, Convention 111 on Discrimination (Employment and Occupation), Convention 138 on Minimum Age for Admission to Employment, and Convention 182 on the Worst Forms of Child Labour. The Jordanian Constitution and human rights treaty ratifications explicitly protect freedom of association and the right to organize. Jordan was also the first Arab country to enter into a Free Trade Agreement (FTA) with the United States that committed to upholding the core labour standards. (See Jordan's relevant treaty ratifications in Annex 5.)
30. Notwithstanding these ratifications, the ILO has frequently observed Jordan's institutional noncompliance with principles of freedom of association and its failure to ratify ILO Convention No. 87. The Committee of Experts on the Application of Conventions and Recommendations has noted that Jordanian Labour Code (1996) does not provide any protection against acts of interference to ensure the application of Article 2 of the Convention, and recalled that it has been commenting on this point since 1968. The Committee also has noted that national legislation should make provision for rapid appeal

<sup>22</sup> World Bank, *Poverty Assessment*, op cit., pp. 2, 138

procedures, coupled with effective and dissuasive sanctions against acts of interference to ensure the application of the Convention. Noting that the rights and protections under the Code do not apply to domestic servants, cooks, gardeners and agricultural workers, and indeed all migrant workers, the Committee requested the government to consider completing its present legislation to extend the application of the Convention to neglected categories of workers subject to discrimination.<sup>23</sup>

31. The ILO Committee's observation on the Workers' Representatives Convention, 1975 (No. 135) noted the adoption of the 1996 Labour Code. It referred to its long-standing comments on the need to adopt measures to ensure the application of Article 2 of the Convention, noting that, except for 14 days of paid leave for courses, the newer Code contains no provisions to afford facilities to enable workers' representatives to carry out their functions properly and efficiently.<sup>24</sup>
32. Notably, already in 2002, the new Juveniles Act (Law No. 52 of 2002) redefined child beggars as persons in need of protection and care, not simply as subjects of illegal acts. However, the scale of the problem of child labour proved greater than the scope of the International Programme on the Elimination of Child Labour (IPEC) project in Jordan could address. Moreover, the global increase of oil prices may have freed investment capital that has flowed into Jordan, but so, too, has the consequent inflation spiked child labour.
33. The Governing Body has consistently noted that Jordan has omitted to report under its other binding ILO Conventions.<sup>25</sup> The failure to report under Jordan's ILO treaty obligations raises questions as to the level of priority placed on treaties within State institutions. However, other factors potentially to explain this shortcoming include the historic institutional weakness of the Ministry of Labour (MoL) and the relative marginality of ILO Conventions in the consciousness and programmes of civil society and social movements, leading to less public scrutiny. The sectoral specificity of ILO Conventions and the ILO's unique tripartite structure do not encourage access or engagement with civil societies more broadly, which partly explains the relatively minor attention to ILO Conventions among wider publics.

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<sup>23</sup> Citing the Committee's 1997 observations, in the twenty-seventh report of the International Labour Organization under article 18 of the International Covenant on Economic, Social and Cultural Rights, submitted in accordance with Economic and Social Council resolution 1988 (LX), E/C.12/2000/SA/1, 17 February 2000, para. 39

<sup>24</sup> *Ibid.*, para. 40

<sup>25</sup> During the current review period, the Committee of Experts has cited Jordan by issuing 18 observations, including three observations under Convention 98 (2002, 2004, 2007); one under Convention 100 (2007); two under Convention 106 (2002, 2004); three under Convention 111 (2003, 2004, 2007); two under Convention 119 (2003, 2007); two under Convention 120 (2003, 2007); two under Convention 122 (2003, 2007); two under Convention 135 (2003, 2005); and one general observation concerning nonreporting under ratified Conventions (Articles 22 and 35 of the ILO Constitution).

34. Significantly, this evaluation period commences two years after the first Jordanian civil society participation in the review of Jordan's implementation of the International Covenant on Economic, Social and Cultural Rights, which also obliges States party to respect, protect and fulfil workers' rights to strike, freedom of association, gender equality and other aspects of decent work. In the first Jordanian civil society parallel reporting to the treaty body, the Committee on Economic, Social and Cultural Rights (CESCR) did focus on the bundle of workers' rights and corresponding State obligations of Jordan. CESCR's Concluding Observations noted "principle subjects of concern" that included the ambiguous nature of Jordan's application of the Covenant, due to the fact that the State had not yet published the Covenant in the Official Gazette 25 years after Jordan's ratification, and that Jordan "has given little attention to incorporation of relevant provisions of the Covenant in its legislation",<sup>26</sup>.

#### **The Jordanian Constitution and employment**

The Jordanian Constitution in current use today is the one ratified on 1 January 1952. It stipulates that the country is a hereditary monarchy with a parliamentary system.

Provisions relevant to gender and employment may be summarised as follows:

- a. Article 6 states that all Jordanians are equal before the law, that no one shall be discriminated against on the basis of race, language or religion, and that the government shall ensure for all, education, tranquillity, equal opportunities, and work.
- b. Article 7 guarantees personal freedom for all.
- c. Article 20 states that elementary education is compulsory for all Jordanians, and is free of charge in public schools.
- d. Article 22 assures the right of Jordanians to public offices under conditions prescribed by law, and that appointment in such offices is made solely on the basis on merit and qualifications.
- e. Article 23(i) states that "work is the right of every citizen, and the State shall provide opportunities for work to all citizens by directing the national economy and raising its standards."
- f. Article 23(ii) states the State shall protect labour and enact legislation therefore based on a number of principles including:
  - i. that every worker shall receive wages commensurate with the quantity and quality of his work; and,
  - ii. that special conditions shall be made for the employment of women and juveniles.

35. With particular respect to workers and decent work, CESCR's most-recent review of Jordan also expressed special concern for "the persistence of relatively high levels of unemployment and poverty in the country," the exemption of non-Jordanian workers from minimum-wage provisions, their prohibition from participating in trade union activities, and their exclusion from the social security system, as well as the lack of any protection for persons working in family-owned and agricultural enterprises, and domestic labour under the 1996 Labour Code, thus imperilling those in most need of protection, largely female and child workers. The

<sup>26</sup> Committee on Economic, Social and Cultural Rights, 'Concluding Observations: Jordan', E/C.12/1/Add.46, 1 September 2000, paragraphs 11-12

Committee also observed with concern “the extent of restrictions imposed on the right of public-sector employees, notably those working in the health and educational services, to participate in trade union activities. Furthermore, the Committee was concerned that article 100 of the Labour Code proscribes the right of workers to strike.”<sup>27</sup> These legal findings remain unchanged at the beginning as at the end of the present evaluation period.

36. The Minister of Labour announced at the Governing Body meeting in 2006 that Jordan was committed to the ratification of ILO Convention 87. However, Jordan has not yet fulfilled that prospect, and the right to freedom of association for workers has not yet been affirmed by ratification of Convention 87 or in national law. Jordan has not yet considered ratification of the UN Convention on the Rights of All Migrant Workers and Members of Their Families. However, as noted during this period, Jordan ratified ILO Convention 144 concerning Tripartite Consultations to Promote the Implementation of International Labour Standards.
37. Through 2007, the exceptions to workers rights persist in law and in fact, while theoretical reforms remained in the legislative pipeline. Positive developments include the drafting of a revised and corrective Labour Code with a consensus of support by the Tripartite Constituents. All parties attribute this progress to the guidance and technical support of the ILO’s Social Dialogue project. By end 2007, the Tripartite Constituencies formalized a mechanism for continued social dialogue with the support of ILO advisory services.

### **2.3 Protecting the rights of workers: Migration and labour**

38. Migration also occurred at an unanticipated level. The 2003 War in Iraq generated cross-border migration in all directions, including into Jordan. This coincided with a wave of Asian job seekers into the country, especially to fill the labour demand in the Qualified Industrial Zones (QIZs) occasioned by the US/Jordan FTA and/or industrial zones, which the United States introduced in order to give meaning to the promised advantages of the 1994 Jordan/Israel Peace Treaty.<sup>28</sup>
39. In 2001, the majority of workers in the QIZs, 64%, were Jordanian. In April 2006, the total workforce in the QIZs was over 54,000, of whom only 33% are Jordanians. The remaining workers were mostly migrants from Asian countries, including Bangladesh (25%); China (18%); Sri Lanka (17%), India; (7%) and others (1%).<sup>29</sup> The use of migrant labour in the QIZs has rapidly increased.
40. Due, in part, to greater capacity and awareness of problems noted in a series of reports in 2006, the Ministry of Labour and Jordan’s Interministerial Technical Level Committee (comprised of mid-level staff from the Labour, Justice, Interior and Trade Ministries, and the Intelligence Department) responded swiftly to reported abuses affecting migrant workers by the Cotton Craft Company and the Morning Star recruitment centre, where 14 Nepali workers

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<sup>27</sup> Ibid., paragraphs 18–21

<sup>28</sup> The intended economic benefits of the FTA are commonly termed “peace dividend” [of the 1994 peace treaty]. See Joshua Ruebner, ‘U.S.-Jordan Free Trade Agreement’, CRS Report for Congress, Congressional Research Service (1 May 2001), at: [http://www.sice.oas.org/TPD/USA\\_JOR/Studies/CRS\\_E.pdf](http://www.sice.oas.org/TPD/USA_JOR/Studies/CRS_E.pdf), p. 3; and Pete W. Moore, ‘The Newest Jordan: Free Trade, Peace and an Ace in the Hole’, MERIP (26 June 2003), p. 1

<sup>29</sup> According to statistics issued by the Ministry of Labour for April 2006, cited in ‘Better Work Jordan’ project document, p. 4

were found to be trafficked deceptively to Iraq, where they were murdered in August 2004. The Jordanian Government succeeded in penalizing both operations, which subsequently closed.<sup>30</sup>

41. In 2004, to reduce the potential for abuse of foreign domestic workers (FDWs), the Government adopted new and stricter procedures that regulate the importation of such labour. While these changes improved the legal framework to protect FDWs, a lack of awareness among employers and employees remained a problem. The Government has undertaken a cooperative program with the UN Development Fund for Women (UNIFEM) to raise the awareness of FDWs on the new protections afforded them. Ministry of Labour (MoL) inspectors regularly visit the employment agencies that hire and import FDWs to ensure compliance with the law.
42. Throughout the review period, diffused efforts within the Jordanian Government have addressed migration issues, including those in the Ministry of Interior (MoI) and MoL. The War in Iraq and subsequent displacement and refugees/migrant flows to neighbouring countries have affected Jordan directly. Meanwhile, statistical information on migration into Jordan remains elusive. Several international agencies are at present working to ascertain actual numbers of migrants and refugees in the country, including cooperation with the Ministries of Foreign Affairs (MoFA), Interior and Labour. Current estimates vary between 740,000 and 1.3 million.<sup>31</sup>

#### **Protecting the rights of workers**

*Results achieved.* The Government, in collaboration with USAID, established the Joint Labour Assessment and Training Project, to serve as a baseline on which future programmes can build upon. A fully equipped training centre for labour inspectors was established at the Ministry of Labour. The Government expressed its commitment for protecting the rights of workers by putting forth a Plan of Action to address compliance issues affecting migrant workers in Jordan.

*ILO contribution.* Policy advice and training were provided to the MOL for better management of labour migration. A manual on labour inspection is being developed and training programmes will be delivered. Trade unions participated in training programmes to ensure their involvement in policy development for the protection of migrant workers. The projects: Better Work Jordan and Forced Labour and Trafficking in Jordan serve as entry points for the protection of migrant workers in the QIZs.

43. A groundbreaking panel discussion on migrant worker issues, cohosted by the Solidarity Center and the International Trade Union Confederation, on 13 June 2007 during the International Labour Conference in Geneva, drew a standing-room-only crowd. More than 70

<sup>30</sup> Labour Administration and Compliance in Jordan: Multi-stakeholder Collaboration (Amman: Ministry of Labour, February 2007), pp. 17–20

<sup>31</sup> Including migrants with permits to work (291,000 as of May 2007, including 1,700 Iraqis), plus other migrants. The Jordanian Department of Statistics, United Nations Population Fund (UNFPA) and the Norwegian Research Institute have estimated “between 450,000-500,000 Iraqi residents in Jordan as of May 2007.” The GoJ previously had maintained their number at about 750,000, and the United Nations High Commissioner for Refugees (UNHCR) had set the number as high as one million. “Norwegian pollster puts Iraqi refugees in Jordan at up to 500,000,” *International Herald Tribune* (13 November 2007), at: <http://www.iht.com/articles/ap/2007/11/13/africa/ME-GEN-Jordan-Iraqi-Refugees.php>

employer, worker, and government delegates to the ILO's annual conference heard an expert panel discuss the situation of South Asian migrant workers in certain Arab States. It was the first time that representatives of so-called sending and receiving countries had come together in a public forum. Participants and observers, who came from nearly 20 countries, welcomed the opportunity to exchange views in an open setting as expert panellists gave rich and varied perspectives.<sup>32</sup>

44. The Ministry's labour inspections increased rapidly with advice and technical support from ILO's Social Dialogue project. While the labour inspections theoretically were to cover all workplaces, it is not clear to what extent that increase has extended beyond the QIZs. The international coverage did not turn needed attention to worker conditions of Jordanian and other Arab workers outside the QIZs, while abuses, especially of Egyptian and Syrian guest workers in construction, agriculture and other fields, remain largely unaffected by the scrutiny of local or international officials, NGOs or the media. According to MoL sources, 5,612 (or 8%) of a total 69,169 inspections in 2007 took place in QIZs<sup>33</sup>. In the same period, 3.6% of total workers in workplaces covered by labour inspections were in QIZs. Moreover, some retrogression was noted in 2007. In January 2008, The Philippines reimposed a ban on its citizens working in Jordan due to continued abuses.<sup>34</sup>

## 2.4 Labour conditions

45. Social protections have improved for Jordanians through the period, particularly with the competent service of the Social Security Corporation (SSC). Several options to strengthen social protections also have arisen with the help of ILO technical cooperation through the SSC, including in the development of a Maternity Fund and proposed improvements in the social security system.
46. Throughout the period, Jordan's Ministry of Labour has demonstrated competence in producing reliable labour statistics, particularly in the form of its quarterly labour surveys. However, analytical application of this data has not reached the necessary level, noted particularly in the lack of a national employment policy to date.
47. Both workers' and employers' representatives have reported a reduction in labour disputes over the time period. Respondents have attributed this to an outcome of the formation of the Tripartite Committee and the beginnings of the functioning of social dialogue as supported by ILO.
48. The combination of new private international law arrangements and treaty ratifications has brought about significant changes affecting all tripartite constituents. By mid-2007, the registered migrant worker stock had increased to 291,000. Migrant workers in the QIZs constituted only 14% of the total migrant workers in the country; however, their treatment and conditions became a subject of international scrutiny. No similar local or international

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<sup>32</sup> 'Hope for Migrant Workers in Gulf States', at <http://www.solidaritycenter.org/content.asp?contentid=759>

<sup>33</sup> According to statistics provided in interview with Ministry of Labour/Department of Labour Inspection Chief Amin Wreidat, Amman, 27 August 2008

<sup>34</sup> Agence France-Presse (7 April 2008), at: <http://globalnation.inquirer.net/news/breakingnews/view/20080407-128869/Philippines-has-not-lifted-Jordan-labor-ban--Roque>

effort has monitored the conditions of Jordanian and other Arab workers (mostly Egyptian and Syrian) workers, particularly those Arab migrant workers concentrated in the agricultural and construction sectors.

49. Since 2003, the Solidarity Center, a worker capacity-building and advocacy branch of the AFL-CIO, has operated in Jordan. However, local civil society attention to labour and employment issues remained weak. Legal rights defence by the Arab World Center for Democracy Development and Human Rights and discrete activities by the al-Urdun al-Jadid research Center and Amman Center for Human Rights Studies were occasional exceptions. The National Center for Human Rights, the institution aspiring to compliance with the Paris Principles,<sup>35</sup> began to address labour rights issues after the 2006 reports on abuses in the QIZs, but, like the international parties, has yet to address the rights and conditions of the numerical majority of workers, including Arab migrant workers, in Jordan.

## 2.5 Gender

50. Jordanian women benefited extensively from the Government's equitable gender policies in education and health, but setbacks also have occurred. Jordan has achieved 90 percent parity in literacy, full parity in primary and secondary enrolment, and increased life expectancy for both sexes. Gender mainstreaming is standard in the National Agenda action plans. Women also have benefited from the strong development of microfinance in Jordan over the last few years; whereby, women borrowers amounted to 57.4 percent of clients served by the four major local microfinance institutions in 2004. Still, female labour force participation is low and women's unemployment rates are significantly higher than men's. In addition, little information exists about access for poor and vulnerable women to public services, especially in remote and rural areas. Setbacks also have occurred. In 2001, women activists, NGOs, and civil society joined together and drafted amendments to laws that were regarded as compromising women's rights. Despite gaining government approval, the proposed temporary laws enhancing women's rights and protection were turned down in 2003, when the Lower House of Parliament voted against three of the amendments.
51. The official rate of unemployment for Jordanian women in 2007 was 25.6 percent<sup>36</sup>. Women's numerical participation in the work force has remained consistently low, hovering at 11–12 percent (as compared with 63 percent for males).<sup>37</sup> However, the principle problem concerning women's employment in Jordan lies in the apparent contradiction between the significant advances in education and skills among women in Jordan and the lack of advancement in the workplace and entrepreneurship. At least in the formal economy, that has been explained partly by the slowness of social transformation, whereby the demand for workers may not be sufficient to overcome the traditional, socially constructed conceptions of a woman's place that continue to limit women's employment.<sup>38</sup>

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<sup>35</sup> 'Principles relating to the Status of National Institutions (The Paris Principles)', adopted by United Nations Human Rights Commission Resolution 1992/54 of 3 March 1992 and General Assembly Resolution A/RES/48/134 of 20 December 1993

<sup>36</sup> Government of Jordan, Department of Statistics, Employment and Unemployment Surveys

<sup>37</sup> Consistent rate over the decade 1995 through 2005. European Trading Foundation, 'Unemployment in Jordan', (Torino: ETF, 2005), 8

<sup>38</sup> Amira El-Azhary Sonbol, *Women of Jordan: Islam, Labor and the Law* (Syracuse: Syracuse University Press, 2003)



## 2.6 Tripartism

52. The ILO Constitution and Convention No. 144 concerning tripartite consultations<sup>39</sup> do not define tripartism; however, tripartism is considered to be a “constitutional principle” at the core of ILO action. The ILO Strategic policy framework through this review period refers to tripartism as “a strategic objective it is sought in its own right, and in addition it is a priority means of achieving all ILO objectives.”<sup>40</sup> Within this review period, Jordan became a ratifying party of Convention No. 144 (5 August 2003) and serves as a Deputy Member of the ILO Governing Body for the period 2005–08.
53. The General Federation of Jordanian Trade Unions (GFJTU) is comprised of the 17 legally permitted worker organizations. According to GFJTU, only about 30 percent of the Jordanian workforce is unionized. Registered migrant workers, who are estimated to be around 291,000,<sup>41</sup> and the workers among the 700,000–1 million migrants in the country (including non-Palestinian refugees) are not yet allowed to join or form unions. Nonetheless, the GFJTU has made progress in advising foreign workers of their rights and responsibilities, particularly in anticipation of legislative reform and light of Convention 144.<sup>42</sup>
54. Employers’ organizations are represented by the Jordan Chamber of Industry (JCI), which includes the three largest Chambers of Industry in Jordan: the Amman Chamber of Industry, the Zarka Chamber of Industry, and the Irbid Chamber of Industry.
55. The Ministry of Labour is the key ILO tripartite constituent representing Government. The ministry has been restructured recently to merge the existing 12 Directorates into five, including the Directorate for International Cooperation, Legal Affairs and Media, the

<sup>39</sup> Convention concerning Tripartite Consultations to Promote the Implementation of International Labour Standards No.144, adopted at Geneva on 21 June 1976

<sup>40</sup> ILO, ‘Strategic policy framework, 2002–05, and preview of the Programme and Budget proposals for 2002–03: Consolidating the decent work agenda’ (Strategic Objective No. 4: Strengthen tripartism and social dialogue), Governing Body, Programme, Financial and Administrative Committee, 279th Session, GB.279/PFA/6, November 2000, p. 18, para. 78

<sup>41</sup> Saif and DeBartolo, op cit.

<sup>42</sup> Convention No. 144, Article 1 provides that “In this Convention the term *representative organisation* means the most representative organisations of employers and workers enjoying the right of freedom of association.”



Directorate for Administration, the Directorate for Employment, the Directorate for Labour Affairs and Inspection, and the Directorate for Migrant Workers.

56. Tripartism has been defined elsewhere as “the institutional arrangements for consultation and/or negotiation between representatives of workers, employers and governments in the formulation of public policy on social and economic issues”<sup>43</sup> and as “negotiation or consultation between, or among, governments, workers and employers, on issues of common interest relating to economic and social policy.”<sup>44</sup> The ILO itself notes that the main goal of social dialogue which is an essential tool in the tripartite process “is to promote consensus building and democratic involvement among the main stakeholders in the world of work.”<sup>45</sup> ILO principles provide that “Employers and workers shall be represented on an equal footing on any bodies through which consultations are undertaken.”<sup>46</sup> That still remains a goal not yet realized; however, progress is certain.
57. The earlier ILO Jordan projects make scant reference to tripartism. The ‘Handicraft Promotion’, ‘Community-based Rehabilitation’ and the ‘Forced Labour and Trafficking’ project documents make no mention of tripartism. The IPEC refers to the principle of tripartism only in its annex with reference to “ensuring the participation of the tripartite partners” under Output 2.1: ‘Implementing partners are trained for improving their capacity to design, monitor and evaluate child labour programmes’.
58. Tripartism outside the context of the International Labour Conference and other ILO forums seems to have taken root in Jordan first with ‘Strengthening the Social Partners Capacity for Promotion of Social Dialogue’ project in Jordan (2002–06). That provided the context for earnest and practical dialogue and consensus building, especially around the reform of the Labour Code (1996). The measure of tripartism’s progress can also be seen in the more-routine occasions, as has been the case of the periodic review of minimum wage standards.
59. For tripartism to function with the “equal footing” principle in practice, the institutional capacities of workers’ and employers’ organizations need to be further strengthened to enable them to become active and effective participants in policymaking initiatives. A National Tripartite Committee has barely begun to form in Jordan to ensure good and transparent governance of the labour market. The future Economic and Social Council will institutionalize tripartism further under the continued implementation of the current DWCP.
60. The Decent Work Country Programme document states that the ILO’s more-programmatic approach would integrate and consolidate its support for Jordan through two main channels. The first is to continue strengthening the capacity building of the JCI and the GFJTU, in order to establish their independence, increase their representation and improve services to their members. The second is through the establishment of the Social and Economic Council,

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<sup>43</sup> Judith Wedderburn (director, Jamaica and the Eastern Caribbean, Friedrich Ebert Stiftung), ‘The Role of Civil Society in Labour Policy: Key Partnerships and New Paradigms’, presented at the 1st Caribbean Labour Policy Conference, University of the West Indies, Mona Campus, Kingston, Jamaica, 2–5 April 2003, p. 1

<sup>44</sup> Ian Ayres and John Braithwaite, ‘Tripartism: Regulatory Capture and Empowerment’, *Law & Social Inquiry*, Vol. 16, No. 3 (summer 1991), pp. 435–96

<sup>45</sup> ‘Social Dialogue’, ILO website, at: <http://www.ilo.org/public/english/dialogue/themes/sd.htm>

<sup>46</sup> Convention No. 144, Article 3.2

which will institutionalize the process of democracy through dialogue, ensure transparency of policy development through the participation of representatives of social partners and civil society, and help in placing employment more prominently in social and economic policies.

61. The pipeline 'Better Work Jordan' project, designed and approved during this review period, also will involve a tripartite Advisory Committee (AC) to provide advice to the ILO in the operation of the project in its first three years of operation. In addition, two stakeholder consultative meetings are planned per year in order to provide opportunities for a broader range of stakeholders to be consulted about the project. A Jordanian Buyers Forum will be established bringing together international buyers with AC members to discuss issues arising from the project and provide advice. This will be done with a combination of electronic and actual meetings in coordination with the global Better Work buyers' consultative mechanism.

## **2.7 Civil society and labour issues**

62. The leading partners in development outside of the executive branch of government and private sector are the royal foundations. Government budgets and international development organizations maintain these foundations as national development partners of choice, which are recognized for their relatively high level of implementation capacity.
63. Jordan hosts a small number of nongovernmental organizations applying a rights-based approach to development. While civil society attention to economic and social rights, in general, and labour rights, in particular, is undeveloped, some new initiatives are emerging, but few have experience in development project management and implementation comparable to the royal foundations or international civil organizations in the country. For specific inputs to development and needed knowledge creation, however, Jordan is rich in both private and publicly supported academic and research institutions, some of which have provided valuable input to the development and implementation of ILO projects since 2002, including the emerging DWCP.

### 3. The relevance of the Country Programme strategy

64. Jordanian Prime Minister Ma`ruf Bakhit and ILO Director-General Juan Somavia signed a Memorandum of Understanding during the Asia Regional Meeting in August 2006 for implementing the Decent Work Country Programme in Jordan. Based on these challenges and in order to maximise the existing opportunities, the DWCP was developed through consultation between the ILO and the Jordanian Ministry of Labour in response to national priorities. The DWCP aims to address the challenges of increasing opportunities for quality jobs, raising labour productivity levels, facilitating private-sector marketing and labour compliance capacities. The DWCP is based on three main objectives: Creating decent jobs for men and women; improving governance through administrative reform and social dialogue and enhancing social protection<sup>47</sup>.

#### 3.1 Country challenges

65. In the last three years, reflecting a transition from the reforms of the 1990s and the 2000–01 periods, the country has shifted toward more-complex institutional reforms, often leading the way in the Arab States and Middle East/North Africa (MENA) region in second-generation reforms. Continued efforts to upgrade public institutions and governance systems have been instrumental to help increase competitiveness, efficiency and productivity.
66. The Government has set up the necessary administrative mechanisms to start implementing the National Agenda. Among the top development priorities of the Government are investment in human resources and institution building, upgrading critical infrastructure, fighting poverty and improving social services; and among the top political reform priorities are expanding freedoms and participation in society, removing remaining gender discrimination, and enhancing the independence and fairness of the judiciary. The major challenges in improving the quality of public policy in the years to come, beyond refinement of specific policies, will be that of policy coordination and budget alignment. The National Agenda's implementation will depend on the speed and effectiveness of those measures. Addressing workers' rights through the ratification of all ILO conventions also will be critical to meet coming conditions of the National Agenda.
67. Consistent with the structure of the economy, the vast majority of employed Jordanians (78 percent) work in the services sector, while 20 percent are employed in industry.<sup>48</sup> However, with the current structural reforms and trade agreements, the emerging new jobs in Jordan are mostly in manufacturing, which has attracted more migrant than Jordanian workers (see section 2.3). Nonetheless, small private sector firms dominate Jordan's employment structure, constituting 98% of all firms in Jordan, followed by the public sector, which employs 37% of the Jordanian labour force.
68. As much as 94 percent of the private sector has four or fewer workers. It is estimated that the number of persons employed in these microenterprises account for 46 percent of total private sector employment, and firms with 5–19 workers another 19 percent. In other words,

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<sup>47</sup> Decent Work Country Programme: Hashemite Kingdom of Jordan, August 2006

<sup>48</sup> 'Government of Jordan Employment Policy', [draft, March 2008], p. 5

microenterprises are responsible for almost half to two-thirds of total private sector employment in the country.<sup>49</sup> The structure of the private sector and competitive pressures limit the capacity to modernise the labour market. Workers in small enterprises have limited access to training and career development and a large number of them are not covered by social security. Job security and fringe benefits are seen as a major attraction to public-sector employment.

69. The indicators of the World Bank's 'Doing Business' index over the last two-to-three years show that Jordan, while performing slightly above regional averages, is far from being the top performer in MENA, and compares less favourably with some of the most-dynamic emerging economies in Asia and Latin America. Progress requires three interlinked actions: (1) a coherent, overarching investment-and-trade policy with a correspondingly effective legal and institutional framework; (2) an effective, unified institutional structure for private-sector support, in contrast to the plethora of agencies that now deal with the private sector; and (3) reforms in some critical aspects of financial, capital and labour markets.
70. Over the last ten years, Jordan has been very active in reforming its economy. It ranks as one of the most-active reformers compared to other middle income-countries in the region. Structural reforms especially liberalised the private investment regime, opening the trade regime, establishing modern regulation and institutions for private sector development, and privatisation. Further improvement in the business environment in Jordan, both on the public and private sector sides, is important to realise the growth potential. The process of structural reforms has been accompanied by a painful fiscal consolidation that has steadily reduced government debt from above 200 percent of GDP in the early 1990s, to 78 percent at year-end 2006. Continued implementation of the fiscal consolidation program and structural reforms along with a supportive regional and external environment are critical for sustaining good economic performance in the period ahead.
71. To complement these structural reforms, Jordan has entered free trade agreements (FTAs), the EU Association Agreement (EU-AA), the Greater Arab Free Trade Area (GAFTA), and the US FTA, giving Jordan free access to a market of almost one billion people. Despite the significant structural reforms and open access to markets, the job-creating private sector response has been weak.

### **3.2 Poverty reduction and Decent Work**

72. Reducing poverty and improving the living standards of the population at large are key priorities of the king and the Government. The prospects of poverty reduction up to 2010 range from almost halving the poverty headcount from 14 to 7–8 percent of the population, and to a more-mitigated reduction to 11–12 percent. The poor population rates in urban and rural areas in 2002 were 12.9% in urban areas and 18.7% in rural areas, shifting to 13.1 percent urban poor and 22.8 percent in 2005.<sup>50</sup>

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<sup>49</sup> ETF, 2006, op cit.

<sup>50</sup> Directorate of Economic Statistics, Department of Statistics, 'Appraisal of Poverty Indicators Based on The Household Expenditure Survey 2005', p. 7

73. Reliable data on the size of the informal sector in Jordan are lacking; however, this sector appears to be growing. This perception is based on the low participation rate in the Jordanian work force, estimated at just 25 percent. Some unofficial studies conclude that the informal sector actually employs 25 percent of all workers and accounts for more than 20 percent of GDP.<sup>51</sup>
74. It is unlikely that the excess of private consumption growth over GDP growth, which was responsible for the recent fast poverty decline, will prevail again in the next few years. Consequently, the rate of GDP growth will be key, and Jordan's ability to sustain 6 or 7 percent growth will be one requisite to achieve ambitious poverty-reduction targets, notwithstanding major shifts in wealth distribution.
75. As poverty is reduced further, it might be more difficult for economic growth to benefit the remaining poor, so that it might be unlikely that a given amount of economic growth will have a commensurate impact on poverty reduction. This implies that the calculated elasticity of 1.9 of the poverty headcount to economic growth for 1997–2002 might be lower in the years to come. Fostering growth in poor areas and providing opportunities for the poor through broad-based growth will therefore be important in reducing poverty significantly.
76. The increase in energy prices, resulting from the phasing out of government fuel subsidies and its second round effect, is having a significant impact on incomes and poverty, thus offsetting part of the effect of GDP growth. The direct and indirect cost of the subsidy removal to the 20 percent of poorest Jordanians is estimated at around 5 percent of total per-capita expenditure, which is almost equivalent to two years of per capita income growth.<sup>52</sup>
77. The National Aid Fund (NAF) is the Government's main poverty alleviation cash transfer program. NAF has managed to reduce poverty by 0.8 percentage points, but inadequate targeting means that about two-thirds of its income supplements actually went to people above the national poverty line. Reportedly, the current NAF hand-outs are designed to create a disincentive to accepting low-paid jobs. However, NAF's increased efficiency through better targeting could help reduce poverty, especially among the 4 percent of chronically poor who are unable to participate in the market economy.<sup>53</sup>
78. The third and fourth deciles of the population above the lower (nonfood) poverty line<sup>54</sup> have an average per capita consumption that is 20 and 44 percent higher than the poverty line, respectively. A more-disaggregated view across deciles, however, reveals that per-capita consumption growth is not concentrated only in the wealthier deciles, but poorer deciles also

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<sup>51</sup> Mohammad Shawabkeh, 'Labor Rights in Jordan', p. 2; and EJAB World Trade Consultants, 'Legal Mechanisms to Empower The Informal Business in Jordan', p. 4 [papers commissioned by Commission on the Legal Empowerment of the Poor] (July 2007)

<sup>52</sup> World Bank and IFC, 'International Bank for Reconstruction and Development and International Finance Corporation Country Assistance Strategy for the Hashemite Kingdom of Jordan for the Period FY2006–FY2010' (6 June 2006), p. 8

<sup>53</sup> Ibid.

<sup>54</sup> While the estimated average poverty line is JD 392, among households it can vary between JD 330 to JD 450. World Bank, Jordan Poverty Assessment, op cit., p. 18. The poverty line was JD 504, increased by 28.6 percent from 2002. 'Appraisal of Poverty Indicators 2005', op cit., pp. 5, 6 and 8, at:

[http://www.dos.gov.jo/dos\\_home\\_e/appraisal%20of%20poverty%20indicator.pdf](http://www.dos.gov.jo/dos_home_e/appraisal%20of%20poverty%20indicator.pdf)

have enjoyed consumption growth exceeding 3 percent over the five years period that ended in 2003, as this review period begins.<sup>55</sup> Poverty reduction in Jordan, therefore, also means creating durable and decent employment that would generate economic and social improvement for the large vulnerable share of the population, and make the country resilient to economic shocks such that would allow a large segment of the affected population to rise out of extreme poverty.

### 3.3 Aligning the Decent Work Country Programme to the UNDAF

79. In 2002, ILO maintained three projects and corresponding offices in separate locations with a scope of operation corresponding to their respective project management and implementation plans. While the beginning of this review period coincides with the UN Country Team (UNCT) preparations for the first UN Development Assistance Framework (UNDAF) for the years 2003–06, these projects find no resonance or thematic home in the UNDAF. In consultation with the Government of Jordan (GoJ), both the UNCT and Ministry of Planning and International Cooperation (MoPIC) agreed to apply a common framework reflecting Jordan’s Millennium Development Goal (MDG) commitments. The MDGs, as evolved from the Millennium Declaration, omitted decent work, despite its mention as a special commitment in the context of youth in the Declaration’s Article 20<sup>56</sup>. UNDAF’s focus on MDGs, as developed at that time, also omitted labour and employment issues and objectives.
80. Two current ILO project staff in Jordan responded as never having heard of UNDAF. It must be noted, however, that this apparently does not reflect a general aversion to intra-UN cooperation. In Beirut, ILO’s ROAS actively participated in the local UNDAF preparations and actually chaired important portions of the process toward UNDAF Lebanon.
81. The lack of an ILO representational office in Jordan and the lack of relevant information for the record, including any institutional memory among the current UNCT officers consulted, suggest that ILO was not present or consulted in the preparation of the first UNDAF for Jordan. (That date precedes current ILO ROAS personnel and UN Resident Coordinator staff, and predates the DWCP.) Moreover, none of the principal tripartite constituencies — i.e., the employers, workers representatives and Ministry of Labour personnel consulted in this evaluation — were party to deliberations about the development priorities in the UNDAF agreed upon between the UNCT and the Jordanian government counterparts in MoPIC.
82. In 2002, the Jordanian Ministry of Labour also did not figure prominently in the field of international cooperation and official development assistance (ODA). That fact also may have affected the ILO placement within the country as a relatively minor party; whereas MoPIC was UNCT’s lead Jordanian partner in developing UNDAF. ILO’s projects were technical and specialized in nature, and did not command visibility among international development agencies and donors in country. That characteristic focus may be consistent with ILO’s technical and advisory role in support of countries, and thus poses no contradiction or

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<sup>55</sup> Growth patterns of nonfood consumption vary more across income group than that of the food. Ibid, Table 2.2 Per Capita Consumption Growth Across Deciles, p. 94

<sup>56</sup> Article 20 reads: “We also resolve:...To develop and implement strategies that give young people everywhere a real chance to find decent and productive work....To develop strong partnerships with the private sector and with civil society organizations in pursuit of development and poverty eradication”. From ‘United Nations Millennium declaration’ A/RES/55/2, 13 September 2000.

shortcoming in relation to more ambitious, visibility-seeking activities of other agencies or donors. However, it can pose a disadvantage when labour and employment issues loom in a country's development prospectus. In such a scenario, both ILO and the UNCT, mutually, may lose strategic opportunities to achieve development outcomes.

83. At the outset of the review period, the Ministry of Labour claimed little experience at coordinating and managing international cooperation projects or programmes. The nature, number and volume of ILO projects in country also did not place such a demand on its principle public-sector counterpart. ILO projects, while project-based contributions to the development of decent work, also did not constitute a coherent mass and, therefore, were not understood among ILO field personnel or other non-tripartite observers to form an integral programme.
84. In 2007, the DWCP monitoring and evaluation plan based on a more strategic focus of the programme's outcomes articulates strong links with the UNDAF outcomes. The agreement reached with the UNRC is to reflect ILO's DWCP outcomes and performance indicators during the next UNDAF review.

### **3.4 ILO and the UN Delivering as One**

85. With ILO's three projects and corresponding offices in three separate operations, plus technical and financial assistance for community-based rehabilitation and other activities not conducted through ILO project offices, the UNCT preparations for the first UNDAF for the years 2003–06 apparently omitted consideration of ILO as a representative of ongoing development assistance or of vitally relevant issues for Jordan. Despite formal exchanges between ILO ROAS and the UN Resident Coordinator on the subject, the second UNDAF (2007–12) continued to omit decent work issues, including employment and rights and principles at work. Thus, apart from the spatial distance of ILO from the UNCT and its collective process, the substantive focus of ILO fell outside the first and second iterations of UNDAF.
86. Cross-agency cooperation is evident, however, in joint activities of the ILO Regional Office, in Beirut, and the Amman-based UNIFEM Regional Office concerning women migrant workers in Lebanon. Despite the mission led by the Regional Director to endorse the DWCP implementation plan, which met with and briefed the UN Resident Coordinator and his team, participants in this evaluation's UNCT focus group session in Amman expressed no knowledge of ILO's projects or of the DWCP. The UN Resident Coordinator also was not well informed about ILO's work in the country, despite the exchange of letters between ILO and UNDP mentioning joint areas of collaboration and establishing follow up mechanisms based on the joint meeting where synergies and complementarities between both agencies were discussed.<sup>57</sup> This again raises issues of ILO's presence in Jordan.

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<sup>57</sup> ILO Director-General Juan Somavia and UNDP Administrator Kemal Derviş signed a new partnership agreement in a public ceremony at Geneva, 9 February 2007.

### 3.5 ILO placement in Jordan

87. The prospect of “delivering as one” should revive in the midterm review of the UNDAF in late 2008. The belated inclusion of an employment-related MDG subtarget<sup>58</sup> and the recent evolution of ILO assistance from discrete projects to DWCP open a field of possibilities to reassert ILO as a contributor not only to the tripartite constituents, but by the same methodology to the UNCT.
88. The new UNDAF for Jordan also poses an opportunity to harmonise further the UNCT’s efforts with ILO objectives. The current Jordanian National Agenda (2006–15) represents a development plan drafted by a 27-member, royally appointed Steering Committee, aided by some 200 experts, and is seen as the culmination of foregoing plans. Those include the 2001 Social and Economic Transformation Plan (SETP) and the 2002 National Strategy for Administrative Reform. The National Agenda was developed and formally adopted in cooperation with the Council of Ministers and, thus, its genesis follows a separate track from the UNDAF and addresses a domestic constituency distinct from the perceived foreign constituency of MoPIC. The importance and relevance of the MDGs notwithstanding, the National Agenda has emerged as an important indigenous expression of development objectives. Those have raised employment and labour issues to prominence in the coordinated national effort, sharing a level of priority with economic growth, effective poverty reduction and civil liberties. The Agenda set out the first three national objectives as:
- Developing a thriving economy, open to other regional and world markets;
  - Ensuring that Jordanians will be prepared for lifelong learning and will work progressively in higher value-added occupations;
  - Developing the economy so as to absorb the growing inflow of Jordanian workers into the active population.
89. In this light, ILO’s predisposition is organically aligned with national needs and objectives expressed in the National Agenda. The UNDAF, rather, stands as a UN formality apart. As ILO’s objective and purpose has been to serve the country, as defined in tripartite terms, that achievement seems to be affirmed by the stated objectives of the National Agenda, if not the current UNDAF.
90. Nonetheless, a dilemma over the Organization’s strategic placement in Jordan has grown for local and regional ILO operations. The ILO’s discrete nature and focus on its specialized relations with the Tripartite Constituency indeed distinguishes it from other UN and international development and assistance agencies. The ILO’s dedication of project-specific offices and personnel in the country, like the culture of its field operations, has not provided for a wider coordination and information role for ILO in relation to other actors. Foregone opportunities to integrate with and engage informed support from other agencies at strategic opportunities have underscored the critical choice over whether or not ILO should establish a

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<sup>58</sup> Target 1.B: Achieve full and productive employment and decent work for all, including women and young people is to be monitored with four indicators: (1.4) growth rate of GDP per person employed, (1.5) employment-to-population ratio, (1.6) proportion of employed people living below \$1 (PPP) per day and (1.7) proportion of own-account and contributing family workers in total employment. ‘Official list of MDG indicators’ (effective 15 January 2008), at: <http://mdgs.un.org/unsd/mdg/Host.aspx?Content=Indicators/OfficialList.htm>



country coordination office or function. ILO's transition in Jordan from project implementer to country programme makes that question more important and urgent. In the words of one UNCT respondent, "if the ILO country programme is so important, then show it."

91. Simultaneous with the rapid and voluminous growth in the number of actors offering assistance to the Ministry of Labour and the private sector in such a concentrated period as that covered in this evaluation, the public sector generally has welcomed, but not yet developed the institutional capacity for coordinating such aid. Moreover, despite awareness of the needs to develop public-sector capacity to ensure decent work, a lack of programmatic coordination generally among Government of Jordan bodies, for their part, and among international parties has not helped outcomes.
92. For example, while the Ministry of Labour (MoL) produces regular and reliable labour survey data, the capacity to apply that data analytically for policy purposes is still needed in MoL and other government institutions. The ILO assistance in developing both labour and migration policies is eminently relevant to the development and poverty eradication objectives sought in the ILO's tripartite plans and National Agenda. That role could involve an additional function of ILO explicitly seeking to help MoL demonstrate the practical application of the MoL-produced data to other ministries. In the framework of the "indivisibility" of rights and, especially in Jordan, where other rights are so inextricably linked to livelihood issues, ILO and MoL could take their more-prominent natural place in the development process.
93. While progress, including by rapid response in addressing labour issues, is noted in cases that have drawn international attention, an overall priority of the country remains to improve enforcement of its obligations to comply with international labour and human rights standards. The task remaining at end 2007 was to improve the legal framework and strengthen law enforcement in support of fundamental principles and rights at work, which includes improving the capacity of labour administration for all workers. Generating decent and stable employment also constitutes a national challenge, as called for in the National Agenda. Only the first steps toward institutionalizing meaningful tripartism have been achieved, by establishing a Tripartite Committee and an Economic and Social Council, while continuity of such gestures in concrete ways is still needed.

### **3.6 ILO general visibility and recognition**

94. ILO project sites in Jordan seem to be operating so discretely as to be invisible in some respects. The Handicraft Promotion project occupies a significant portion of the Vocational Training Centre in Salt; however, no sign, emblem, poster or other marking with ILO's name or logo is to be found on the premises. In the same centre, UNESCO operates a training program to build computer and accounting skills, and the UNESCO insignia is prominently placed at the Centre's entrance. Similarly, the Social Dialogue project office in central Amman is unmarked. No office name plate, ILO symbol, or poster is anywhere to be seen. Were it not for the pale blue paint on the walls, no hint of UN affiliation could be discerned.
95. The ILO is by reputation and nature discrete, concentrating on consensus-building among its tripartite members, rather than openly engaging other constituencies. However, in a moment

of need for public support, press attention, name recognition or coordination with the UN family and other development agencies, a higher profile would serve strategic objectives.

96. Therein lies a tactical dilemma. The specialized nature of ILO's operation suggests the need for integrity in dealing first and foremost within the tripartism frame. When the ILO faces specific negotiations or the need for appeals to government partners, for example, it may be useful to maintain direct contacts apart from the complexity of UN culture in a country. In present and future collaboration on labour and employment development efforts, a direct relation with a local or foreign government official may be more direct and productive than relying on other UN affiliated bodies with different specialisations to take up a nonresident agency's cause. For an ILO regional director or programme officer without a representative office in the country, as in Jordan, direct contacts may be preferable, if inefficient and sporadic.
97. Related to the strategic placement of ILO in Jordan is the perennial dilemma over maintaining a representative office. At the present stage in which project-specific CTAs and project managers are bound to their project outcomes and donor commitments, it is not feasible to saddle such personnel with the additional tasks involved with coordinating and representing other projects or the composite DWCP to the broader constituency beyond project-centred tripartism. These publics would be as diverse as the UN Country Team, donors and other development agencies, press, Parliament or civil society at large. Moreover, the evolving DWCP also calls for an articulation of the previously unseen linkages between and among past and present ILO projects. That requires a harmonizing message and a media strategy that ILO projects individually lack.

### **3.7 Maximizing comparative advantage**

98. ILO should be concerned about its low profile as an indicator of a waning advantage in the field, not least in Jordan. There, numerous other actors have entered the country and labour/employment sector, and the rapid increase of international inputs into the Ministry of Labour coincides with an undeveloped coordination capacity within public institutions. The Minister of Labour has posed a challenge to ILO to reconsider its strategic advantage in light of the numerous other agencies promoting SME development, for example<sup>59</sup>. In one case, the evaluation team learned that ILO's participatory handicraft training modules have become the marketable product of a partner organization formerly managing the ILO Handicraft Promotion project, whose ILO-qualified trainer is currently offering that ILO-based training for a fee throughout the region. It is said that imitation is the sincerest form of flattery; however, it is unclear that the institutional capacity building objective of that ILO project anticipated such an outcome that, on the one hand is flattering, but, on the other, appropriates ILO's comparative advantage.
99. All things considered in the current phase, ILO needs to consolidate, reaffirm and publicise its competitive advantage, as the author of much of the methods now offered back by other agencies. The global comparative perspective and non-national character of ILO should be points of comparative advantage to emphasise, uniquely enabling ILO to support Jordan's

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<sup>59</sup> ROAS, 'Mission Report, Amman, Jordan, 17–21 April', p. 2, para. 8

sovereignty while dealing with questions of privatization, QIZs, migrant workers, employment policy and labour conditions in general.

100. All things considered in the current phase, ILO needs to consolidate, reaffirm and publicise its competitive advantage, as the author of much of the methods now offered back by other agencies. The global comparative perspective and non-national character of ILO should be points of comparative advantage to emphasise, uniquely enabling ILO to support Jordan's sovereignty while dealing with questions of privatization, QIZs, migrant workers, employment policy and labour conditions in general.

## 4. ILO's programme implementation

101. The arrival of the DWCP came through the trail of a series of individual projects that responded to the strategic objectives established for each the two biennia preceding the formal launching of the Decent Work Country Programme in 2006. These individual projects marked the way toward a significant strategic transition and clarifying better linkages between their outputs to the strategic DWCP outcomes (see Annex 1). However, it must be noted that these activities were implemented independently with very little sense of complementarities or of a common greater goal. Nonetheless, that project-implementation history is presented within the broad themes that emerged in the eventual DWCP.

### 4.1 Strategic Objective 1: Create Greater Opportunities for women and men to secure decent work and income

102. The 'Handicraft Promotion in Jordan' (1999–2002, 2004–07) project has sought to address the unemployment — especially youth unemployment — challenge in Jordan by developing technical capabilities, enabling self-employment and, ultimately, building marketing and self-representation skills.



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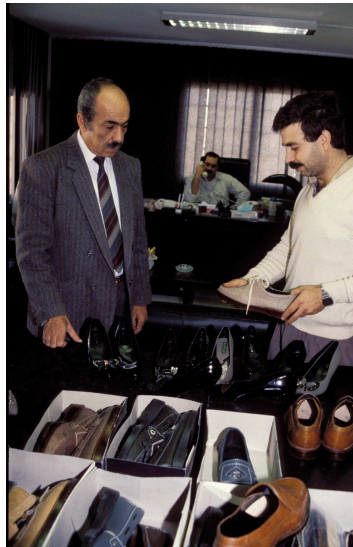
Woman painting pottery, Jordan

103. The ILO project 'Strengthening the Capacity of the Jordanian Ministry of Labour to Generate Employment and Reduce Poverty' (2003–05) intended to improve the country's employment services system and inspection process. The ILO simultaneously implemented the 'Establish Community-based Rehabilitation Training Centre' project (2003–07), responding to the urgent need to develop national expertise in the field of community-based rehabilitation for Jordanians with special needs in a way that would also enhance professional capacity in CBR for the surrounding Arab countries.

104. 'Support to Business Training for Micro and Small Enterprises', Phase I (1997–2003) and Phase II (2003–04) was designed to contribute to the alleviation of poverty by developing capacity in the private commercial and nonprofit sector to deliver practical business training and follow-up to existing micro and small enterprises.

105. The 'Establishment of the Jordan Agency for Development of Enterprise (JADE)' project was planned to take place over six months, starting in June 2006, to assist the Development

Employment Fund (DEF) in its transition from microfinance lender to SME finance. However, the project was not implemented as the constituents did not follow through to raise funds for its implementation.



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Shoe representative, Jordan

#### 4.2 Strategic Objective 2: Improving governance through social dialogue

106. ‘Strengthening the Social Partners Capacity for Promotion of Social Dialogue Project in Jordan’ (2002–06) has enabled consensus and tripartite support for needed human resource development and reform of the legal and institutional infrastructure affecting decent work. In pursuit of the overarching objective to “strengthen the labour relations environment”, the principal achievements have been building consensus around reform of the Labour Code consistent with international labour standards and supporting the establishment of tripartite institutions.

107. The subsequent project for ‘Promoting Fundamental Principles and Rights at Work in Jordan’ (2007–08) continued the needed ILO services and support for the Social Dialogue goals, including the formalisation of the tripartite structures — Tripartite Committee and Economic and Social Council — and the adoption of the improved Labour Code.



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Work meeting, Jordan

### 4.3 Strategic Objective 3: Enhance the coverage and effectiveness of social protection for all

108. The above-mentioned project ‘Strengthening the Capacity of the Jordanian Ministry of Labour to Generate Employment and Reduce Poverty’ (2003–05), while seeking to improve the country’s employment services system, also set out to advance and upgrade the labour inspection process, thus contributing to social protection.
109. ‘Actuarial Consultancy’ (2005–08) has focused on the development of actuarial capacities within the Social Security Corporation in Jordan, namely for the provision of actuarial support to policymakers in the reform of the national social security system.
110. The year 2006 provided a turning point in ILO Jordan operations and the wider perception of labour issues in the country. In response to the widely publicised labour abuses in the QIZs, ‘Forced Labour and Trafficking in Jordan: A Pilot Programme on the Qualified Industrial Zones’ (2006–07) roughly coincided with the DWCP signing, and firstly raised awareness among diverse ministries and other relevant social actors about the concepts of forced labour and trafficking and how to address these in law and practice. Secondly, the project set out to strengthen government capacity to enforce relevant legislation.



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Workers in a small shoe factory, Jordan

111. Support for Jordan also includes the technical assistance provided to plan the transformation of the Development Employment Fund (DEF) into the Jordan Agency for Development of Enterprise (JADE) as a strategic intervention designed to maximize employment potential. That effort did not originate or end with an ILO project. ILO’s advisory services from HQ toward the development of a Migration Directorate within the Ministry of Labour also serve national priorities and the development framework, although these are not explicitly linked to either a project or programme.



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Textile weaving workshop where mothers can keep their children with them while working, Jordan

#### 4.4 Evolution of projects

112. With the 30 August 2006 signing of the DWCP Jordan, 2007 was the first full year of transition from project-based to programmatic support for Jordan.

**Table 2: Jordan approved technical cooperation envelope and technical assistance activities 2002-2007**

Project Title, dates and number	Donor	Budget (US\$)
Handicraft Promotion in Jordan (1999–2002, 2004–07); JOR/96/01M/ITA	Italy	1,923,078
Establishment of Community-based Rehabilitation Training Centre (2003–07); JOR/02/02/AGF	AGFUND	90,000
National Programme for the Prevention and Elimination of Child Labour in Jordan (2003–07); JOR/02/50/USA	USDoL	1,000,000
Support to Business Training for Micro and Small Enterprises, Phase I (1997–2003); Phase II (2003–04); JOR/03/006/01	UNDP/USAID	773,063 145,141
Strengthening the Capacity of the Jordanian Ministry of Labour to Generate Employment and Reduce Poverty (2003–05); JOR/02/01/ITA	Italy	1,008,601
Strengthening the Social Partners Capacity for Promotion of Social Dialogue Project in Jordan (2002–06); JOR/01/50/USA	USDoL	1,267,158 166,570 <sup>60</sup>
Actuarial Valuation (2005–08); JOR/05/01/JOR	Social Security Corporation	292,266
Forced Labour and Trafficking in Jordan: A Pilot Programme on the Qualified Industrial Zones (2006–	USDoS	299,620

<sup>60</sup> .Contributions from ILO and Ministry of Labour during transition from Phase I to Phase II

07); JOR/06/01/USA		
Promoting Fundamental Principles and Rights at Work in Jordan (2007–08); JOR/07/03/SPA	Spain	1,550,000 <sup>61</sup>
Total		8,515,497
RBTC	ILO Regular Budget	76,500
Regular Budget (cost of travel for advisory services)	ILO Regular Budget	208,132
<b>TOTAL</b>		<b>8,800,129</b>

113. All of the ILO projects and other services ongoing in Jordan during the review period addressed the alleviation of poverty. The development, in this period, of the new ‘Establishment of Strategic Planning and Policy Management Unit’ project proposal (2008–10) explicitly seeks to strengthen the Ministry of Labour’s capacity to lead, coordinate and manage the labour-reform process toward the goals coincidentally set in the National Agenda. Indeed, all of the ILO projects forming the DWCP pursue the strengthening of the project’s host institutions, or establishment of needed new ones, such as the Tripartite Committee, the Economic and Social Council and the Jordan Agency for Development of Enterprise<sup>62</sup>. The Better Work Jordan project (2008–10), planned within the DWCP timeframe, had not yet begun implementation at the time of this country programme evaluation.
114. The ILO projects that eventually became integrated into a country programme covered the most important development issues concerning the Tripartite Constituents and, therefore, the country. What may have been overlooked or unknown at the time of project design were issues that became clear during implementation. As a learning and knowledge-based institution, ILO can only benefit and be strengthened by those lessons.
115. The ILO and Jordanian partners already have recognised some shortcomings as practical lessons. One example is the realization that the IPEC project’s scope was far less than needed to address the problems of child labour in Jordan. The “worst forms” of child labour were never the main problem, but rather ordinary forms of child labour that take advantage of children and deepen poverty in the long run. The IPEC project did not explicitly address the salient issue of labour among migrant children; however, it is understood that some IPEC efforts did apply child labour standards generally, not only on a nationalist basis, but also to serve some Iraqi migrant children and their families without categorical discrimination.
116. As ILO projects evolved to cover areas of policy and operations within the remit of more than one ministry, better coordination among those ministries seems to be needed. Specifically, the development of an employment policy, certain vocational training, or the common use of Ministry of Labour statistics, may require greater interministerial coordination and expertise sharing, in order to be most effective. Reports also indicate that, while cooperation among the tripartite constituents is generally satisfactory and getting better, the overlapping or competition within functions of the executive of government is the larger challenge to favourable project outcomes than competing interests among the Tripartite Constituency.

<sup>61</sup> Spain contributed €1,000,000 in three installments Conversion in US\$ is done at the prevailing rate of exchange.

<sup>62</sup> No project documents were made available to evaluators to assess project outcomes related to the establishment of the Jordan Agency for Development of Enterprise (JADE).



That impediment also becomes more crucial with the evolution of ILO projects into the DWCP. The case of Jordan is by no means unique in this feature, which suggests that ILO programming may need to seek means to encourage more interministerial coordination in programme aspects, especially those with policy implications.

117. The evaluation team gathered suggestions from individuals for addressing some ongoing impediments to programme outcomes. Although these may be minority opinions, they also may be appropriate to explore further. For instance, a seeming lack of capacity in the country may require the development or recruitment of resident Jordanian labour economists to indigenize and develop expertise to formulate and articulate employment policies and predict trends. On a related issue, some respondents intimated that any legislator or tripartite hesitation to adopt the amended Labour Code may be allayed (or affirmed) by an impact assessment of the new legislation. However, none is yet planned.
118. General suggestions arise from other perceived needs in the country, such as ILO support for an ILO Chair in Labour Economics, akin to UNESCO's Chair in Human Rights. In general, reflecting on ILO's earlier projects in Jordan, current problems in the 'Handicraft Promotion' project, for example, dramatize how relevance, efficiency, effectiveness and sustainability could have been enhanced, had the ILO actually applied tripartism in both project design and implementation. Table 3 shows some of implementation challenges encountered by these projects. A full analysis of project performance can be found within Annex 1.

**Table 3: Challenges faced in pursuit of project outputs**

Project	Area(s) of challenge				Comments
	Relevance	Efficiency	Effectiveness	Sustainability	
<b>Strategic Objective 1: Create Greater Opportunities for women and men to secure decent work and income</b>					
Handicraft promotion in Jordan (1999-2002, 2004-2007)		X			The project has suffered from inefficiencies, including core problems arising from the institutional capacity of the initial partner organization and delays caused by the donor in releasing the second installment. The project belongs to an earlier generation of ILO assistance that is less integrated, structural and policy-oriented. The long project history has left previous and current host institutions exasperated by ILO bureaucracy, delays in decisions, over-reliance on external expertise, difficulty in meeting or consulting with ILO personnel when needed.
Support to Business Training for Micro and Small Enterprises, Phase I (1997–2003) and Phase II (2003–04)				X	The project intended to appoint a coordinator at Jordan American Business Association, a beneficiary institution, in order to carry on the benefits of the project. That result has not yet been achieved and, therefore, the sustainability of the intervention remains in question.
Establish Community-based Rehabilitation Training Center (2003–07)		X	X		Interviews conducted in the course of the evaluation indicate that the project has been largely effective. However, a lack of sufficient documentation available during the evaluation does not allow a confident assessment of the efficiency and effectiveness of performance based on hard evidence. This is further hampered by the absence of results-based design which prohibits an effective assessment of project performance.
Strengthening the Capacity of the Ministry of Labour to Generate Employment and Reduce Poverty (2003–08)		X			This project suffered delays as a result of new ministerial-level appointments and consequence personnel changes. The change of leadership in the two inspection departments (DOSH and DLI) significantly affected the 2005 planning and outputs.
<b>Strategic Objective 2: Improving governance through social dialogue</b>					
Strengthening the Social Partners Capacity for Promotion of Social Dialogue in Jordan (2004–07)		X			The efficiency factor of the project for Strengthening the Social Partners Capacity for Promotion of Social Dialogue is dependent on several environmental factors, including official decisions and political appointments. Despite such constraints, the project has fostered a cultural shift in the relations among government, employers and workers.
<b>Strategic Objective 3: Enhance the coverage and effectiveness of social protection for all</b>					
National Programme for the Prevention and Elimination of the Worst Forms of Child Labour (2002–07)				X	The sustainability of the project's achievements will require the resolution of five outstanding dilemmas, including: scarce resources, low government priority, lack of partner coordination, lack of information and the closure of the office at the end of the ILO-supported effort.
Actuarial Consultancy (2005–08)	X		X		The project technical reports bear no reference to the project, nor to the DWCP, and the dearth of available documentation impedes assessment of the core elements concerning project effectiveness this evaluation.

## 4.5 Priority setting

119. The dynamics of the social, economic and political systems within any country embody tensions over competing values and priorities among the social partners and national government. While some may argue that the most-urgent priority is to improve the conditions for workers, the ILO project and programme documents reflect a careful balance that reflects a pursuit of improved performance and conditions of all Tripartite Constituents. The rapid growth in export industries and the enormous influx of migrants to work in those and other sectors have created new tensions and demands for trade unions, employers and governments, as well as international actors.
120. Some, but not all ILO projects in Jordan have implied priorities among their goals. In general, priorities are implied by the order in which the objectives appear in the project documents. However, it has not been the consistent practice explicitly to identify priorities among either project or DWCP outcomes. Despite the ILO’s separate project-based operations at the outset of the present review period, the “indivisibility” approach of rights in development remained a prospect, although that evidently was not articulated until the 2006 launch of the DWCP.
121. ILO projects have had to accommodate priority shifts such as frequent changes in government. The ‘Strengthening the Capacity of the Ministry of Labour to Generate Employment and Reduce Poverty’ project (2003–05) had to negotiate with new Ministry leadership in 2006 to reschedule the activities to address changing priorities. Consequently, the Ministry was in a better position to focus and express more specifically the needed changes to achieve desired outcomes.
122. The ILO effort that is perhaps best known among all the greatest number of Tripartite Constituents is the Social Dialogue project. Its fairly typical table of objectives and outcomes indicators is replicated below:

**Table 4: Matrix of objectives and indicators for ‘Strengthening the Social Partners Capacity for Promotion of Social Dialogue’ project**

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.	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 No. of recommendations made, meetings at the regional level

Immediate Objective 3: Collective bargaining enhanced at national, sectoral and enterprise levels	No. of workers covered by collective bargaining agreements No. of agreements and average number of issues covered by the agreements
Immediate Objective 4: Labour administration system enhanced.	No. 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.	No. of people trained and self-assessment of knowledge level post-training

123. The above table demonstrates that four objectives take precedence over the “sub-immediate” objective of strengthening Ministry of Labour capacity. The project design indicates also a logical composition from general to specific; that is, from development objective, to two levels of priority for project objectives.
124. While this and at least one other project evaluation have left little doubt as to the Social Dialogue project’s important contributions, priorities set out in the project document must be seen as theoretical guides. Beyond assessing performance within the project’s control, a more contextual view reveals also that constraints, especially on the part of the government and its branches, respective territorialities and competing interests, sometimes determine what can be accomplished in which order.
125. For example, the executive branch of government, with the King as its head, announced the establishment of the Economic and Social Council in late 2007<sup>63</sup>. However, the Council still does not formally exist for lack of a royal appointment of the chairperson and the identification of the eleven civil-society members. Similarly, the revised draft Labour Code was completed in 2006; however, the legislation was not a priority for Parliament, and the draft languished in the legislative branch until other external forces pressed for its place on the current (2008) legislative calendar. While ILO possessed and conveyed all the moral, legal and economic arguments for these needed legislative and institutional measures of statecraft, the Social Dialogue project could not be expected to change political will to ensure the law’s early adoption. Other factors prevailed, such as the adoption of the new Labour Code as a condition precedent for U.S. cash transfers to help Jordan pay down its nonmilitary debt, as well as other material encouragements from the EU. Thus, to a significant degree, the ability to prioritise objectives and programme activities may derive from external factors, which makes coordination with other influential parties a constant priority in service of project/programme priorities.

<sup>63</sup> Prime Minister Adnan Badran pointed out that “the Kingdom, which believes in the importance of partnership and socioeconomic integration between social partners and civil society institutions, has decided to establish a socioeconomic council...[and] said the Cabinet has already issued a decision for the establishment of the council”. *Jordan Times* (21 November 2005)

## Consultation in planning

126. Tripartite consultation in planning is a theoretical priority, although not evenly applied. The view from several parties consulted in this evaluation portrays ILO activities as essentially reflecting bilateral arrangements negotiated and developed between ILO Geneva and the Ministry of Labour for all phases of ILO operations from 2002 through 2007, including the DWCP. Both employers and workers representatives seemed unaccustomed to the evaluators' question about their putative role in the project and programme design and planning stages. Despite tripartite principles, they seemed not to have envisioned that level of effective partnership, which indeed they do not share. The bilateral method of planning may be habitual, but it does not faithfully live up to the ILO principle of tripartism and could weaken the credibility of the ILO's acclaimed *modus operandi*. As noted in the DWCP Jordan document and above, a major channel of ongoing ILO activity seeks to build capacity of the social constituents toward fuller participation, independence and representation, consequently to and improve services to their constituents.
127. No other constituents have proposed plans alternative to the ILO products. However, one could only speculate how the interventions would have, or should have been different from those bilaterally planned. With hindsight, more Tripartite Constituent attention could have aided efforts at (1) building capacity in labour economics, (2) providing for an assessment of financial implications arising from the new labour law, or (3) ensuring private-sector partnerships in the sustainability of the Handicraft Promotion project by ensuring outlets for its marketable production, had these been suggested in the planning and design stage through consultation with the social partners. These three issues are, instead, afterthoughts.
128. Nonetheless, the present consultative method, with its imperfections, apparently has incorporated a theoretical approach based on ILO trial and error elsewhere and seems to have worked to produce relevant objectives and priorities to which the nongovernmental Tripartite Constituents can relate. Parties reported that they were largely satisfied with their level of participation in the implementation stages.

## Local ownership of projects and outcomes

129. On the basis of official statements at the highest levels of government, as well as expressions of commitment from implementers within the Ministry of Labour and other concerned authorities, there is wholesale support and promotion of the ILO tripartite approach and programme goals. In the case of 'Handicraft Promotion Jordan', the Vocational Training Corporation hosts the project within its facilities and subsidises the staff, operations and marketing costs. The objectives of IPEC Jordan have been assumed within the National Social Support Center (NSSC), which is supported by government resources. The 'Community-based Rehabilitation Training Centre' has become an integral unit within al-Mu`tah University. The Government of Jordan's in-kind contribution to the CBR project is significant, amounting to some \$400,000 for the building construction alone.
130. The establishment and sustainability of some institutions served by ILO, such as the Tripartite Committee, the Economic and Social Council, or the Migration Directorate within

the Ministry of Labour, could not be confirmed within the review period. The slow pace of these developments suggests a deficit of political will to follow through with some public commitments that are the subject of current ILO project/programme agreements and longer-run concern. Without a sufficient public-information effort around such ILO-supported developments, wider attention to needed follow-up could not be expected, particularly in a country where autonomous civil society initiatives on labour issues are few.

131. The evaluation of the ‘Strengthening the Capacity of the Ministry of Labour to Generate Employment and Reduce Poverty’ project (2003–05) demonstrated that ILO’s constant and open discussion with the project’s MoL partners (beneficiaries) was vital to the needed rescheduling of activities to address emerging needs. As a consequence of those discussions, the assessment of previous activities and outputs and, to some degree, the change of management, all enabled the Ministry to focus its own objectives and relate more to future project activities.

#### **Stated strategy for achieving program-level goals**

132. The course of ILO operations through the period demonstrates an evolution of strategies for achieving programme-level goals. In the beginning, projects such as the Handicraft Promotion and CBR projects were intended to operate discretely in developing skills and capacities, while also strengthening host institutions serving national development objectives. These activities were not linked in any way at the country level, even while the Beirut-based ROAS programme staff perceived them as part and parcel of comparable regional efforts across borders.
133. An interim development in ILO strategy in Jordan involved implementing projects with broader policy considerations and a focus on a wider community of beneficiaries. At some abstract level, those efforts should have converged into a coherent national policy whole. They have not. The IPEC and Social Dialogue projects that followed also sought structural impact in supporting functions and services that are intended to develop into, or integrate with public or tripartite institutions. The incorporation of the IPEC project outcomes into a stronger and upgraded Child Labour Unit as a fully-fledged department within the Ministry of Labour and the eventual development of the Tripartite Committee and Economic and Social Council are examples of developments yet to be realised in the institutionalisation of project outcomes.
134. One state strategy for all phases of ILO implementation is tripartism. As mentioned above, this statement was earlier more theoretical than real. However, with the evolution of project documents over the period and, particularly, with the advent of the Social Dialogue projects, tripartism has been rehabilitated as an operative strategy.

#### **4.6 Development of the First Decent Work County Programme (2006–09)**

135. A third phase of ILO strategy features the consolidation and integration of efforts into more mutually complementary streams of activity, building on scheduled project outcomes. Thus, the evolution of the DWCP reflects new project planning in this integrated approach, while attempting also to fit the remnants of the previous generation of projects into a programmatic

frame. The framework for that strategic process involves the current mutually supporting programme goals:

- Promoting and operationalising ILO labour standards, in line with the Decent Work Agenda with focus on rights and needs of vulnerable workers;
- Creating opportunities for decent work through enhancing higher productivity levels and improved job quality;
- Strengthening the capacity of tripartite partners for improved service delivery, and social dialogue.

In pursuing those goals, ILO has set out the programme's three country priorities:

- I. Creating decent jobs for men and women
- II. Improving governance through administrative reform and social dialogue
- III. Enhancing social protection

136. The formulation of the DWCP followed a consultative process through a series of missions whereby discussions were held with selected Ministries, the social partners and the UNRC. A first preparatory mission was undertaken in May 2006 to introduce the DWCP main concepts and agree on the main elements upon which the country programme was built. A programming mission was undertaken in April 2007 to discuss the Government's commitment to the DWCP, revisit the main outcomes through an RBM approach, agree on the implementation plan, and on coordination mechanisms with the main partners. A follow-up mission led by the Regional Director was undertaken in May 2007 which ensured the Government's and social partners' endorsement of the implementation plan and the M&E plan for the period 2007–09. ILO staff also presented the final documents during a briefing meeting with the UNRC office and UNDP Jordan.

### **Transition from Projects to Programme**

137. With the signing of the DWCP at the 14th Asian Regional Meeting of the ILO, on 30 August 2006, ILO support for Jordan began a process of consolidation within a framework that treats projects and other activities within broad strategic lines. The DWCP document expresses these lines as three country priorities: (1) creating decent jobs for women and men, (2) improving governance through administrative and social dialogue and (3) enhancing social protection. Reflecting current and pipeline ILO services to the country, ILO Jordan also now speaks and acts in terms of further-reaching outcomes (rather than shorter-sighted outputs). The initial DWCP design has permitted the integration of pre-existing ILO projects, as well as new and pipeline projects as illustrated in the following tabular formation, incorporating 12 programme outcomes:

**Table 5: Main ILO inputs by country outcomes**

Country priorities	Country outcomes	Main inputs (ILO strategy)
<p style="text-align: center;"><b>Creating decent jobs for women and men</b></p>	<p><u>Outcome 1:</u> Employment strategy framework developed</p>	<p>Developing an employment strategy. Strengthening the capacity of the employment department at the MoL to implement and monitor strategy.</p>
	<p><u>Outcome 2:</u> National youth employment programme strengthened</p>	<p>Supporting policy process through integrating youth as part of employment strategy. Strengthening social partners' capacity to address youth specific concerns. Promoting local economic development and integration of youth in an underserved region.</p>
	<p><u>Outcome 3:</u> Vocational training reform supported</p>	<p>Supporting the Employment and Training Fund to ensure quality and accreditation of on the job training. Strengthening employers' involvement in training policy and programme development</p>
	<p><u>Outcome 4:</u> Public employment services revitalized</p>	<p>Improving service delivery of all employment offices in job referral and placement, career counselling and collection of labour market information. Strengthening and unifying labour market information and improving capacity of staff to develop indicators on systematic basis</p>
	<p><u>Outcome 5:</u> Small enterprises for job creation and poverty alleviation established</p>	<p>Providing technical assistance to the Ministry of Labour and the Development and Employment Fund (DEF). Designing and implementing a technical cooperation programmes tackling the provision of financial and nonfinancial support services to SMEs.</p>
<p style="text-align: center;"><b>Improving governance through administrative reform and social dialogue</b></p>	<p><u>Outcome 6:</u> Labour administration strengthened</p>	<p>Strengthening the capacity of labour inspection and enforcement mechanisms to ensure compliance with labour standards and effective enforcement  Supporting the newly established women's department especially through the gender mainstreaming strategy</p>



	<u>Outcome 7:</u> Labour law reformed	<p>Providing technical advisory services for revision of the labour code.</p> <p>Supporting the Jordanian workers and employers in disseminating the necessary knowledge to their constituents about the new law</p> <p>Supporting the Ministry in making the institutional changes in order to improve ability to enforce the law</p>
	<u>Outcome 8:</u> Employers compliance with international labour standards improved	<p>Initiating the project 'Better Factories Jordan', which will focus on implementing the reforms related to:</p> <p>New labour law, inspection, licensing, enforcement, etc., in addition to awareness raising, corporate social responsibility and developing and implementing codes of practice.</p>
	<u>Outcome 9:</u> A conducive environment for social dialogue promoted	<p>Strengthening the capacities of workers' and employers' organizations to more effectively represent the interests of their constituency</p> <p>Establishing and operationalising the social and economic council</p>
<b>Enhancing Social Protection</b>	<u>Outcome 10:</u> Legal and administrative mechanisms for migration management and protection of migrant workers rights created	Supporting the Government in implementing the Action Plan for the management of labour migration and the protection of migrant workers in Jordan.
	<u>Outcome 11:</u> Capacities of Social Security Corporation strengthened	<p>Implementing the ILO-SSC project on improving actuarial capacities</p> <p>Undertaking a study on the scope and costs for establishing a maternity protection scheme.</p> <p>Ratifying Convention No. 102.</p>
	<u>Outcome 12:</u> Worst Forms of Child Labour Convention No. 182 applied	Developing and implementing Phase II of the programme to support the National Policy and Programme Framework.

138. The DWCP configuration integrated individual projects so that they relate to country priorities and integrate with a wider identity. In some ways, a chronological or project-specific treatment of ILO activities becomes overshadowed by the conceptual shift. The challenge may appear to be in making the individual projects fit into a seamless unit. However, the present DWCP actually creates a better conceptual niche for some discrete projects and activities that do not otherwise fit neatly as confined to a unidimensional description. For example, the ILO advisory services in establishing the Ministry of Labour's Migration Directorate actually address more than one country priority, ultimately serving the priority of creating decent jobs for women and men through the development of needed policy, as well as enhancing social protection by enabling standard contracts for migrant workers. Likewise, the 'Better Work Jordan' project supports employers to adhere to

international labour standards, which can combine all three country priorities, including decent employment generation, social dialogue and enhancing social protection. Therefore, such activities no longer qualify as discrete projects, but now are to be understood as relating to an interlaced programme.

#### **Integrating anticipated interventions**

139. The strategic concepts referred to in the DWCP remain at the level of project inputs, outputs and outcomes, as indicated in the above table. Broader strategic considerations, such as building needed project/programme constituencies beyond the tripartite partners, and formulating strategies for solving anticipated problems and managing risk are not found in the project or programme documents. However, corresponding strategic questions do arise in the 2006–07 mission reports, roughly corresponding to the term of the current regional director. However, considerations of risk management are not explicit in such documents.
140. One of the consistent hazards to project implementation for ILO is the frequent change in executive branch Government personnel. Shifts in priorities and calendaring in the ‘Strengthening the Capacity of the Ministry of Labour to Generate Employment and Reduce Poverty’ (2003–05) notably have taken place for this reason. However, close consultation with the constituents was essential to make required adjustments, although this was complicated by the sheer geographical distance of the ILO backstoppers in Beirut, Geneva and Turin.
141. The untimely end of U.S. (DoL) funding for the Social Dialogue project in early 2007 left the Office with another strategic dilemma. The ILO’s advisory role in support of the Tripartite Committee and Economic and Social Council formation was still needed, precisely while the Parliament had not yet tabled the Tripartite Constituency-supported draft Labour Code. The project CTA mounted a search for resources for the project’s continuation. A solution was found through the positive response of the Spanish Agency for International Cooperation, a partial subvention from ILO regular budget and the support of the Ministry of Labour to maintain the project through 2009.
142. Such an impasse in project and programme implementation emphasises the need for a broader constituency within ILO programming and/or in the wider development community, especially the UN Country Team, as presumably the most proximate and compatible partners in development. However, it is rare to find UN agencies in Jordan familiar with ILO’s operations in the country and willing to support ILO goals absent from the current UNDAF.

#### **4.7 Non-project ILO services to DWCP Jordan**

143. As noted, not all ILO services to Jordan are project based. That fact both enriches and complicates the country-wide mapping and management of ILO services and achievements.
144. In the context of ‘Strengthening the Capacity of the Ministry of Labour to Generate Employment and Reduce Poverty’ (2003–05) and the pipeline ‘Establishment of Strategic Policy and Programme Management Unit’ (2008–10), ILO’s International Migration

Programme has been providing global knowledge-based advisory services to support the development of a Migration Directorate and migration policy within Ministry of Labour (MoL). This service forms one example of ILO support for a single institution coinciding with multiple — and potentially duplicative — efforts of other actors. To complicate matters further, MoL already maintains a “Migrant Department,” monitoring Jordanian expatriate labour flows in the region and elsewhere.

145. The ILO supports the formation of a ‘Migration Directorate’ (also called “Migration Department” in some project documents, adding to impressions conflating the two). The “Directorate” is to develop policy and procedures for managing migrant workers inside Jordan consistent with rights and principles of decent work. Rather than recruit an expert from outside the ministry, MoL has opted to assign an existing policy officer to manage this technical directorate. That officer also serves as coordinator of an IOM project that apparently involves monitoring migrants into Jordan. An internal MoL proposal now calls for the new “Directorate” to assume monitoring and research of both migrant outflows and inflows, but not the functions cited in the ‘Recommendations of the ILO Mission for the Operationalisation of the Migration Department in the Ministry of Labour, Jordan (16–20 September 2007)’. The proposal to also assume both outgoing and incoming migrants within the Directorate’s purview has generated some reported ambiguities and contention with the existing Migrant Workers Department.
146. A lack of coordination between ILO and IOM, who are also serving MoL (or vice versa), on the subject is evident. However, this potentially uncoordinated multiplication of efforts is not unique in the wider system. The UNCT focus group for this evaluation also revealed that at least three UN agencies (UNIFEM, UNHCR and UNFPA) also are trying to establish migrant labour statistics with no apparent mutual awareness or collaboration to date. A Geneva-based ILO officer is constrained to alleviate such hazards endemic to the local field.
147. Within the context of this country programme evaluation, such efforts stand out as opportunities for needed synergy. For the hazards of delivering development outcomes in such an uncoordinated environment of potentially cross purposes pose important lessons for ILO’s risk management, onward planning and strategic placement in the country.

**Table 6: Jordan Country Programme: Financial expenditures, 2002–07 (US\$)**

Description	Source of fund	Total (US\$)	2002 (US\$)	2003 (US\$)	2004 (US\$)	2005 (US\$)	2006 (US\$)	2007 (US\$)
Strengthening the Capacity of the Ministry of Labour to Generate Employment and Reduce Poverty	XBTC/ Italy	1,008,601	--	--	285,714	213,112	259,738	250,037
Strengthening the Social Partners Capacity for the Promotion of Social Dialogue in Jordan	XBTC/USDOL	1,267,158	115,236	39,368	259,459	400,245	433,007	19,843
Promoting Fundamental Principles and Rights at Work in Jordan	XBTC/Spain	3,879	--	--	--	--	--	3,879
Establishment of a Community Based Rehabilitation Training Centre	XBTC/AGFUND	70,426	--	2,401	5,784	14,837	30,302	17,102
Handicraft Promotion in Jordan	XBTC/Italy	951,776	793,083	17,468	58,108	--	--	83,117
Forced Labour and Trafficking	USDOS Office to Monitor and Combat Trafficking (G/TIP)	27,471	--	--	--	--	--	27,471
National Programme for the Elimination of Child Labour	USDOL	791,620	3,991	1,198	135,358	205,939	241,049	204,085
Actuarial Valuation: 2005-2008	Social Security Corporation	142,962	--	--	--	13,358	95,855	33,749
Support to Business Training for Micro and Small Enterprises (Phase II)	XBTC/ UNDP/USAID	122,537	--	39,284	76,673	-25,372	29,052	2,900
Support to Business Training for Micro and Small Enterprises (Phase I)	XBTC/ UNDP/USAID	33,985	42,270	-8,285	--	--	--	--
<b>Technical Cooperation (sub-total)</b>		<b>4,420,415</b>	954,580	91,434	821,096	822,119	1,089,003	642,183
<b>RBTC</b>	ILO Regular Budget	<b>76,500</b>	18,070	5,000	17,172	7,591	18,667	10,000
<b>Regular Budget (cost of travel)</b>	ILO Regular Budget	<b>208,132</b>	24,386 (23 missions)	40,630 (23 missions)	25,300 (26 missions)	37,588 (39 missions)	27,902 (25 missions)	52,326 (36 missions)
<b>TOTAL</b>		<b>4,705,047</b>	<b>997,036</b>	<b>137,064</b>	<b>863,568</b>	<b>867,298</b>	<b>1,135,572</b>	<b>704,509</b>

#### 4.8 Programme and Project Evaluability

148. The Jordan country programme and related projects underwent a desk-based evaluability assessment as part of EVAL's 2008 Evaluability Assessment Exercise. This assessment sought to determine the existence of well-defined objectives and strategic priorities with appropriate results frameworks and performance monitoring plans and practices.
149. The assessment considered project documents in their final draft form, as submitted for approval, as well as available monitoring and evaluation plans. The project sample was selected based on demonstrated overlap with the timeframe of the DWCP (see table 7). An evaluability assessment tool was used to score the DWCP and individual projects.

**Table 7: Evaluability project sample**

<i>Jordan Decent Work Country Programme</i>	2006–09
Promoting Fundamental Principles and Rights at Work in Jordan	2007–09
Better Work Jordan	2008–12
National Programme for the Prevention and Elimination of Child Labour	2002–07
Forced Labour and Trafficking in Jordan	2007–08

#### Findings and conclusions

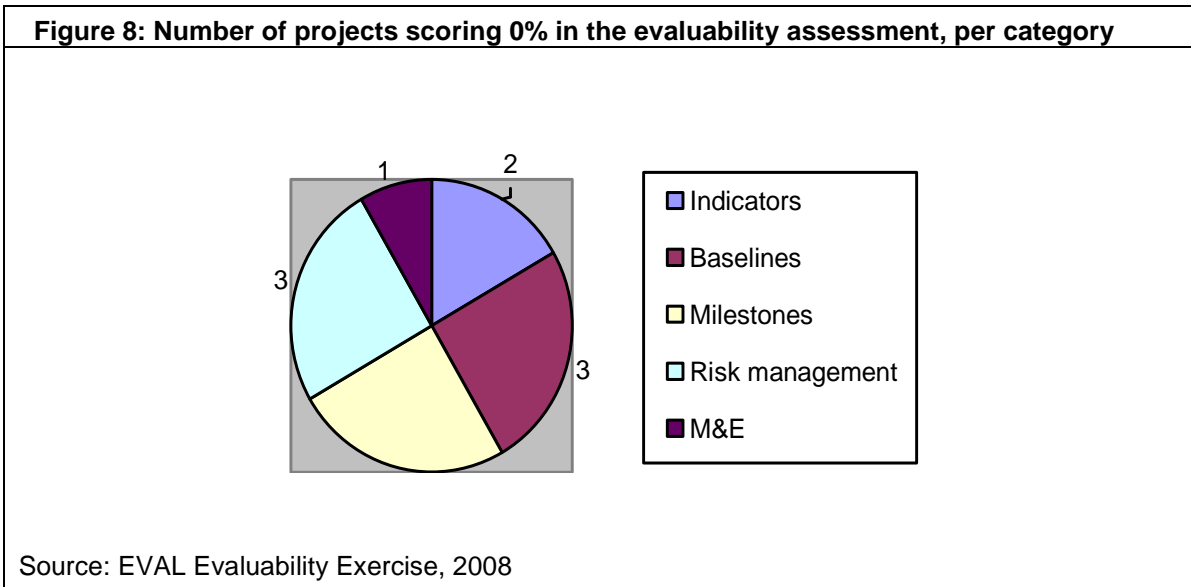
150. The country programme presents a coherent and complete results framework in a logic model and monitoring plan. Following the programming mission that was fielded in April 2007, a revised results framework, implementation and monitoring plan was elaborated in order to streamline the hierarchy of objectives and focus on fewer outcomes. This revised framework and tools, which are now annexed to the main documents, was assessed by the ILO regional support group through the Quality Assurance Mechanism, with a generally positive feedback. However no formal amendments were reflected in the DWCP document.

#### *Project and programme monitoring*

151. The assessment determined that few meaningful outcome indicators had been developed for the DWCP or the projects. Indicators were often vague and unspecific, failing to outline exactly how an outcome would be measured. This was symptomatic of a common deficiency: progress and performance monitoring was mostly considered at the activity and output level, allowing for simple binary measures such as “completed/not completed.” This placed an undue focus on activities as an ends in themselves, rather than as the means to the ends.
152. The incomplete nature of monitoring plans in the majority of ILO Jordan projects sampled signifies a limitation on evaluative feasibility. The assessment found a general lack of focus on the principles of results-based management and on the measurement of progress towards established outcomes. However, some of these projects emerged from past programming cycles that had been conceived before the emergence of the RBM agenda.

*Positioning of projects under DWCP*

153. The evaluability assessment concluded that projects are positioned as if they exist in a strategic void. Based on an assessment of objectives, the projects developed after the start of the DWCP display little awareness of horizontal (to other projects) or vertical (to the DWCP) linkages. This is despite the explicit recognition in the DWCP document that the impact of past ILO projects in Jordan has suffered from missing linkages between and among interventions, noting that the new DWCP should apply a “multicomponent integrated approach”.
154. The assessment sample was chosen to overlap with the DWCP timeframe, and all projects developed under the DWCP era should have been fully aware of the Jordan country programme priorities. However, while these projects claimed an organic connection with the DWCP none effectively demonstrated this, and none showed how project outputs contribute to achieving country programme outcomes. More effort at integrated and consultative strategic design work is still needed for the DWCP to embody a wider framework than the narrow focus on project strategy and objectives. It should be noted that all the selected projects were drafted at HQ level, with limited participation of the Regional office.



## 5. Results achieved

155. In focusing on outcomes, this country programme evaluation acknowledges that a strong focus on results was not part of the guidance for past country programming documents. While this evaluation has examined results frameworks and results achieved, an older-generation project's failure to specify a results framework ex-ante is not found to be a shortcoming of either ILO management or Jordanian authorities, as these expectations have been introduced only recently.
156. The review period spans a transition from the ILO's project-based approach of the past to a country programme that seeks to integrate interventions so as to create a value greater than the sum of its parts and to convey that perception of an organic whole. The following table indicates that perspective of interventions expressed as a country programme. In this iteration, individual projects fade into the background and their outputs and outcomes become subsumed as country programme results.
157. The projected outcomes and actual outputs portrayed hereunder constitute the programmatic whole for DWCP Jordan as of May 2007, in an effort to focus on fewer, more-strategic priorities and strengthen the results-based approach of the DWCP in line with ILO guidelines and methodology on results-based management (RBM). The DWCP outcomes were reformulated in five specific and more-integrated outcomes. The corresponding Implementation and Monitoring and Evaluation Plans were developed and endorsed by the tripartite constituents.

**Table 8: Workplan for Jordan DWCP, as of 2007**

Correct as of 15 February 2008	2007			
	1	2	3	4
<b>CP Outcome 1: Enhanced capacities of the government, social partners and national institutions to develop and implement employment strategies and services targeting specifically youth and women</b>				
<b>Output 1.1. Employment policy developed and implemented</b>				
1. Establishment of a national tripartite employment task force		x	x	
2. Preparation of labour market assessment			x	
3. Drafting policy				x
4. Process of consultation for consensus building				x
5. National employment forum for official endorsement				x
<b>Output 1.2. Economic integration of youth supported through Local economic development</b>				
1. Capacity building for youth policy development and implementation.				x
2. Draft and implementation of a LED for youth project			x	x
<b>Output 1.3. Public employment services revitalized</b>				
1. Streamline and unify LMI system in Jordan	x	x	x	x
2. Complete PES training to remaining employment offices in the field	x	x	x	x
3. Produce a guidebook for unified procedures for PES				x
4. Strengthened capacity of employment offices staff in job counselling and vocational guidance	x	x	x	x
5. Feasibility of unemployment insurance: study with a view to integrate the public employment service into national unemployment insurance system, when it materializes				
<b>Output 1.4. Vocational training reform process supported</b>				
1. Augment the roles of employers and workers in training policy and delivery				
2. Expand training and employment activities in Handicraft occupation through the implementation of Phase III of the project on "Handicraft Promotion in Jordan"	x	x	x	x
<b>CP Outcome 2: Small enterprises for job creation and poverty alleviation boosted</b>				
<b>Output 2.1. Institutional framework and mechanisms for entrepreneurship development and promotion and SME establishment implemented.</b>				
1. Assessment of the legal and regulatory framework for small and medium enterprise development in Jordan				
2. Foster an entrepreneurship culture among Jordanian youth.				
3. Promote, enhance and improve sustainable business development services through the consolidation of both SIYB and EYB programmes				
<b>CP Outcome 3: Improved institutional capacity for labour administration and for ensuring employers' compliance with international labour standards</b>				
<b>Output 3.1. Labour legislation reform supported and promoted</b>				
1. Raising the knowledge and awareness of employers and workers on the content and context of the new labour law			x	x



2. Support the government in implementing the new law			X	X
3. Impact of the proposed maternity cash benefits scheme and future unemployment insurance scheme on the new labour law				
<b>Output 3.2. Strengthened capacity of labour administration and labour inspection</b>				
1. Establishment of a policy advisory unit in the MOL (capacity building project)			X	X X
2. Establishment of labour administration and inspection policy and procedures (including an integrated & efficient labour inspection organization & structure)				X X
3. Training of all labour inspectors for better enforcement of national legislation			X	X
4. Implement an information management system in collaboration with IFC				X
<b>Output 3.3. Strengthen capacity of enterprises to implement labour standards and improve competitiveness in global supply</b>				
1. Enterprise assessments, to promote (1) improved compliance with Jordanian labour law and the principles of the ILO Declaration, and (2) quality and productivity				X
2. Remediation and enterprise upgrading support services to ensure sustained progress in improving enterprise compliance and economic performance				X
3. Sustainability and stakeholder engagement through the establishment of a sustainable independent legal organization to support the ongoing operation of Better Work Jordan				X
<b>Output 3.4. Strengthened capacity of government to identify and prosecute trafficking and forced labour violations</b>				
1. Supporting the interministerial ad hoc committee			X	X X
2. Supporting cooperation between labour inspection and police			X	X X
3. Training of Ministries of Labour, Justice, and Interior, members of the judiciary and prosecution, workers and employers on forced labour and trafficking			X	X X
4. Awareness-raising and media campaign on forced labour and trafficking.			X	X X
<b>Output 3.5. Gender mainstreaming promoted in the MOL</b>				
1. Capacity building of the MOL in general and the Women Workers' Department in particular to develop and implement a gender mainstreaming strategy (including an assessment of staff development needs in the Women Workers' Department and the overall Ministry)				
2. Conduct applied participatory qualitative and institutional research (2–3 studies) on select areas of need to be published in English and Arabic (with executive summaries and policy briefs, followed by policy roundtables). Among the key research topic			X	X X
3. Promoting the protection of women through maternity insurance within specific interest groups by way of promotional activities (e.g. workshops, booklets, etc)				X
<b>CP Outcome 4: Conducive environment for social dialogue established</b>				
<b>Output 4.1. Strengthened capacity of the social partners for social dialogue at national industry and enterprise level</b>				
1. Promoting independent and representative trade unions capable in engaging in constructive social dialogue (including on national legislations, ILS and fundamental principles and rights at work)			X	X

2. Promoting independent and representative employers associations capable in engaging in constructive social dialogue (including on national legislations, ILS and fundamental principles and rights at work)					x	x
3. Strengthening the capacities of MOL staff in the field of strategic planning (through policy advice, training workshops, study tours)						x
4. Strengthening the capacities of social partners for their role to ensure the financial soundness at the level of tripartite social security boards and to develop policy positions in the reform of pensions and as new schemes for maternity cash benefits					x	x
<b>Output 4.2. Establishment of the Social and Economic Council supported</b>						
1. Training the members of the council (through training workshops and internship programmes)					x	x
2. Supporting the secretariat of the council					x	x
<b>CP Outcome 5: Improved social security sustainability and institutional capacity for the protection of the most vulnerable workers and the elimination of child labour.</b>						
<b>Output 5.1. Creation of legal and administrative mechanisms for migration management and protection of migrant workers' rights supported</b>						
1. Strengthen the capacity of the Migration department in the MOL in terms of prevention measures and increasing awareness for migrant workers' rights					x	x
<b>Output 5.2. Social security reform process supported through ensuring sustainability of the system including new contingencies</b>						
1. Strengthening the financial governance of the national social security system by way of conducting joint actuarial valuations of the SSC and contributing to their own SSC capacity-building in actuarial services					x	x
2. Supporting the national efforts toward the extension and reform of its social security system for maternity and old age by way of: (a) delivering a comprehensive technical policy review on the feasibility of introducing maternity insurance; (b) supporting the national implementation of maternity insurance, to draft relevant legislation and to put administrative arrangements in place					x	x
3. Promoting the ratification of Convention 102: Ad hoc advice on issues related to the application of the Convention and ratification					x	x
<b>Output 5.3. Increased Constituents and institutions capacities to eliminate worst forms of child labour</b>						
1. Support the Government in the parliamentary approval and implementation of the National Policy and Programme Framework on the elimination of the worst forms of child labour					x	x
2. Elaboration and implementation of the time-bound programme on the elimination of the worst forms of child labour					x	x

## 5.1 Country Programme Outcome 1:

### ***Enhanced capacities of the government, social partners and national institutions to develop and implement employment strategies and services targeting specifically youth and women***

158. There is little doubt that capacities of the Tripartite Constituents and other institutions in the country have increased to develop strategies in the form and spirit of tripartism. However, many of their capacities and their sustainability have not yet been tested in the period under review.

159. The Handicraft Promotion in Jordan has demonstrated capacity to train and even place handicraft artists and technicians in gainful employment. These include a majority of women and youth as beneficiaries. The shortcomings of the project at present arise more from the logistical difficulties of the location of the project, the low number of beneficiaries and a lack of planned marketing of both the project to prospective trainees and the products for sale and cost recovery. The capacity to deliver project outcomes also is hampered by poor management over time by all parties concerned.

The dilemma facing the project is to be determined by a new ILO strategy that preserves as much as possible the capacity developed so far.

“As a result of ILO project implementation, Jordan is now on the verge of real legal, economic and institutional progress. However, such progress still relies precariously upon favourable political will on the part of Government parties, and the follow-up is essential to ensure that the theoretical gains are translated into reality and improved well-being for Jordanians.”

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160. In a country that lacked community-based rehabilitation concepts and techniques a few years ago, the Establish Community Based Rehabilitation Training Center project has resulted in the institutionalisation of the CBR training facility at Jordan’s Mu`tah University. The centre is preparing professionals to integrate persons with disabilities as productive and employed members of their communities. While the outcomes have been consistent with project plans, the present phase is not a final solution. It is apparent that progress toward establishing a qualifying academic program in Jordan in future would further meet the need to spread CBR throughout the country and, as envisioned, in the region.

161. The inputs of the ILO project for Strengthening the Capacity of the Jordanian Ministry of Labour to Generate Employment and Reduce Poverty have included training and technical assistance to the Ministry. As this is a pipeline project during the period of this evaluation, it is not yet possible to report outcomes. However, it is noteworthy that ILO technical assistance has helped the Ministry develop a draft employment policy by the time of this writing, although the date of that draft (March 2008) falls strictly outside this evaluation review period.

## 5.2 Country Programme Outcome 2:

### ***Small enterprises for job creation and poverty alleviation boosted***

162. ILO's Support to Business Training for Micro and Small Enterprises has completed some outputs from training at Turin and application of the EYB, SYB and SIYB. Also related to this outcome is the pipeline Better Work Jordan project, which seeks to facilitate firms demonstrating their compliance with labour standards that obviously are proven to align with poverty alleviation for Jordan.
163. This outcome potentially serves a category of beneficiaries representing some 94 percent of enterprises in Jordan. ILO implementation also should keep in mind that, so far, the smallest (micro) enterprises have not yet been served in the same measure as SMEs.

## 5.3 Country Programme Outcome 3:

### ***Improved institutional capacity for labour administration and for ensuring employers' compliance with international labour standards***

164. The Forced Labour and Trafficking project was in direct response to the negative revelations of 2006, including foreign and Jordanian trafficking activities in the country that resulted in the death of 14 Nepali victims. No further such dramatic cases have been reported since the Inter-ministerial Technical Level Committee's formation and rapid response in 2007. However, it is not clear if the Inter-ministerial Committee is functioning in a regular follow-up, monitoring or preventive mode. Moreover, the prevention and enforcement data are found elsewhere, outside the completed project's documentation and purview. Continued ILO attention will be needed to assist Jordan to help meet its treaty obligations. The recent USDoS global report on trafficking places Jordan as a Tier Two Watch List.<sup>64</sup>
165. The two Social Dialogue projects have served this outcome since 2003, by creating the conditions for labour law reform and training labour inspectors.
166. ILO technical assistance also resulted in a study on pay equity, following ILO's June 2004 resolution for pay equity, calling for governments, social partners and the ILO to take a set of specific actions to address the gender wage gap.<sup>65</sup> Jordan was identified as a pilot country in the region to work on issues of equal pay for equal value of jobs (pay equity). This was consistent also with the objective "full equality between men and women in the economic sphere" of the National Strategy for Jordanian Women (2006–10) led by the Jordanian National Commission for Women (JNCW).

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<sup>64</sup> During the period of April 2007 through March 2008, the GoJ's Human Rights Center hotline received 2,479 complaints, including some for conditions of forced labor; although authorities reported resolving 77 percent of these cases, the government did not provide evidence of any prosecutions, convictions, or jail sentences for forced labor of domestic workers. In addition, despite well-documented evidence of serious cases of forced labor in the QIZs from previous years, the government responded with only administrative penalties. Jordanian courts convicted three individuals for physical abuse of foreign workers in a factory and sentenced them to fines, rather than prison sentences that would serve as a deterrent against future forced labor crimes. The GoJ closed one factory in January 2008 after repeated violations of nonpayment of wages and overtime pay, physical abuse, and poor living conditions; no one has been prosecuted or criminally punished yet for these offenses. *Trafficking in Persons Report June 2008* (Washington: Department of State, 2008), pp. 152–53.

<sup>65</sup> 'Resolution concerning the Promotion of Gender Equality, Pay Equity and Maternity Protection', 15 June 2005, *International Labour Conference Provisional Record*, ninety-second session, 2004, p. 5

167. Subsequent to an August 2007 ILO mission to Jordan, the Ministry of Labour's Department of Women Workers agreed to coordinating tripartite-plus discussions around the pay equity initiative. The mission involved further discussion with the Department of Women Workers and the ILO Social Dialogue project to coordinate the implementation. JNCW conducted an initial assessment on "Equal Pay for Equal Work." The paper included both a labour market analysis and a legal analysis, highlighting the key gender equality issues as they relate to the labour market, pay inequities and discrimination, and recounting the steps undertaken by Jordan after the ratification of the Equal Remuneration Convention No. 100 (22 September 1966) toward harmonizing national laws to ensure pay equity in public and private sectors and to achieve equal pay for jobs of equal value.
168. ILO also collaborated with UNDP to carry out a study on labour rights within the framework of the Global Compact. One output of that effort was a timely study by the New Jordan Research Center on the relations between the Jordanian business community and the Global Compact.<sup>66</sup>
169. The 'Better Work Jordan' pipeline project, developed within this evaluation review period (October 2007), is design to contribute toward country priority outcome 3 through supporting businesses to demonstrate their compliance with international labour standards streamline the labour audit process. "Better Work Jordan" is a 5-year ILO project with support from the International Finance Corporation (IFC) project with three components: (1) enterprise assessments against (a) the principles of the ILO Declaration on Fundamental Principles and Rights at Work, 1998 ("the ILO Declaration") and Jordanian labour law, and (b) quality and productivity criteria; (2) enterprise advisory and training services designed to support practical improvements; and (3) stakeholder engagement and sustainability. Although the conceptual links between the 'Better Work Jordan' project's "strategic elements" and the DWCP outcomes are intuitive, the project document makes only three perfunctory mentions of DWCP and does not make any specific reference to the DWCP outcome(s) to which it corresponds.

#### **5.4 Country Programme Outcome 4:**

##### ***Conducive environment for social dialogue established***

170. Despite the absence of a results-based design, corresponding indicators and up-to-date reports among the project documents, the 'Strengthening the Social Partners Capacity for Promotion of Social Dialogue Project in Jordan' and "Promoting Fundamental Principles and Rights at Work in Jordan' have delivered significant potential outcomes in the form of the new Tripartite Committee, emerging Economic and Social Council and the draft Labour Code.
171. It is arguable that these developments would not have taken place without the ILO's project services, both local and those of Declaration, at ILO HQ. Respondents attested to a noticeable change in the language used in the relations among the Tripartite Constituents, incorporating and socialising the ILO standards. The Social Dialogue activities advanced understanding of

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<sup>66</sup> Hani Hourani and Mai Taher, 'UN Global Compact in Jordan: Towards Strengthening Corporate Citizenship in Labour Standards and Rights' (October 2007)

the legal framework for the few employers who participated. The Promoting Fundamental Principles and Rights at Work in Jordan is still ongoing at a time when these outcomes are only tentative and need support to bring these initial steps to fruition as a real outcome.

### **5.5 Country Programme Outcome 5:**

#### ***Improved social security sustainability and institutional capacity for the protection of the most vulnerable workers and the elimination of child labour.***

172. Two important advisory functions of ILO in the period include an audit of the Social Security Corporation<sup>67</sup> and a Feasibility Study for a Maternity Cash Benefit Scheme.<sup>68</sup> Both demonstrated the institutional capacity in Jordan to ensure such social protections with the improvement of some functions, including computer systems, and the application of social insurance principles and international best practices. Jordanian women currently falling into gaps in the Social Security system—e.g., women working as private-sector employees and in enterprises of fewer than five employees—would be covered under the new Labour Code. It is understood that the Social Security Corporation is implementing recommendations of the ILO's SSC audit, and that the considerable capacity of the SSC would help enable Jordan to live up to its treaty obligations under ILO Convention 102, ICESCR and the relevant recommendations of the Arab Labour Conferences.
173. The National Programme for the Prevention and Elimination of Child Labour in Jordan also has demonstrated the ability of diverse parties to cooperate in new ways toward a shared objective of moral importance to Jordan. Despite JOHUD's commitment to carry on with project activities, the end of the ILO effort in 2007 leaves questions as to the Government's capacity to continue such collaboration in an institutionalized form, and its demonstrated need for additional resources. To remedy the situation, the ILO, in close partnership with national partners, developed the Time-Bound Programme for the Elimination of the Worst Forms of Child Labour in Jordan for which funds are currently being mobilised.
174. The advisory services of ILO's Migration Department to the Ministry of Labour (MoL) correspond primarily to country priority outcome 5 of the DWCP. However, it arguably also serves outcomes 1 and 3 in that the eventual functions of the resulting Migration Directorate in MoL would contribute to migration policy linked to employment and application of international labour standards to migrant workers, which is current not the case under existing Jordanian law. Moreover, that law reform aspect of the DWCP means also that ILO Migration Department's technical assistance to Jordan also supports outcomes of country priority 4 above.
175. ILO projects and the DWCP have provided advisory services and financial assistance to Jordanian partners to ensure *their* achievement of national goals and to comply with current treaty obligations. As a result of ILO project implementation, Jordan is now on the verge of real legal, economic and institutional progress. However, such progress still relies precariously upon favourable political will on the part of Government parties, and the follow-

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<sup>67</sup> Mike Whitelaw, 'Report on the Administrative Audit of the Social Security Corporation of Jordan' (December 2007)

<sup>68</sup> 'Feasibility Study on the Implementation of a Maternity Cash Benefits Scheme', International Labour Office, June 2007

up is essential to ensure that the theoretical gains are translated into reality and improved well-being for Jordanians.

## 6. Conclusions, lessons learned and recommendations

### Conclusions

176. In the overall analysis of the ILO's tripartite pursuit of programme objectives in Jordan, 2002–07, the projects and emerging country programme results are significant and instructive, although their sustainability remains questionable. The path toward realizing these objectives has not always been straight or forward, and not all positive and negative outcomes are solely attributable to ILO project/programme implementation. Notable environmental forces and events have either impeded or propelled actions toward intended programme results. Nonetheless, ILO, with its Jordanian Tripartite Constituents, can claim steady progress throughout this review period in the practical application of fundamental principles and rights at work, which lie at the core of the DWCP. With certain qualifications, the period also shows progressive maturity both internally and externally. This success is coincident with a modesty of operation that approaches obscurity, at least in the eyes of most other development agencies and the general Jordanian public.
177. Certain risk-posing events and developments on the horizon should have been foreseen at the opening of this review period given the effects past conflicts across the region have had on Jordanian society and the economy. The ILO and, as it were, the country did not anticipate and plan for the corresponding challenges. In 2002–07, Jordan once again became the victim/beneficiary of consequent displacement, while the overall levels of employment, conditions of work for all jobseekers and distribution of economic benefits declined. Migrant workers rights violations in the Qualified Industrial Zones (QIZs) of Jordan came into public view only in 2006, when ILO the Government of Jordan urgently responded to remedy the situation.
178. The numerous international actors in the labour field coming onto the scene in Jordan have also heightened ILO's need to coordinate with more parties and find potential synergies. Not all of those synergies are found in the UN family, as the omission of labour and employment priorities in two consecutive UNDAFs attests. However, the synergies between the ILO country programme and Jordan's current National Agenda are clear and strong. This further highlights the need for an ILO presence in Jordan.

### Recommendations and lessons learned

179. The intent of the following recommendations is to suggest specific measures that would consolidate, reaffirm and project ILO's comparative advantage in achieving programmed development objectives. The global comparative perspective and non-national character of ILO should be points of comparative advantage to emphasise how ILO is uniquely capable of supporting Jordan's sovereignty, precisely while programme constituents grapple with challenges of market liberalisation, privatization, QIZs, migration, employment policy and labour conditions in general.
180. The ILO's work in Jordan over the six-year review period reflects an evolving maturity and relevance, advancing from vocational training to policy-relevant support and needed



structural reform. Maintaining, consolidating and sustaining ILO's important achievements in Jordan naturally will call for more effort and resources. For all the disruptive events and developments over the review period, all parties seem to affirm the importance and relevance of the current efforts, especially the tripartite approach, toward realising fundamental principles and rights at work that culminate in the DWCP Jordan. The lessons of this evaluation resonate in the injunction: "If the DWCP is so important, then show it." To the extent that achievements in Jordan have the potential to resonate that message across the region, these Jordanian "firsts," if sustainable, would be to the credit of their local ILO Jordan pioneers.

### **Delivering as One: ILO and "One UN" in Jordan**

181. The ILO status as a "non-resident agency" in Jordan accounts for its low profile. However, from the UN Country Team's perspective, contact with ILO management and staff apparently are seen as remote and infrequent. Indeed, coordination mechanisms are required for the effective implementation of the ILO programme in Jordan. This will ensure more regular coordination among the project staff and better coordination between the ILO and the UN Country Team with a view to ensuring that the ILO becomes more visible and proactively contributes to the UNDAF in the future.
182. A new UNDAF midterm review process will begin soon in Jordan, and each successive UNDAF iteration is expected to come closer to the UN goal of "delivering as one." It is not only to ensure that ILO is recognized in the UNDAF Jordan that regular ILO personnel is needed to interact with the UNCT, but also to articulate and demonstrate the unique ILO methodology for the potential benefit of other UN agencies. The most significant and hopeful outcomes of ILO Jordan have arisen from tripartism and social dialogue. As other UN agencies also seek to involve civil partners, beneficiaries and normative frameworks for their programmes, they may be able to benefit from ILO methods, provided they are exposed to them.
183. The lack of labour and employment issues in the two iterations of the UNDAF indicates the hazards of ILO's distance from the UN family in the field, and also that the UNCT process did not consult employers or workers, or even the Ministry of Labour. Until the evaluation field visit, union representatives consulted had no prior knowledge of the UNDAF in their country, but expressed their expectation that ILO naturally introduce and assist them to participate in such important processes.
184. Indeed, effective coordination and "delivering as one" begins at home. The fact that Chief Technical Advisors (CTAs) and project managers in Jordan have not regularly communicated with each other, no ROAS-sponsored mechanism for regular communication exists, and that ongoing project managers attest they have never heard of an UNDAF, suggests that ILO's operation in Jordan has some housekeeping to do in building its team and developing internally the practice of an integrated programme that is articulated as well as is the conceptual DWCP document. Without strong, well-institutionalized and consultative-evaluation practices among project offices and social partners, ILO Jordan will have

difficulties translating its commitment to effectiveness into projects that consistently deliver sustainable results on the ground.

185. All this points to the central and single most urgent dilemma facing ILO in Jordan: the low visibility, lack of perceived cohesion, the lack of knowledge and understanding of the ILO message among the UNCT and other publics, which strongly suggests the need for a higher profile within the first country in the region with a DWCP. Complex as that dilemma seems, it has a single, tactical solution. Because CTAs and project managers are bound to direct donor agreements, they are focused on project-specific activities. ILO personnel beyond the current staffing level would be needed to fill the local gap and better support the Regional Office for the Arab States in its service to the region.
186. The ILO must identify partner UN agencies to work toward a favourable and integrated UNDAF/Agency outcome. To do so would require a new operational strategy and programme-management model that promotes better coordination and maximizes synergies among project offices and personnel, enabling the ILO to operate as one with the UN Country Team and strategic partners.
187. A single location for housing and coordinating projects would give greater cohesion to ILO's presence and visibility in the country. A National Coordinator would articulate and manage the DWCP and ensure much neglected communication with UN Country Team, and would ensure coordination among all resident and visiting ILO personnel, which lies beyond the scope of current project managers, CTAs and the Regional Office for the Arab States (ROAS) officers.
  - *Recommendation 1:* The evaluation team recommends that the Regional Office for The Arab States devise a strategy to put in place an in-country coordinator for its Jordan programme within the parameters of the approved allocation for the implementation of the DWCP for Jordan.

### **Programme and project monitoring and evaluation**

188. The incomplete nature of monitoring and reporting documents in the ILO Jordan programme and projects, as well as their emphasis on outputs over outcomes, underscores limitations on evaluative potential. The evaluability assessment conducted by the evaluation team at the onset of the exercise found a distinct lack of focus on the principles of results-based management and on the measurement of progress toward immediate and development objectives. There was a particular lack of SMART (Specific, Measurable, Attainable, Relevant and Time-Bound) indicators, baselines, and targets in the design results frameworks and monitoring plans of the ILO Jordan projects. However, it is only fair to note that the country programme prior to 2006 was mainly based on projects that emerged from past programming cycles that had been conceived before the institutionalization of the ILO's RBM agenda.
189. Conceptual gaps remain between DWCP and technical cooperation projects. They have been conceived and developed separately. While the DWCP-era documents advocate a more-

holistic, integrated approach, the lack of coherence of ILO's message in country could undermine this transition, as well as the effectiveness and sustainability of interventions.

190. To reflect the new generation of programming and articulation of development outcomes embodied in the DWCP, any needed follow-up to individual projects carried out before 2007 would have to overcome a silo approach of discrete inputs and outputs. Organically, only the latest-developed Better Work Jordan project makes substantive reference to the DWCP. Two current projects developed in 2007 — the Promoting Fundamental Principles and Rights at Work and the Support for the Policy and Programme Management Unit — do refer to the DWCP, but only in a general way. The principle reference that consolidates ILO projects into the country programme is found in the DWCP document, which also is expressed mainly by Regional Office for the Arab States and ILO HQ staff outside the country.
- *Recommendation 2:* The evaluation team recommends that the Regional Office for the Arab States take stock of current monitoring and evaluation activities and practices at the programme and project levels. This would help identify weaknesses and strengths and allow the development of a project and programme management approach that would promote innovation and flexibility, encourage problem solving, and manage risks as key elements of the DWCP.
  - *Recommendation 3:* Management and staff at all levels should be trained to create and implement the linkages among technical cooperation projects and programme outcomes, not just project outputs. The outcome of this capacity-building will be demonstrated by the identification of relevant qualitative and quantitative indicators for future programme and project designs and monitoring and evaluation plans. These capacity-building activities could be financed from training credits in the region plus project inputs.

## **Risk management**

191. The ILO, with its Tripartite Constituency, has achieved important advances in Jordan. The relevance of the method and outcomes of tripartism is affirmed in both the projects and DWCP Jordan. The Social Dialogue projects and processes have begun to institutionalize a problem-solving culture alternative to authoritarianism. ILO Jordan has demonstrated how the pursuit of statecraft by consultation with a rights framework can be practical and productive. The process and product of the Labour Code drafting process stands as a milestone of compromise—if not actually a seamless consensus—that will make it possible to improve Jordanians' well-being and enhance the enjoyment of a bundle of economic, social and cultural human rights.
192. The DWCP signals an advance in ILO programming culture, if indeed that is shared throughout the ILO personnel and constituency. A country programme should imply also that, while projects come and go, a higher level of coherence links them perpetually and reciprocally in the pursuit of better well-being in the country, even after individual projects end and their respective offices close.

193. The attainment of ILO outcomes has been in question too many times, mostly due to a lack of risk identification or risk mitigation strategy. Self-driven political will in the Government of Jordan cannot be taken for granted as the factor to sustain ILO interventions, particularly where one of the hazards is a frequently changing executive branch with ministers and managers frequently replaced. This has been proven over the five-year review period, which has seen a high turnover of Ministry of Labour officials and two restructurings in the past eighteen months.

- *Recommendation 4:* Project and programme planning needs to pay greater attention to lessons learned from past programming cycles and develop risk-management strategies in advance to avoid or mitigate the hazards, delays and costs of project achievements that are negatively affected by externalities.

### **Maintain balanced tripartite consultation and involvement**

194. Within the Tripartite Constituency, parties have reported that ILO project and ROAS personnel give noticeably greater attention to the Government of Jordan partners than to the employers and workers. The hazards of that omission can be seen in some of the difficulties faced in the faltering Handicraft Promotion project, which throughout the review period lacked a needed marketing component that employer involvement could have remedied.

195. Respondents in the General Federation of Jordanian Trade Unions and the Jordan Chamber of Industry recalled that they were present at the DWCP signing, but were not consulted in its design; however, mission reports indicate some consultations did take place as of May 2006.<sup>69</sup> Respondents repeated that, in case of a tripartite impasse, ILO often serves as a “tie breaker,” particularly where international norms and standards can apply. However, between such occasions, project-implementation hazards arising from the lack of triangular consultation have shown that ILO personnel are challenged consistently to sustain faith in the tripartism principle.

196. Focus-group participants also stressed that a greater tripartite involvement at the programme-level coordination level could ensure the continuity and sustainability of project outcomes and could address specific follow-up issues. That effort also could contribute to future project/programme designs and/or discrete interventions to assist Jordan in maintaining its forward advances, taking into consideration emerging hazards and opportunities.

197. In cases where tripartite coordination and consultation were lacking, impediments to the attainment and sustainability of ILO programme and project outcomes have occurred. In general, ILO management will have to promote greater constituent involvement throughout the programme and project cycle to increase the effective transfer of ownership of outcomes.

- *Recommendation 5:* The capacity of constituents should be strengthened and they should be given opportunities to become more active partners in the ILO’s results-based management of its programmes and projects. This would involve making them partners

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<sup>69</sup> ROAS staff discussed the forthcoming DWCP with social partners during the preparatory mission led by Yusuf Qaryouti, in May 2006, with later discussions during the ROAS missions to Jordan undertaken in April and May 2007.

in design, monitoring and evaluation, thus emphasizing the important role they can play in the attainment and sustainability of results.


## 7. Comments from the Office on the evaluation


198. The Regional Office for The The Arab States (ROAS) welcomes the evaluation conclusions and recommendations at this juncture in the implementation of the Jordan DWCP. The conclusions and recommendations and will help improve programme and project coherence with national development frameworks, including the National Agenda and the UNDAF, as well as in-country coordination among projects and UN agencies.
199. Mindful of the need to improve programme coordination both within the ILO and with the UN Country Team in Jordan, ROAS fully endorses **Recommendation 1**. The Regional Office is seeking to establish an ILO programme management unit for projects in Jordan and to improve project coordination within the limits of the available resources.
200. As ROAS moves forward to strengthen Results-Based Management in its operations, the Office fully agrees with **Recommendations 2, 3 and 4**. Preliminary steps have been already taken towards compliance with these recommendations. In July 2008, ROAS organized a training workshop for Chief Technical Advisors (CTAs), programme and project specialists on results-based management, risk analysis and ILO monitoring and evaluation policies and procedures. The Regional Office is also recruiting a Monitoring and Evaluation Officer to strengthen its Regional Programming Unit. The officer will provide capacity building to programme and project staff and constituents on the design of measurable, results-focused projects and monitoring and evaluation plans.
201. Finally as for **Recommendation 5**, ROAS will devise a training strategy for national constituents to enhance their knowledge and commitment to results-based management and DWCP implementation.

## 8. Tripartite constituents' comments

202. The following tripartite assessment concerning the evaluation of the ILO Country Programme for Jordan: 2002-07 was endorsed by the Ministry of Labour, the Jordan Chamber of Industry and the General Federation of Jordanian Trade Unions.
203. The panel would like to note that substantial progress has been achieved through the cooperation of the tripartite members with technical assistance of ILO in the past few years.
204. The constituents wish to commend the ILO and the evaluation team for the timeliness and usefulness of this evaluation. The participatory aspect of the methodology was particularly appreciated. It is also important to highlight the ILO's efforts and support in the accomplishments of important milestones towards the implementation of the Decent Work Agenda.
205. The tripartite members fully endorse **Recommendation 1**, but would like to add that the national coordinator should be independent, and represent the interests of all three tripartite constituents of the ILO programme in Jordan, and ensure that their inputs and concerns are equally represented in the management and coordination of the ILO programme. Close coordination with all national constituents would ensure the attainment of outcomes and their sustainability.
206. As for **Recommendations 2, 3, and 4** the constituents fully concur with the findings and recommended actions and further encourage the ILO to involve constituents in capacity-building activities on results-based management and in risk assessment and management. This will also ensure the inclusion of current and future needs that should be included in future Decent Work Country Programmes.
207. As for **Recommendation 5**, the constituents look forward to the participating in the development of constituent capacity building activities in order be able to better support ILO country programme and account for the sustainability of results achieved.

  
H.E. Basem al-Salem  
The Minister of Labour  
Ministry of Labour

  
Dr. Hatem Halawani  
Chairman  
Jordan Chamber of Industry

  
Mr. Mazen Al-Maayta  
President  
GFJTU



## 9. Annexes

### Annex 1: The ILO's Program of Support for Jordan Prior to the DWCP

#### Applying the Decent Work Country Programme to Projects

This country programme evaluation enables a view of past ILO performance through a new lens. The latest iteration of the DWCP along five inter-related outcomes is the operative framework for the last six months of this review period and the guide for future project design and planning. It forms the criteria for the provisional implementation plan that is currently in force. It also constitutes a conceptual shift from the DWCP document signed and published in August 2006. That reconfiguration is not reflected in a separate programme document, except in the form of a “provisional implementation plan, 2007–10.” For simplicity's sake, the following assessment of ILO performance against the evaluation criteria is organised in order of the initial three DWCP country priorities: (1) creating decent jobs for women and men, (2) improving governance through administrative reform and social dialogue and (3) enhancing social protection.

#### Creating decent jobs for women and men

- *Handicraft Promotion in Jordan (1999–2002, 2004–07)*

The project, begun in 1999, is currently hosted within a national institution, the Vocational Training Corporation (VTC), and is sustained from an institutional point of view. However, the project is facing core problems arising from the initial partner organization (Noor Al Hussein Foundation), few trainee beneficiaries, the high cost of imported raw materials, expensive equipment never installed or maintained from the time of purchase in 2004, more-competitive salaries for trainers outside the public sector, and the current host organization's inability to meet full operational expenses. While the centre's location in the town of Salt (16 km northwest of Amman) is said to deter trainees, the VTC is providing free transportation and stipends to commuting trainees.

One high-ranking VTC official expressed his disappointment at the frequency and quality of his contacts with the ILO, and emphasised the need to adopt a more-strategic framework and more-efficient administration of ILO work in Jordan. The donor, which delayed project disbursements for a three-year period (2001–03), now reports dissatisfaction with ILO administration of the project, the lack of ILO contacts with the donor and weak delivery of project outputs. To remedy the situation, an external consultant has been assigned with the task of assessing the project situation and developing a new project strategy that would more effectively address prevailing needs and ensure the project's sustainability.

A new director at the project training centre is energetically pursuing the marketing dimension in order to distribute and sell project the production, as well as recruit more trainees/beneficiaries. The VTC still considers the ‘Handicraft Promotion in Jordan’ project important and relevant for developing marketable production skills and self-employment for young Jordanians. Project personnel and VTC officials also see the prospect that the high-quality handicraft products could complement the tourism economy and contribute positively to the national image.

The ‘Handicraft Promotion in Jordan’ project has suffered from inefficiencies, as detailed above, and belongs to an earlier generation of ILO assistance that is less integrated, structural and policy-oriented. The Regional Office for the Arab States has expressed waning enthusiasm to continue



managing the problematic project from afar. Meanwhile, the national project coordinator has not developed a detailed alternative strategy for project continuation. The project's future depends on the results of the external project evaluation currently underway.

- *Support to Business Training for Micro and Small Enterprises, Phase I (1997–2003) and Phase II (2003–04)*

This project seeks to develop capacity and improve the performance and productivity of small enterprises with growth potential so as to increase decent employment opportunities and, thus, contribute to the alleviation of poverty. The project also provided private micro and small enterprises in the commercial and nonprofit sectors with practical business training and subsequent advisory services. In the 2003–04 period, the project aimed to (1) complete the development of the Expand Your Business (EYB) training material in Arabic and English with some testing, (2) introduce the EYB package to selected EYB trainers and partner organizations and (3) build capacity of the Jordan American Business Association (JABA) to make efficient use of the training programmes, integrate that service within JABA and carry out follow-up to training. The project ultimately aimed at improving the performance and productivity of small enterprises with growth potential and leads to an increase of decent employment opportunities within these enterprises. This in turn was intended to improve the living standards of the largely low-income groups engaged in the sector.

#### *Relevance*

The project did not conduct an impact assessment; therefore, it is not possible now to assess impact as business start-ups, improved businesses, and more and better jobs in Jordan. Nevertheless, the evidence available suggests that Start and Improve Your Business (SIYB) is a very relevant and increasingly used training programme for micro and small enterprise development. EYB, with the thorough preparations undertaken, also has been shown to be a promising package for fast growth and growth-oriented enterprises, with potential for generating employment and wealth.

#### *Efficiency and effectiveness*

The project produced outputs in two main phases: most SIYB training was delivered in the first phase (preceding this review period). Some of those were implemented in an informal interim phase (within this period), executed and funded by the ILO to cover backlog. All EYB components were delivered during the second phase. That second phase, originally planned for nine months, was extended for an additional three months without additional costs. Long gaps in between phases meant project discontinuity. Overall, most planned outputs were completed, except for some SIYB training and certification of some trainers. However, the project actually overachieved in some respects, delivering unplanned SYB and SSIYB training.

#### *Sustainability*

While the project documents do not identify outcomes in order to sustain the EYB and SIYB training programmes, it was intended that JABA appoint and sustain a coordinator to carry on the benefits of the project. That result has not yet been achieved and, therefore, the outcomes remain in question. As Turin participants reportedly did not share their experiences in a systematic way with their colleagues, it remains unclear how to assess the intended effects. Moreover, available project documentation is not sufficient to determine the degree to which proposed outputs were achieved.

- *Establish Community-based Rehabilitation Training Center (2003–07)*

The ‘Community-based Rehabilitation Training Center’ project responded to needs revealed in various training workshops conducted by the Ministry of Social Development and the National Council for the Welfare of the Disabled, emphasizing the urgency of developing expertise in Jordan in field of community-based rehabilitation (CBR). The project sought to contribute to the development of professional capacity in the region as well. To accomplish this goal, the ILO and the Government of Jordan established the first academic center in the region to provide formal training in CBR for various levels of personnel concerned with the development and promotion of CBR as a strategy within community development for the rehabilitation, equalization of opportunities and social integration of all people with disabilities through the combined efforts of disabled people themselves, their families and communities, and the appropriate health, education, vocational and social services.

### *Efficiency and effectiveness*

Interviews conducted in the course of this evaluation indicate that the project has been effective at establishing the proposed institution and producing professionals that are instituting the practice CBR in the country. However, a lack of sufficient documentation available during the evaluation does not allow a confident assessment of the efficiency and effectiveness of performance based on hard evidence.

### *Sustainability*

Sustainability of project outcomes is secured through Jordan’s public investment in the Centre, making the CBR Centre an integral unit within al-Mu`tah University, supporting Centre staff and funding the construction of the Centre’s physical facility, representing a contribution of some \$400,000 for the building alone.

From an evaluability perspective, despite the project’s intended benefits beyond the CBR Centre to affect the wider region, the project document does not reflect such strategic outcomes. Designed in an era of project design and that precedes the results-based management agenda, that omission is not surprising. However, insufficient project documentation and no available evaluation reports mean that impressions of the need and opportunity to sustain project outputs (as outcomes) have come only by way of interviews conducted in the field for this evaluation. The well-established Centre apparently stands ready to develop into a full academic programme, which further ILO support could well facilitate.

- *Strengthening the Capacity of the Ministry of Labour to Generate Employment and Reduce Poverty (2003–08)*

This project originally was designed to improve (1) the planning, programming and management capacity of the Ministry, (2) the country’s employment services system and (3) the labour inspection process. Progress is reported on components 2 and 3. The project has contributed to the MoL’s institutional and staff development by providing training, study tours, materials-and-procedures development towards a more effective delivery of employment-related services. It is unquestionably relevant to Jordan’s priority labour issues, especially in building the MoL’s capacity to plan, and to produce and manage relevant information essential to perform its role as an employment mobiliser. The project objectives are still compatible with ILO’s DWCP country priorities, as reflected also in Jordan’s labour priorities and the National Agenda.

### *Efficiency*

This project suffered delays as a result of new ministerial-level appointments and consequent personnel changes. The change of leadership in the two inspection departments significantly affected the 2005 planning and outputs.

At the end of March 2005, a new Minister of Labour was appointed and consequently two new directors for the Departments of Labour Inspection (DLI) and Occupational Safety and Health (DOSHS) were nominated. They were keen to strengthen and modernize the labour inspection system through the project and asked to revisit some of its activities. This involved some delays since further revision was needed to include the views of the new management.

In agreement with the new DOSHS director, the project refocused on preparation of the National OSH Programme for Jordan in conjunction with the 'National Occupational Safety and Health Profile of Jordan' and a tripartite workshop on 'Developing a national programme on occupational safety and health'. The change of Ministry of Labour management accompanied other postponements in finalising the 'Labour Inspection Enforcement Policy', 'Check-lists for the inspection visits' and the 'Inspectors' Handbook on Procedures for Field Operations'.

However, also during 2005, the Ministry of Labour consolidated the employment sector by creating a National Employment Centre. That creation, albeit initiated by a USAID project, was a clarion signal of the heightened position of employment generation in the Ministry of Labour strategy. One of the project's major achievements was to raise awareness on the role of public employment service in activating the labour market in Jordan. Still, the absence of a national employment strategy was found to be a constraint for training participants to play the role for which they were prepared.

The Ministry of Labour has been the subject of much recent international assistance from an array of agencies and donor institutions, and this challenges existing capacities to coordinate and manage the additional administrative burden that accompanies that assistance. Competent management of the corresponding projects is also essential to upholding the ministry's autonomy and internal integrity. Conditions of implementing this project did not allow for progress in strengthening Ministry of Labour management capacity, which points to the relevance of the follow-on ILO project Establishment of Strategic Planning and Policy Management Unit (2008–10).

In the final evaluation, it emerged that ILO's constant and open discussion with the project's partners (beneficiaries) was extremely important in rescheduling the activities to address emerging needs. As a consequence of those discussions, the assessment of previous activities and outputs and, to some degree, the change of management, the Ministry was in a better position to focus and express more specifically the needed future activities and desired outcomes.

- *Establishment of the Jordan Agency for Development of Enterprise (not implemented)*

ILO's proposed establishment of the Jordan Agency for Development of Enterprise (JADE) over the period 2006-2007 was a strategic intervention designed to maximize employment potential in response to the changing financial environment. It sought to support the Development Employment Fund (DEF) to transform from its principal microfinance role to develop a new niche of small and

medium enterprise financing. The renewed focus was to help DEF to contribute significantly in addressing a big market gap; whereas, SME finance exceeds the lending limits of microfinancing and is also a category of lending that commercial banks traditionally shun. The purpose was to allow DEF, re-emerging as JADE, to focus sharply on employment creation as SMEs are a major source of employment in Jordan.

The project originated with a request from the Development and Employment Fund (DEF) and the Ministry of Labour to the ILO to rationalize and assess the Fund's operations. ILO fielded an expert to develop the JADE project document to tackle SME development at the policy and institutional levels with financial and nonfinancial support services. The project document was accepted, approved and reportedly used along with another World Bank assessment to justify the relevance and existence of the Fund. However, as the constituents did not pursue the follow-up and fundraising for the project, relevant as it was, it was not implemented.

- *Establishment of Strategic Policy and Programme Management Unit (2008–10)*

The Government of Jordan requested the development of this project proposal, which represents one of the components of the DWCP. It is integrated well with the National Agenda and is expected to contribute ILO's unmatched comparative experience to the Ministry of Labour's reform and reorganisation task.

### *Relevance*

The present project design reflects the DWCP outcome 2: "Small enterprises for job creation and poverty alleviation boosted." The relevance of this project is reflected in its double connection to that outcome and to objectives of the National Agenda. The latter seeks to "increase workforce size through effective job placement and increasing the economically active segments of the population," as well as to "increase workforce employability through adequate training and training programs aligned with market needs."

While the predecessor of this ILO project increased capacity to manage labour information, the applicability of that data to policy requires a different set of skills. The Ministry of Labour is now credited as producing regular and reliable labour survey data. The capacity to apply that data analytically for policy purposes is still needed in Ministry of Labour and other government institutions.

While the project aims at offering considerable advisory services to the ministry's unit responsible for coordinating programmes, it also seeks to support the structural reform of the Ministry as a whole. In the past few years, Ministry of Labour has been inundated with international assistance from an array of agencies, challenging existing capacities to coordinate and manage the additional administrative burden that accompanies that assistance. Competent management of the corresponding projects is also essential to upholding the ministry's autonomy and internal integrity.

In light of ILO project implementation during this review period, the principal concern in implementing this project is not its relevance, but that attributing its evaluable results may be complicated by the myriad of other actors pursuing similar—or competing—objectives within the MoL. USAID, EU and CIDA are not the least among those Ministry of Labour reform implementers.

No available oral or written information demonstrates the comparative advantage of ILO's role, or how the project would manage or avoid duplications and/or contradictions arising from overlapping project interventions. From the perspective of meeting the coordination challenge in the Strategic Policy and Programme Management Unit, a charge of insufficient Ministry of Labour capacity may become a consequence of the donors' and development agencies' own making.

- *Better Work Jordan (2008–12)*

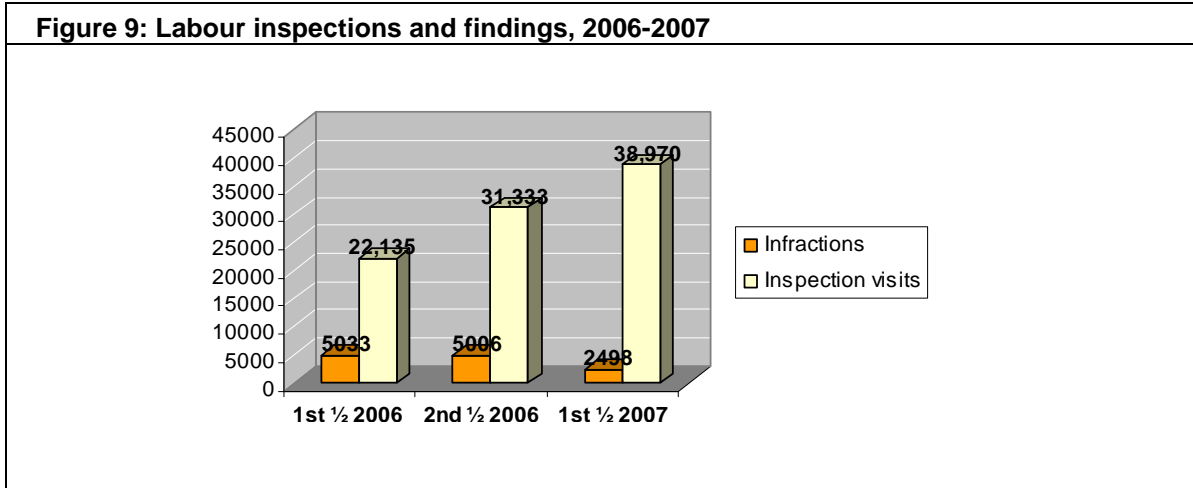
The Government of Jordan only recently approved and signed this pipeline project; therefore, establishing progress or an indication of performance is not possible at this time. However, the relevance of this project to the Jordan DWCP is clear and well defined. Importantly, Tripartite Constituents affirmed the project's relevance to Jordanian employers' challenges, especially the streamlining the multiple audits companies face to demonstrate compliance with international labour standards and to prove their competitiveness in the global economy.

The project design reflects a convergence of Government of Jordan, ILO and the donor (International Finance Corporation) objectives to ensure the licensing and rating of companies operating in Jordan. However, as the latest generation of projects, and the first to be implemented after the DWCP, Better Work Jordan's project paper makes no reference to the other ongoing ILO efforts in the country. Social dialogue is mentioned in the generic sense, but no recognition is made of the organic links and complementary nature of the two projects. This may become clearer in the consciousness of the projects respective CTAs, especially as they are projected to share premises in Amman.

### **Improving governance through administrative reform and social dialogue**

- *Strengthening the Social Partners Capacity for Promotion of Social Dialogue in Jordan (2004–07)*

The efficiency factor of the project for Strengthening the Social Partners Capacity for Promotion of Social Dialogue is dependent on several environmental factors, including official decisions and political appointments. Despite such constraints, the project has fostered a cultural shift in the relations among government, employers and workers. The social dialogue workshops and exposure to international tripartite institutional experience have been timely and effective in demonstrating the common advantage of maintaining a national Tripartite Committee and an Economic and Social Council as problem-solving bodies. Moreover, the tripartite partners express commitment to the aim and role of both of those social dialogue mechanisms.



Available reports on the project are few, especially for the period after the first phase ended in February 2007. However, by all accounts and testimonies in the field, the Social Dialogue project has proved to be a true motor of tripartism and consensual problem solving. The achievement of tripartite agreement on the reformed Labour Code is no mean feat. The shortcomings of any process convening diverse perspectives are common, such as the tendency of the Ministry of Labour to drive the agenda. However, the Social Dialogue project and the function of the ILO constituents demonstrates how consultation can pose a practicable alternative to authoritarian structures and methods of statecraft.

The sustainability aspect of this project is linked to three main outcomes: 1) the continuously functioning national Tripartite Committee, 2) the continuously functioning Economic and Social Council and 3) the adopted and enforced new Labour Code consistent with minimum standards of decent work. The project can claim significant progress toward those ends, but with no concrete outcomes to date. While the project's phase II is still in process, each of these three accomplishments has been so far theoretical:

1. The Tripartite Committee has met once in the review period, and a record of that session's outcomes was unavailable. One additional session in 2008 treated the matter of internal procedures and then a subcommittee formed to draft a proposal for that purpose.
2. The Cabinet has issued articles of incorporation, establishing the Economic and Social Council on 2 December 2007; however, the lack of a chairperson and indecision about the civil partners to join the Council have delayed its function through the time of this writing. The former impediment involves an appointment by the king; thus, assigning due importance, authority and prestige to the position. The latter is a manifestation of a rather more-structural problem of an underdeveloped civil society with autonomous and specialized institutions concerned with labour and employment, human rights and development. Moreover, to fill the eleven civil society seats on the Council, particularly if the definition of Jordanian civil society were to include academic representatives, no obvious single mechanism exists like the Tripartite Constituents have to determine sectoral appointments to the Council.
3. The revised Labour Code was drafted in 2006, well within the Social Dialogue's initial project period. That, too, has been subject to unexplained delays in Parliament throughout the rest of this

review period. On 11 June 2008, the king issued a decree, calling Parliament to consider the new Labour Code among 26 pieces of legislation in an extraordinary session to open on 22 June.<sup>70</sup>

Sustainable improvements in the number and quality of labour inspectors and their visits are also evident. The project carried out an extensive training program of labour inspectors and developed Arabic-language training materials, providing the inspectors with essential knowledge and professional labour-inspection techniques. However, determining the degree of actual performance improvement may need further inquiry. Two issues arise beyond the immediate control of project implementation.

First, the available statistics on numbers of visits and reported infractions suggest a significant increase in inspection visits following the public revelations of worker abuses in the QIZs in 2006, but the numbers are nowhere disaggregated to show where the inspections took place. Based on information gathered from the evaluation visits, increased inspections concentrate on the QIZs, which contributed to the formation of the Golden List of QIZs certifiably compliant with the principles of decent work. Other Jordanian workplaces reportedly did not benefit to the same measure.

The second structural issue affecting labour inspections is the general low status and consequent disregard for labour inspectors in the institutional hierarchy of the Ministry of Labour. Labour inspectors are among the lowest ranking and least paid of Ministry personnel. The low compensation may make it hard to resist rent-seeking temptations that could compromise the integrity of inspections. The experience of evaluating other operations in the region indicates a common phenomenon across countries; whereas, the field workers — whether labour inspectors, building inspectors, or human rights field workers — are the least paid and considered the most expendable staff, despite their essential role and core functions at the heart of project purpose.

The project could enhance not only the performance, but also status of labour inspectors by applying lessons learned elsewhere. ILO's experience elsewhere in the region also could serve as an example of achieving both, while also ensuring the sustainability of the project objective.

The ILO's CTA was creative in finding ways to continue the project, as needed, after the U.S. Department of Labor (DoL) funding ended in February 2007. The original funding partner remains an active supporter of the project objectives in other ways. By partnering with the Spanish Cooperation in phase II, under the title Promoting Fundamental Principles and Rights at Work in Jordan, the ILO has been able to ensure project continuity at a crucial time. The eventual adoption of the new Labour Code would suggest the need to provide additional inspection training based on that new standard and the subsequent expanded scope of workplace inspections. Moreover, the DWCP's pipeline Better Work Jordan project, beginning May 2008, would provide further opportunities for integration of inspections with online labour audit systems.

- *Promoting Fundamental Principles and Rights at Work in Jordan (2007–09)*

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<sup>70</sup> 'Extraordinary session scheduled for Sunday', *Jordan Times* (17 June 2008), at: <http://www.jordantimes.com/?news=8219>

This project is the sequel to the US Department of Labor-supported Social Dialogue project, continued with support from the Spanish Cooperation in 2007. As it is essentially a continuation of the previous iteration, the same observations as those concerning relevance and sustainability of Strengthening the Social Partners Capacity for Promotion of Social Dialogue in Jordan above also apply. However, no progress reports from the current project were available to the evaluation team. Therefore, the questions of efficiency, effectiveness and degree of change are derived from oral reports from ILO personnel, beneficiaries and others.

The project itself constitutes an adjustment to the slippage and end time of the foregoing Social Dialogue project. The accomplishments of that project — in particular, the draft Labour Code and the emerging tripartite structures — could not be realized in concrete terms for various environmental reasons. By seeking an alternative funding partner in the Spanish Cooperation, including a bridging grant, plus ILO's dedication of regular budget support for ILO personnel in the interim, the effort was sustained.

While the training, capacity building and upgrading of delivery in labour inspection were appropriate objectives, apparently no explicit emphasis yet exists to ensure the even distribution of inspections to diverse workplaces in the country over time. Corroborating reports indicated that increased inspections remained concentrated in the QIZs, while the workplaces of the majority Arab — mostly Egyptian and Syrian — migrant workers in the country continue to be neglected.

The project's plan to provide training to journalists will serve two relevant-but-unstated objectives: It will help achieve the purposeful goal of raising public awareness of decent work issues in the country. In addition, it will serve the conspicuously unstated-but-important objective of raising the public profile of the ILO beyond the Tripartite Constituency.

### **Enhancing Social Protection**

- *National Programme for the Prevention and Elimination of the Worst Forms of Child Labour (2002–07)*

#### *Relevance*

The design for this IPEC project took into consideration the socioeconomic factors at both micro and macro levels in analyzing the problem of child labour in Jordan. Questions arise after implementation of the project in light of some child-labour factors and indicators worsening throughout the performance period, particularly as rising fuel and food prices have increased child labour. The earlier migration of affluent Iraqis into Jordan was generally seen as a factor in raising prices of land and real estate and, in turn, living costs. However, the more-recent influx has included poorer Iraqis whose conditions have put pressures on the infrastructure and service delivery system, as well as heightened competition for decent jobs.

The project has enabled ILO to help integrate child labour into Jordan's budget, legislation and educational programmes. It introduced English-language and computer training for the child beneficiaries and supported the formation and maintenance of a National Steering Committee on child labour. Partners and stakeholders continue to believe in the validity and relevance of the IPEC project design. The need has become greater than the project could address. The transfer of beneficiaries from the IPEC project to other service providers, such as the NSSC, is expected to



cause some disruption in the transfer of service delivery, which is estimated to take up to three years to complete.

Gender considerations were built into the project design and the project management and staff monitored for both the project's direct and indirect female beneficiaries. As mentioned above, both considerations of family situations and migrants also integrated into the project implementation, which stands as both a practical necessity and a nondiscrimination badge of honour for ILO's project implementation.

The project found partnerships and benefits from complementary activities of VTC, MoE and MoSD, and recognized synergies with other development efforts, such as the ILO-SIMPOC support for the Department of Statistics to prepare a national household survey that addressed child labour issues at the national level. As mentioned above, the project did allow for some adjustments within its scope and resources by also providing services to some Iraqi migrants without strict discrimination on the basis of national origin.

### *Effectiveness*

Based on a process of problem identification and analysis of child labour, IPEC HQ, through its office in Jordan (IPEC-J), effectively facilitated the participation of implementing partners in the design of their own action programmes, as well as identification of outputs and monitoring indicators. To ensure the effectiveness of the various elements of project programming, the Social Service Center of JOHUD in Sahab Social Support Center represents the actual implementation of an integrated multisectoral approach to address child labour with a monitoring system to capture its progress.

### *Efficiency*

The IPEC-Jordan financial assistant monitored the expenditures of the implementing partners and carried out a review with ROAS, according to the required procedures. Where shifts in expenditures were needed or new budgets requested for program-implementation purposes (like Jordan Hashemite Fund for Human Development's NSSC and the Ministry of Education's Drop-out Education program), the ILO staff sought approvals according to IPEC rules and regulations. Certain activities were carried out on the basis of project addenda. The efficient use of resources resulted in a saving of \$100,000 unspent funds, with some partners using their own premises for workshops and/or funds from their own budgets. Only MoL had not managed to spend the full IPEC budget to its programs.

Certain management issues, mainly at MoL and between IPEC and the Child Labour Unit (CLU) hindered progress and required support for the National Steering Committee (NSC). The NSC apparently was not particularly effective at monitoring interventions, policy developments and related legislation. However, the NSC members, representing their respective organizations, reportedly affirmed their commitment to eliminate child labour in Jordan.

It is encouraging to note that the Hashemite Fund for Development (JOHUD), through its NSSC, has taken over ownership of the project by supporting the child labour centres in Jordan, thereby contributing to the project's sustainability.

## *Sustainability*

Nonetheless, the sustainability of the project's achievements will require the resolution of five outstanding dilemmas:

1. **Scarce resources:** Reports of Jordanians involved in child labour issues have identified the lack of resources as the primary obstacle that they will face them after the completion of the ILO-funded project. For example, programmes such as "Dropouts' Education" risks termination before the planned end date. Consequently, many children at risk cannot join, or even continue receiving education. If this problem persists, other programmes such as public awareness, training, and family support may also languish or end.
2. **Low government priority:** Most government efforts related to work and workers are directed to enhance labour conditions and wages at the national level for all workers. However, available information suggests that relatively little public effort and materials are directed to children at risk of dropping-out of schools or working children. This is reflected also in the lack of a specified plan for children in the National Agenda. The UNDAF also reflects the same omission.
3. **Lack of coordination:** The various organizations and individuals seem to prefer working separately, giving the work of others only peripheral consideration. Government bureaucracy and consequent delays also seem to discourage coordination.
4. **Lack of information:** Reliable data on the size and distribution of child labour are unavailable. Existing data are reportedly outdated, thus making it difficult to plan or anticipate services needed for working children or children at risk.
5. **The closure of the office at the end of the ILO-supported effort ensures discontinuity.** Furthermore, the absence of an ILO country office puts greater burden on ROAS to follow-up and monitor project outcomes, without a clear project-based mandate to do so.

Although sustainability criteria are not specified in the project document, sustainable outcomes are noted in positive changes in policy and practice. For example, the Department of Statistics has now integrated child labour issue into the module being adopted in the ten-year agricultural sector survey. Whereas, child labour in the agricultural sector will be monitored directly for the first time, while Jordan's Labour Law still excludes this sector from labour inspection and other safeguards.

Sustainability can be gauged also in MoE's 2007 allocation of JD10,000 (US\$14,000) for educational services to working and drop-out children through the 'Educating Drop Out Program' after the project closure in August 2007. This is in addition to free medical services for drop-out children registered in this programme. MoE's recently adopted National Strategy to Eliminate Dropping Out for the coming decade, with IPEC Jordan providing the child labour chapter. Reportedly as a result of the project manager's intensive advocacy activities, the Development and Employment Fund (DEF) agreed in 2004 to allocate US\$1.4 million to income generation for the parents of working children targeted in IPEC's direct action programmes.

- *Actuarial Consultancy (2005–08)*

The purpose of the Actuary Consultancy project has been to development actuarial capacities within the Social Security Corporation in Jordan, namely for the provision of actuarial support to policymakers in the reform of the national social security system. The project has provided useful technical assistance in the form of assessments and guidance needed to implement reforms sought through other simultaneous ILO projects, including the development and management of a maternity cash benefit scheme projected in order to implement the new Labour Code. The corresponding technical reports bear no reference to the project, nor to DWCP, and the dearth of available documentation impedes assessment of the core elements grounding this evaluation.

- *Forced Labour and Trafficking in Jordan: A Pilot Programme on the Qualified Industrial Zones (2007–08)*

Jordan still faces serious challenges to control and eliminate forced labour and trafficking in and through the country, and the Forced Labour and Trafficking in Jordan project directly responded to such challenges and, therefore, has been relevant to national needs. In some ways, the project was considered experimental, given the lack of previous experience in the Middle East and most other regions. Therefore, lessons derived from this project should provide some guidance for more-effective law enforcement against trafficking for labour exploitation in other countries.

The ILO's Special Action Programme to Combat Forced Labour (SAPFL) has carried out an integrated set of activities in Jordan, seeking to improve the law enforcement capacity of the government against trafficking for labour exploitation, mainly focused on the QIZs. Two progress reports provide some detail as to the accomplished activities, including workshops with employers and labour unionists to identify the issues and pose solutions to forced labour and trafficking, assessments of legal provisions and MoL capacity related to forced labour and trafficking, and preparations for judicial training. In order to complete planned activities, the project managers foresaw the need for a no-cost extension until end 2008.

The project represents a rapid response to the reported abuse of workers in the QIZs that were not sufficiently reported and addressed through labour inspection and other MoL means. However, the project design does not lend itself to proper evaluation since the project's main structure is the activities and the two available progress reports provide only brief summaries.

One identifiable positive outcome of the project is the formation of an Interministerial Technical Level Committee to deal with labour issues not covered by the current Labour Code, including trafficking. The Committee is composed of one senior and one mid-level official from the Ministries of Labour, Interior, Trade and Industry, Justice, the National Security Directorate and the General Intelligence Office. As noted in the contextual introduction above, the Interministerial Committee responded effectively to alleged abuse and trafficking. Information is lacking as to whether international norms on reparations were applied in those cases. It is also not clear to what degree this institutional response is being sustained.

## **Annex 2: Terms of Reference**

### **Independent evaluation of the ILO's programme of support to the Hashemite Kingdom of Jordan 2002–07**

March 2008

#### **Introduction**

This independent evaluation of the ILO's Program of support for to the Hashemite Kingdom of Jordan during the 2002-2007 period has 3 main objectives: (1) to provide an account to the Governing Body regarding the results achieved from ILO programme of support for Jordan over an extended period of time, (2) provide an opportunity for reflection and lesson-learning regarding how the ILO could improve the effectiveness of its operations in the future, and (3) analyze the progress made toward achieving established outcomes and to identify the lessons learnt, in order to guide the development of the next Decent Work Country Programme for Jordan.

It will also address the effectiveness of the ILO's support program to Jordan between 2002–07 including the decent work country programme, DWCP, approved in 2006. The accuracy of the Country Programme Evaluation (CPE) findings will depend critically on the collaboration from the relevant actors in the ILO and the national constituents. Collaboration reduces the probability of errors of fact, omission and interpretation.

The evaluation will be managed by the Evaluation Unit in close coordination with the ILO Regional Office for the Arab States (ROAS). The evaluation will also benefit from tripartite national constituent input. The evaluation team will consist of three persons: an external international evaluator to act as team leader, an independent national evaluation assistant, ILO evaluation officer from EVAL and a representative for the RO-Beirut.

#### **Past Cooperation and Lessons Learnt**

Jordan has a long-standing relation with the ILO. During the past years, the ILO has continued its efforts to address Jordan's employment challenges through the implementation of a sizable technical cooperation programme, which amounts to a total of US\$5.5 million This includes areas such as strengthening the capacity of the Ministry of Labour and the social partners, eliminating the worst forms of child labour, creating decent jobs for women and men, providing actuarial services to the Social Security Corporation, developing SMEs, and promoting social dialogue among the social partners.

Many of the projects which are or were implemented in Jordan have been relatively successful in achieving their goals. Yet a critical mass of impact has not been sufficient due to the fact that linkages between these different interventions were often missing.

Realizing that the goals for decent work are often inter-dependent, the current country programme aims to focus on a multi-component integrated approach in order to build on past successes as well as achieve more effectiveness.

The priority areas of cooperation are the following:

*I. Enhanced employment opportunities and economic integration for young women and men*

Outcomes:

1. Enhanced capacities of the government, social partners and national institutions to develop and implement employment strategies and services targeting specifically youth and women
2. Small enterprises for job creation and poverty alleviation boosted

*II. Improved governance and social dialogue*

Outcomes:

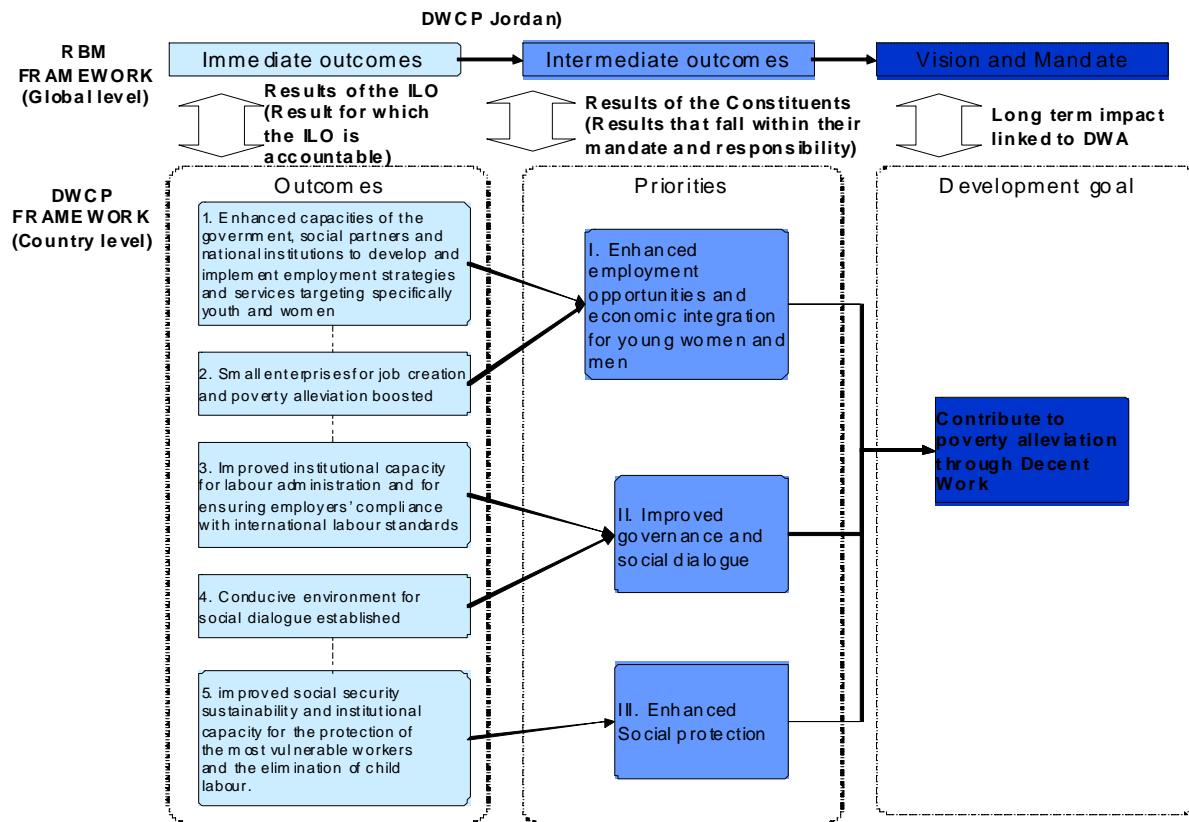
1. Improved institutional capacity for labour administration and for ensuring employers' compliance with international labour standards
2. Conducive environment for social dialogue established

*III. Enhancing social protection*

Outcome:

1. Improved social security sustainability and institutional capacity for the protection of the most vulnerable workers and the elimination of child labour.

The following table summarizes the articulation of the current decent work country programme results framework:



Source: DWCP-Jordan

## Purpose of the Evaluation

The evaluation will consider areas in which the ILO's collaboration has been more and less effective in supporting the country programme and the national decent work agenda. The evaluation will also provide lessons to be considered in the revision or future country programme. These may include reinforcement or adjustments in priorities, implementation strategies, and organizational practices.

In doing so, the evaluation exercise will be guided by four core evaluative questions addressing: the **relevance** of the program of support to the development challenges of the Hashemite Kingdom of Jordan; the **coherence** between the definition of a programmatic focus, the integration across ILO instruments in support of program objectives, and the coordination with other developmental actors; the **efficiency** measured both in terms of administrative costs and timeliness of execution; and the **effectiveness** of individual interventions and at the level of the program as a whole, with particular attention devoted to investigating the sustainability of results and the contribution of the program to the institutional development of the national constituents.

Within this context, the evaluation will place emphasis on:

- (1) ex post assessments of major initiatives undertaken during the evaluation period that should have longer term impact

(2) the evaluability of ongoing projects supporting the DWCP within the context of the DWCP strategy.<sup>71</sup>

(3) linkages to UNDAF and national development priorities within the context of the UN Reform.

Evaluability will be assessed based on the existence of well defined objectives and strategic priorities with appropriate results frameworks that will not only assist in monitoring and evaluating DWCPs per se, but will also improve the effectiveness of monitoring activities and provide a basis for determining ex-post if the desired outcomes were achieved.

### **Evaluation Clients**

The principal clients for the evaluation are the ILO's Governing Body, national constituents, ILO Management and international partners in Jordan and, all of whom support national efforts to decent work and poverty reduction, and who share responsibility for deciding on follow up to the findings and recommendations of the evaluation. The evaluation process will be participatory. The Office, the tripartite constituents, and other parties involved in the country programme would use, as appropriate, the evaluation findings and lessons learnt.

### **Evaluation Scope**

The evaluation timeframe proposed for study is 2002 to 2007. The evaluation will focus on the ILO's strategic positioning in the country, its approach to setting an ILO agenda, as well as the composition, implementation and evolution of ILO national strategies as they relate to the decent work agenda. Finally, lessons learned related to ILO management and organizational effectiveness will be noted.

The evaluation will recommend regarding:

- (1) The role and relevance of the ILO in Jordan, its niche and comparative advantage, and partnership approach;
- (2) The role and effectiveness of the national tripartite constituents and UN partners in promoting decent work;
- (3) The focus and coherence of the country programme's design and strategies;
- (4) Evidence of the direct and indirect use of ILO's contributions and support at national level(outcomes); evidence of pathways towards longer term impact;
- (5) The efficiency and adequacy of organizational arrangements to deliver the ILO's programme in Jordan;
- (6) Knowledge management and sharing;
- (7) Lessons learned and good practices.

The attached annex lists scoping criteria and related questions for each aspect listed above.

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<sup>71</sup> Overriding lessons learnt from finding of other CPEs is that reporting on specific contributions of projects to national DWCP priorities is often difficult due to the lack of measurable and/or verifiable indicators.

## **Methodology**

The evaluation will involve several stages and levels of analysis:

### **Phase I:**

- A desk-based portfolio review will analyze project and other documentation, key performance criteria and indicators, to compare and assess developments and performance over time for the main programme technical areas.
- A scoping mission to gather input from key stakeholders, gauge evaluability of the programme, and confirm proposed coverage and methodology for the study.

### **Phase II:**

- A country mission to Jordan will enable detailed interviews of key international and national constituents, development partners and implementing partners. ILO staff working in the field and Geneva on Jordan activities, as well as current and past project staff in the Jordan will be consulted. Travel to selected parts of the country will support more in depth case review at project/outcome level.
- A review of internal organizational capacities and practices to support ILO's work in Jordan will be conducted. This will include interviews with SRO staff and other ILO officials working substantively with the country programme to:
  - Assess the performance and capacity of ILO managerial, administrative and business processes directly related to the implementation of its standards programme of work.
  - Address opportunities to improve cost containment and efficiencies.
  - Pinpoint areas of risk, recommend process changes, managerial and organizational improvements, and suggest "best practices" for the ILO, as appropriate.
- A draft report based on analysis of all information will be circulated to key stakeholders for comment and factual correction.

## **Expected Outputs**

- A full report of findings and recommendations to be finalized by the Evaluation Unit and presented to the ILO Director-General. The content of this report will focus on recommendations to situate the country programme on a sound basis for future action in the current national, regional and global environment.
- Background documentation and analysis on which the findings, conclusions and recommendations are based.

## **Provisional work plan and schedule**

The draft report will be available for comments by constituents before its finalization in May 2008, and then finalized in June 2008. A summary of the evaluation report will be included in the November 2008 submissions to the PFA Committee of the Governing Body. This timetable is based on the scope of work and methodology set out above, and resources available for the evaluation.

## **Proposed Timetable:**



<b>Task</b>	<b>Time frame</b>
Preliminary interviews and scoping exercise, draft TORs prepared	February 2008
Internal and external consultations to finalize terms of reference	March 2008
Document review, key stakeholder interviews,	March 2008
Field mission to country	April 2008
Draft evaluation report	April/May 2008
Consultations with constituents, as appropriate	May/June 2008
Final evaluation report.	June 2008

### **ToR Annex 1: Proposed methodology**

#### **Key evaluative questions**

Working from the conclusions of the OECD/ DAC working group and the ECG approach to project-level evaluation, ILO's country program evaluations center on providing answers to the following basic evaluative questions:

- Was the ILO's program relevant to the development challenges of the country, and consistent with the priorities of the national constituents and the ILO?
- Were the processes for assessing and maintaining relevance (primarily research and dialogue) adequate?
- Was the ILO's program coherent along three dimensions: definition of programmatic focus in terms of anticipated results; integration across Office's instruments in support of program objectives; specification of the division of labour with other developmental actors?
- Was the ILO's program executed efficiently, measured both in terms of administrative costs and timeliness of execution?
- Was the ILO's program effective in producing results, both at the level of individual interventions and at the level of the program as a whole?
- In assessing effectiveness, particular attention will be devoted to investigating the sustainability of results and the contribution of the program to the institutional development of national constituents.

#### **Approach**

The country programme evaluation (CPE) aims to cover the full content of the ILO's program of engagement with the country over the relevant time period, which will usually cover two to three programming cycles. It should address not only the funding of technical cooperation projects and assistance activities, but also non-financial products such as research, policy dialogue, and the processes used in addressing issues in the execution of the program. Since it is an attempt to evaluate the program as a whole rather than any of its individual constituent parts, a CPE should strive for comprehensive coverage of the entire ILO program, including technical assistance operations, economic and sector work and other non-financial products, even if this means some sacrifice in terms of detail.

At the same time, the CPE exercise should have clear resource and temporal limits. The exercise should take no more than 3 months from start to finish, and should involve an average resource obligation of one quarter of staff year equivalent of effort from EVAL. Management should also plan to allocate a limited amount of staff time to the evaluation exercise for responding to questions from EVAL and the evaluation team, providing data from files and archives, and reviewing drafts of the evaluation. The challenge is to extract maximum value from a bounded level of effort.

The evaluation will be based on analysis of empirical evidence to establish findings and conclusions in responses to specific questions. The evaluator will seek to apply a variety of rather simple evaluation techniques — meetings with stakeholders, focus group interviews, desk reviews of project documents, field visits, surveys, informed judgment and possible scoring, ranking or rating techniques.

The desk review and initial interviews will suggest a number of initial findings that in turn will point to additional issues and information to find. This will guide the means of conducting more in depth analysis to refine the findings. A draft desk review is being prepared by the ILO evaluation unit. Key steps being followed in the analysis are:

1. Mapping and trend analysis of DWCP outcomes:

- a. Analyze the context (social, political and economic information to help understand why and what the problems are that ILO seeks to address;
- b. Describe each intended outcome, as well as the baseline or starting conditions, and specified indicators and targets (if these are not documented, attempt to compile through interviews or other communication); note key partners for each outcome;
- c. For each outcome, identify the ILO operations in the country—projects and non-project activities, major outputs, and related services since 2001, indicating the time frame for each;
- d. For each outcome, summarize evidence of ILO effectiveness in supporting achievement of the outcome. Note key factors of success and constraints encountered;
- e. Summarize evidence of lessons learned being applied to improve our programme of support;

2. Choice and fit of the ILO strategy in Jordan:

- a. Analyze whether the ILO strategy and design of outcomes was a strategic exercise with a clear road map towards results, and whether results are relevant to our national constituents and UN partners;
- b. Analyze the adequacy and appropriateness of ILO's range of support (projects, policy advice, technical service, advocacy, training, tools and guidance, capacity building, etc.); note if resources were adequate to support the effort;
- c. Analyze the effort made to manage risk, including uncertainty about resource levels and use;
- d. Make a critique of the logic/fit of major actions and outputs with the intended outcomes;
- e. Analyze the strategic fit of the ILO in the area of the outcome; its comparative advantages in terms of expertise and level of effort; its partners and the potential to influence policy and decision making processes;
- f. Analyze the scope and quality of tripartite participation and how these have contributed to progress in achieving outcomes; note capacity and skills of constituents as these correspond with partnership roles;

3. Documenting and critiquing the status of outcomes:

- a. Critique the formulation of outcomes (clarity, link with national priorities and UNDAF, making recommendations for improvement);
- b. Analyze the status of outcomes and outputs based on data-supported evidence; indicate timeframe, and progress made (being made),
- c. If absence of performance information and results-based targets, propose proxies to be applied for the evaluation;
- d. For each outcome, rate performance based on the scale and matrix shown in Table 2 (BCPR draft, to be revised);
- e. Determine the major difficulties and constraints, especially the continuing constraints, both internal and external, that effected the results, analyze how these interact with enabling factors; not negative constraints that need to be removed;

4. Sustainability and managing for future results:

- a. Analyze whether there is evidence that the ILO's interventions have been gradually and effectively handed over to national partners; and the extent to which there is national ownership through improved capacity, will, and an enabling environment (changed laws, policies, behaviors, budgets);
- b. Determine whether the ILO has articulated an exit or transition strategy for its support;
- c. Analyze the actions taken to design and implement a knowledge management strategy with national partners and civil society;
- d. Consider the adequacy of resource mobilization to support future work;
- e. Determine the extent to which the ILO has worked coherently to jointly support outcomes, and whether this was efficient, avoiding duplication, inconsistencies, and fragmentation;
- f. Consider the cost-effectiveness of ILO's work in relation to each outcome and major output;

5. Efficiency of organizational arrangements: Draft input will be prepared by the ILO evaluation unit based on a feedback from a short survey, and two-day mission to Beirut for interviews and an internal workshop. Areas to be covered:

- a. Analyze the work planning, implementation management and reporting practices of the ILO for the country programme;
- b. Make a critique of the communication practices, both internally and externally;
- c. Analyze the match between supply and demand for technical expertise to support the country programme;
- d. Take note of any concerns related to the transparency and integrity of the ILO's operations;

### **Data Collection and Source of Information**

Because of the relatively tight time and resource constraints, The CPE should be based primarily upon review of relevant ILO documents (project documents, TC plans of operation, country papers, programming mission reports, project progress reports, project final evaluations and portfolio review exercises). These data sources will be augmented by a literature review focusing on published research on the country in question and a review of all official government documents related to the decent work development planning and policy. These secondary sources will be supplemented with interviews with ILO, government officials and social partners, and possibly other rapid appraisal techniques such as focus group interviews and informal questionnaires.

The subjective evaluative judgments of individuals involved with the programme shall be reported as deemed relevant by EVAL, and shall be clearly identified as subjective in the text.

### **Preliminary Format and Content**

The CPE document should be brief (around 25 pages, with supporting data and analysis contained in annexes). The document itself should have four major chapters, the first two dealing with diagnosis and programming, the third dealing with program execution, and the fourth addressing the issue of results achieved. They will be organized around attempts to answer questions.

#### ***Chapter 1: Country context and development challenges***

The first chapter lays out the basic context within which ILO programs developed. This will generally be built up from an analysis of Office documents (economic and sector work, TC documents and programming documents), along with analysis of official country documents on development issues and the available academic literature. The chapter seeks to answer the following questions:

- What were the major decent work development issues in the country at the start of the period? While country authorities and social partners have the ultimate responsibility for defining development challenges, this chapter will offer the independent evaluator's views and supporting analysis on these questions as they relate, in particular to the issue of the relevance of the ILO's program of support.

- Did these issues change over the course of the period under review, and if so, how?
- Did the government and social partners articulate in any formal way its priority ranking of development issues? If so, what were there rankings?
- What was the nature and extent of analytical work used to build the ILO's diagnosis of which issues it was prepared to engage?
- What other development assistance actors were active in the country during the period, what were their operational priorities and what was the nature of cooperation between these entities, the Office and the country authorities and/or social partners?
- How does the program link to the UNDAF?

### ***Chapter 2. The Relevance of Country Programme Strategy***

The second chapter will describe the development of the ILO's program with the country over the time period being considered. Its purpose is to explore both the processes used to arrive at a program and the content of the program itself. It is primarily focused on establishing the Office's intent at the outset of the process, and seeks to answer the following questions:

- Which development issues for the country were addressed in the Office's formal programming documents?
- Did the Office's diagnosis omit any highly important country development issues?
- Was the Office's intent articulated in terms of measurable progress toward the achievement of specific goals or objectives?
- Were specific indicators provided to track progress, and were targets and milestones established?
- Did the Office articulate clear priorities among goals?
- What processes of dialogue were used to establish the Office's program?
- Did they ensure effective ownership of the program by country authorities and the society at large?
- What was the Office's articulated strategy for achieving program-level goals?
- Did the Office's strategy integrate the full range of anticipated interventions?
- Did the Office's programming statements locate its actions within the context of UNDAF stated outcomes of other actors, establishing ex-ante and well-articulated division of labour?
- Did the Office's program maximize its comparative advantage in promoting development in the country?

### ***Chapter 3: ILO's programme implementation***

The third chapter focuses on delivery of the actual program of activities. The focus is on the timely and efficient production of the outputs to which the Office has committed itself when it approves

funding for TC operations and when it provides non-financial services such as research and policy advice. The chapter seeks to answer the following questions:

- How did the Office's actual program unfold in the country during the period?
- What was the relationship between the Office's diagnosis and programming statements and the actual program carried out?
- Were activities actually undertaken anticipated in the programming documents?
- To which themes or objectives did the individual operations relate?
- How were projects distributed in terms of Decent Work, social equity and poverty reduction classification?
- How well were the projects designed to track and report on results?
- How did the portfolio as a whole execute in disbursement terms in comparison with ILO-wide averages?
- What major issues arose during the course of execution? How were they resolved?
- How do various participants view the value added of the ILO to the country's development process during the period?
- What adjustments, if any, have been made, and why?

#### ***Chapter 4: Results achieved***

The fourth chapter examines results achieved for the country in areas where the ILO had mounted operations. Here the focus is on outcomes rather than outputs. In focusing on outcomes, the CPE needs to acknowledge that a strong focus on results was not part of the guidance for past country programming documents. While it is essential for the CPE to examine results frameworks and results achieved, the failure to specify a results framework ex-ante should not be seen as a critique of either Management or country authorities since these expectations have only recently been introduced.

Results will be examined from three different perspectives: project results, program results and program impact.

At the project level, the chapter will try to answer the following questions:

- How were ILO projects rated by the ILO's Project Progress Reports and Project Completion Reports (if available) in terms of achievement of project objectives?
- Are the judgements made in projects project self evaluations based on assessments of outcomes, and are these claims verifiable and quantifiable?
- How do individual projects rate in terms of ex-post evaluability?

At the program level, the chapter will seek to answer the following questions regarding the program as a whole and each of its major constituent themes:

- What was the overall impact of the ILO's programme of support to the country's decent work creation and poverty reduction balance?

- What statements can be made regarding the contribution of ILO projects individually to the national and/or sectoral objectives established during the programming process?
- How effective was the program of activities in achieving programme-level objectives?
- How likely are the results to be sustained after the conclusion of ILO interventions?
- What was the impact of the ILO's program on the institutional capacity of the national constituents?

Each country program evaluation should have a special section which attempts to go deeply enough into a line of activity to develop some preliminary conclusions with regard to impact. This section will endeavour to move beyond secondary sources and examine longer-term impact on beneficiaries of ILO actions. Topics for such special sections will be agreed-upon with the ILO management and the national partners at the outset of the evaluation.

In order to provide the maximum amount of information regarding results achieved, the Office's ROAS will be invited to submit a one-page summary of the principal achievements realized by the program in the country over the period of the evaluation. This narrative will be included in the CPE.

ROAS Management is encouraged to focus the narrative on the principal areas which were the focus of technical cooperation activities, and to document results achieved with as much verifiable data as possible.

The results chapter will have to address the difficult methodological issues of attribution and counterfactuals. On attribution, three factors influence the achievement of results: ILO performance, country performance and external events beyond the control of either. While it is extremely difficult to distinguish among these factors, a narrative account of the possible contribution of each factor will be offered as part of the summary in this chapter.

With regard to counterfactuals, the results chapter will attempt to assess whether the observed outcomes would have happened without ILO intervention by examining comparative data for other countries in the region. If outcomes are broadly in line with that which occurred in comparable countries, the counterfactual would be biased to a finding of no impact. If outcomes are significantly better or worse than those obtained in comparable situations, then the counterfactual would be biased toward a finding of impact.

### ***Chapter 5: Conclusions and lessons learned***

The final chapter will provide a summary of key findings and raising issues for the future arising from the evaluation of the past. This section will offer evaluative judgements around the four major issues of relevance, coherence, efficiency and efficacy, and, where relevant, will offer suggestions and recommendations for future ILO activity. Conclusions and recommendations will be based on the analysis and data presented in the report. Evaluative judgments are always subjective, but to keep subjectivity to a minimum, ILO Management and country officials and social partners will be asked to react to these findings and issues, producing their own subjective opinions regarding the lessons for the future which they have gleaned from this exercise.

Management's reflection on lessons learned should be submitted in writing to the Governing Body Board for consideration along with the GB Summary of the country program evaluation, and should be drafted so as to serve as lessons learnt of the subsequent DWCP

### **Execution of the Evaluation**

The CPE should be initiated with a round of consultations between EVAL, ILO Regional Office, relevant Headquarters' technical backstopping units, country officials and social partners. These consultations should introduce the evaluation team, clarify objectives, identify persons to be interviewed, define responsibilities of participants in the process, and identify topics for the in-depth results assessment.

The ROAS, will help identify the appropriate public officials or organization to work with in the development of the country's evaluative perspective on the ILO's program in Jordan. Where feasible, the country's evaluation coordinator should have access to institutions or agencies with evaluative responsibilities for coordinating development planning and budgetary allocations in the country.

EVAL staff and consultants will conduct the research needed to draft sections Chapters 1 and 2 of the evaluation. The ILO's Regional Office will work with the international consultants the country's evaluation coordinator to provide data on both execution and results, providing the basic data on project objectives and the results obtained. EVAL will review this data and use it as the primary source material for sections 3 and 4 of the CPE.

The international consultant will prepare a draft (Draft 1) of the evaluation and will ask for review of the document by both EVAL and ILO Management and the country national constituents. This review should seek agreement among all parties regarding matters of fact, and both Management and national constituents would be asked to submit written comments regarding lessons for the future which can be drawn from the evaluation.

Upon completion of the review, EVAL will produce a second draft of the document (Draft 2) which will include both Management and country observations on lessons learned. This draft will be sent to both ILO Management and country authorities and social constituents (through the ROAS, for their official review.

Both Management and country will be invited to submit written comments on the final document, which will be sent to the Governing Body along with EVAL's report and GB Summary.



## ToR Annex 2: Performance criteria for Jordan Country Programme Evaluation

### **The role and relevance of ILO in Jordan, its niche and comparative advantage, and UN partnership approach**

Performance criteria:

- National political, economic and social factors have shaped formulation of Country Programme
- Flexibility and ability to respond to emerging opportunities.
- ILO establishes priorities consistent with its capacities and comparative advantages.
- ILO ensures CCA addresses subjects that are priorities for decent work in the country.
- ILO achieves overall policy coherence between ILO action and the UNDAF
- MDGs: ILO's country programme links to and supports/influences national development frameworks.

### **Tripartite participation and partnership**

Performance criteria:

- National tripartite constituents are active in national development planning forums and networks
- National tripartite constituents take ownership of the ILO's country programme
- Tripartite constituents have improved capacities to influence national policy and resources within decent work areas
- Constituents have clear links to target groups.

### **The focus and coherence of programme's design and strategies**

Performance criteria:

- Programme coherence supporting an integrated approach to decent work.
- Country programme fits within ILO's Strategic Policy Framework and Programme and Budget priorities and strategies.
- DWCP reflects a consensus between the country and the ILO on decent work priorities and areas of cooperation.
- Presents a strategy with main means of action for delivery of ILO support.
- Cross-cutting goals are integrated.
- Current programme is coherent, logic and captures opportunities for reinforcing each other in meeting objectives.
- Partnerships and tripartite constituents build national capacities and support policy change.
- Verification that ILO responds to recognized needs among constituents.
- Resource mobilisation is an integral part of strategies.

### **Evidence of the direct and indirect results of ILO's contributions and support at national level;**

Performance criteria

- The programme has defined clear outcome-level results against which it can be assessed.
- These results are documented and verifiable.
- The outcomes justify the resources spent.
- The secondary effects, either positive or negative, are known and associated risks addressed
- ILO has influenced thinking and action related to policy changes.
- Results are sustainable by partner institutions and at various levels (local, national, regional).
- Expansion and replication of successful demonstration and pilot interventions

### **The efficiency and adequacy of organizational arrangements to deliver the ILO's programme in Jordan**

Performance criteria:

- The operations of the programme match the programme plan.
- The ILO has operated fairly and with integrity.
- Credible, skilled specialists support the work.
- Resource mobilization is effectively and efficiently carried out.
- Work processes are efficient and timely.

### **Knowledge management and sharing**

Performance criteria:

- M&E is part of the knowledge base.
- Office follows a communication/KM strategy, making effective use of its web site, and other tools for outreach.
- ILO knowledge development used to improve national programmes, policies and benefit priority groups.

## **ToR Annex 3. ILO technical cooperation programme at the time of approval of ILO Decent Work Country Programme (August 2006)**

### **Ongoing projects**

*National Programme for the Prevention and Elimination of Child Labour in Jordan" (US\$1 million, US Department of Labour)*

The goal of the programme is to contribute to the elimination and prevention of child labour in Jordan. Technical assistance is being provided to Jordan through a focused Country Programme Approach for a period of three years. The programme was expected to be completed by 2007.

*Strengthening the Capacity of the Ministry of Labour to Generate Employment and Reduce Poverty (US\$886,083, three installments received from the Italian Government)*

The project, which is being implemented by Turin Centre, aims at contributing to the national efforts for public sector reform. The project was expected to be completed by December 2006.

*Establishment of a Community-Based Rehabilitation Training Centre (US\$90,000, AGFUND).*

The project is designed to enhance the training capacities of community workers through assistance to the National Council for Welfare and Rehabilitation of Disabled Persons and Mutah University. The project was expected to be completed by December 2006.

*Strengthening the Social Partners Capacity for Promotion of Social Dialogue in Jordan (US\$1.4 million, US Department of Labor)*

The project aims at creating an enabling labour relations environment for economic development and social stability through the promotion of social dialogue at the national, sectoral and enterprise levels and strengthening of labour administration. US\$632,000 is left under the project which was expected to be completed by July 2006. Phase II, with the possibility of financing from the European Union, was prepared in 2006.

*Actuarial Consultancy: 2005-2008 (US\$296,388, Social Security Corporation)*

The project focuses on the development of actuarial capacities within the Social Security Corporation in Jordan, namely for the provision of actuarial support to policymakers in the reform of the national social security system. The project is expected to be completed by 2008.

## **Pipeline project**

*Establishment of the Jordan Agency for Development of Enterprise (\$1,243,012; Development and Employment Fund)*

## **Proposed technical cooperation projects**

With the participation of the national counterparts, the ILO will work towards the formulation of the following technical cooperation projects:

- Improving legal and administrative mechanisms for migration management and protection of migrant workers rights in Jordan
- Better factory Jordan: Strengthening labour inspection and employer responsibility of compliance with international labour standards.
- Strengthening the social partners capacity for promotion of social dialogue in Jordan–Phase II.
- The national policy and programme framework of the elimination of the worst forms of child labour in Jordan – Phase II.
- Strengthening the capacity of the Ministry of Labour to generate employment and reduce poverty –Phase II

## Annex 3: Documents Consulted

### Decent Work Country Programme

Final report (including logical framework)  
Implementation Plan  
Monitoring Plan  
Monitoring Plan linked to National Agenda and UNDAF  
Matrix Interlocutors  
Mission Reports (17–21 April 2007; 20–22 May 2007)  
Quality Assurance Mechanism

### TC Projects

#### Better Work Jordan

- Project Document

#### Forced Labour and Trafficking

- Project Document
- Progress Reports (September 2007; December 2007)

#### Country Programme on the Elimination of Child Labour (IPEC)

- Draft final evaluation
- Mid-term evaluation report
- Mission report (August 2007)
- Proposal for exit strategy
- Status report (December 2002)
- Status report (December 2003)
- Status report (December 2004)
- Status report (June 2003)
- Status report (June 2004)
- Status report (June 2005)
- Status report (June 2007)
- Technical Progress Report (TPR) (March 2003)
- TPR (March 2004)
- TPR (March 2005)
- TPR (March 2007)
- TPR (September 2003)
- TPR (September 2004)
- TPR (September 2005)
- TPR (September 2006)

#### Strengthening the Social Partners Capacity for Promotion of Social Dialogue in Jordan

- Project Document
- Main Objectives and Achievements 2004–06
- Issuance reasons of the Social & Economic Council's Act
- الأسباب الموجبة لإصدار قانون المجلس الاقتصادي والاجتماعي
- Draft Regulatory Act of the Tripartite Consultative Committee on Labour Affairs (English and Arabic)
- Memorandum of ILO on draft Labour Code (English and Arabic)
- Final evaluation report

Strengthening the Capacity of the Ministry of Labour to Generate Employment and Reduce Poverty (JOR/02/M01/ITA)

- Project Document
- Progress report (2004)
- Progress report (2005)
- Progress report (2006)
- Financial Report

Establishment of a Community-based Rehabilitation Training Centre

- Project Document
- 2003 Progress Report
- 2004 Progress Report

Handicraft Promotion JOR/96/M01/ITA

- Project Document rev (h)
- 2003 Evaluation

Support to Business Training for Micro and Small Enterprises-Phase I JOR/98/009/A/01/11

- Project Document (h)

Support to Business Training for Micro and Small Enterprises-Phase II JOR/03/001/A/01/11

- APR report (05/2004)

Support to Business Training for Micro and Small Enterprises-Phase I JOR/03/006/A/0199

- Project Document (03/2004)
- APR Report

Promoting Fundamental Principles and Rights at Work in Jordan: JOR/03/07M/SPA

- Project document

Social Dialogue

- Final Evaluation

Actuarial Consultancy JOR/05/M01/JOR: 2005–08

- Project Document

Strategic Policy and Programme Management Unit

- Project Document

Establishment of Jordan Agency for Development of Enterprise

- Project Document

**Technical Assistance (TA)**

National Employment Policy (November 2007)

National Employment Policy (September 2006, July 2007)

TA to Migration Department (September 2007)

TA on Gender (November 2007)

TA on HIV/AIDS (August 2007)

TA on Small and medium enterprises (June 2006)

TA on Statistics (August 2003)

Review of Labour Administration System (2002)

Consultancy on Labour Inspection (November 2004)

**Studies**

Policies for Pro-Poor Growth

Whitelaw, Mike. "Report on the Administrative Audit of the Social Security Corporation of Jordan"

Draft pay equity report

Feasibility Study on the Implementation of a Maternity Cash Benefits Scheme

<p>Hani Hourani and Mai Taher, “Study on Labour Rights and the Global Compact” (al-Urdun al-Jadid)</p> <p>Field Inspection Manual</p> <p>Proposal on Labour Inspection Policy</p> <p>National Occupational Safety and Health Profile</p>
<p><b>Reports</b></p> <p>National Agenda (Summary in English; full text in Arabic)</p> <p>ECOSOC Decree (Arabic)</p> <p>Establishment of National Tripartite Committee</p> <p>EU Proposal on MOL’s Restructuring</p>
<p><b>Programme &amp; Budget (Regional Context)</b></p> <p>2006–07</p> <p>2004–05</p> <p>2002–03</p>
<p><b>ROAS Organogram (2002, 2007)</b></p>
<p><b>UN System</b></p> <p>Common Country Assessment 2006</p> <p>CRC COs Jordan 2006</p> <p>CESCR COs 2000 (English)</p> <p>CESCR COs 2000 (Arabic)</p> <p>UNDAF 2003–07</p> <p>UNDAF 2008–12</p> <p>UNDP Youth Project doc</p> <p>UNHCR-JO Agreement</p> <p>UNIFEM “Empowering Women Migrant Workers (Jordan)” (webpage)</p> <p>UNRWA 2004 Promoting the Socio-Economic Development of the Palestine Refugees</p> <p>World Bank datasheet JO</p> <p>Memorandums of Understanding</p> <ul style="list-style-type: none"> <li>○ ILO-ALO</li> <li>○ ILO-IOM</li> <li>○ ILO-UN Habitat</li> <li>○ ILO-UNDP ((2007)</li> <li>○ ILO-UNHCR</li> <li>○ ILO-UNICEF</li> <li>○ ILO-UNRWA</li> </ul>
<p><b>World Bank Reports</b></p> <p>World Bank and IFC, “International Bank for Reconstruction and Development and International Finance Corporation Country Assistance Strategy for the Hashemite Kingdom of Jordan for the Period FY2006–FY2010” (6 June 2006);</p> <p>World Bank, “Development Progress,” <i>Jordan Country Brief</i>, at:  <a href="http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/MENAEXT/JORDANEXTN/0,,menuPK:315140~pagePK:141132~piPK:141107~theSitePK:315130,00.html">http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/MENAEXT/JORDANEXTN/0,,menuPK:315140~pagePK:141132~piPK:141107~theSitePK:315130,00.html</a>;</p> <p>World Bank, <i>Jordan Poverty Assessment Main Report</i>, Vol. 2 (Washington: World Bank, December 2004).</p>
<p><b>Government of Jordan Plans and Strategies</b></p> <p>Jordan-Israel Peace Treaty</p>

Jordan Youth Strategy–2009  
Jordan National Population Strategy 2000–20  
Ministry of Labour (MoL) basics  
National Agenda and Population Strategy  
National Agenda brief en  
National Agenda ToC  
TVET Reform MoL presentation  
US-JO FTA

#### **Other References**

Apparel sector MoJ 2007  
Arab Labour Conventions Nos. 1–19  
ILO Convention 102 Social Security  
CSS labor analysis 2005  
Directorate of Info & Studies “QIZ Companies”  
Directorate of Info & Studies “Achievements of MoL Oct–Nov 2007”  
Discussion round on the proposed SS bill  
FTAs  
CESCR General Comment 19 Social Security (English & Arabic)  
Global Compact business participants (Jordan)  
ILO Jordan 1951  
Improved Standards JO  
Jordan (ratifications table)  
“Employing Workers in Jordan”  
Justice for All (Solidarity Center)  
Labour Admin and Compliance  
Labour productivity formulae  
Migrants ITUC  
NLC Report 2006  
Social Security in the Middle East  
USAID Strategy – 2009

#### **Jordan Evaluation 2008 (tools)**

Argentina Country Programme Evaluation (CPE)  
Contacts  
CPE explanatory note (for focus groups)  
CPE Jordan Appointments  
CPE outline matrix  
Document inventory  
Draft CPE  
DWCP Monitoring Plan  
EVAL mission agenda (March 2008)  
Evaluability DWCP Terms of Reference  
Evaluability note – Jordan CPE  
Evaluability template  
Evaluability summary  
Focus Group session JCI  
Focus Group session MoL

- ◆ Focus Group session UNCT
- ◆ GFJTU contacts
- ◆ ILO Jordan
- ◆ ILO Meetings – Jordan CPE
- ◆ Jordan Brief (March 2008)
- ◆ Jordan CPE budget
- ◆ Jordan CPE timetable
- ◆ Jordan portfolio (financial)
- ◆ MoL contacts
- ◆ OGA data (Oct 2007) Arab States
- ◆ Questions
- ◆ RO Beirut letter GFJTU
- ◆ RO Beirut letter MoL
- ◆ RO Beirut letter UN
- ◆ RO Beirut letters

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IMF, “IMF Concludes 2008 Article IV Consultation with Jordan” op cit.,; also “CIA Factbook: Jordan,” at: <https://www.cia.gov/library/publications/the-world-factbook/geos/jo.html>

IMF, “IMF Concludes 2008 Article IV Consultation with Jordan” Public Information Notice No. 08/55 (19 May 2008), at: [www.imf.org/external/np/sec/pn/2008/pn0855.htm](http://www.imf.org/external/np/sec/pn/2008/pn0855.htm)

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#### Annex 4: Persons Interviewed

<b>Interlocutors</b>	<b>Affiliation</b>
Rania Ateyah Abdol Elah Ahmad	CIDA, (labour-related) projects manager Embassy of Egypt, labor attaché
Julius Torres Amjad Ya`aqbah	Embassy of Philippines, labor attaché Italian Embassy
Gérard Mayen Britta Kähler	European Training Foundation Friedrich Ebert Stiftung
Ali Hadid Belal Malkawi (transport workers)	General Federation of Jordanian Trade Unions General Federation of Jordanian Trade Unions
Mazin al-Ma`aytah, president Muhammad Sulaiman Khuraisat	General Federation of Jordanian Trade Unions General Federation of Jordanian Trade Unions
Ali Falah al-Hadid (electrical workers) Fathalla Omrani (textile workers)	General Federation of Jordanian Trade Unions General Federation of Jordanian Trade Unions
Ros Harvey Mary Kawar	ILO/Better Work ILO/Gender Issues International Migration
Omar Talat Ahmad al-Zu`bi	ILO Handicraft Promotion, Salt ILO Handicraft Promotion, Salt
Awni Daoud Ababneh Ahmed al-Zu`bi	ILO Handicraft Promotion, Salt ILO Handicraft Promotion, Salt
Yusuf Qaryouti Hischam Abou Jouade	ILO Regional Office for The Arab States ILO Regional Office for The Arab States
Rania Bikhazi Rasha Tabbara	ILO Regional Office for The Arab States ILO Regional Office for The Arab States
Jean-François Klein Nada al-NHashief	ILO Regional Office for The Arab States ILO Regional Office for The Arab States
Christina Behrendt CemilSimel Esim	ILO Regional Office for The Arab States ILO Regional Office for The Arab States
Emmanuela Pozzan Khawla Matar	ILO Regional Office for The Arab States ILO Regional Office for The Arab States
Maurizio Buzzi Wael Issa	ILO Regional Office for The Arab States ILO, Declaration
Azfar Khan Rachid Khedeem	ILO, Migration ILO, Social Dialogue
Rachid Khedeem Ghassan al-Saffar	ILO, Social Dialogue ILO/Iraq
Amjad Ya`aqbah Suha Mustafa	Italian Embassy Jordan Chamber of Industry
Zaki Ayoubi Adnan Abu Ragheb	Jordan Chamber of Industry Jordan Chamber of Industry
Muntasi Mahmud al-Humsi Abdalla Odeh	Jordan Chamber of Industry Jordan Chamber of Industry

Muhammad al-Abdallat	Jordan Chamber of Industry
Ziad Humsi	Jordan Chamber of Industry
Samir Maqdash	Jordan Chamber of Industry
Ishaq Arabiat	Jordan Chamber of Industry
Mohammed al-Refa'i	Jordan Chamber of Industry
Lina Hundaileh	Jordan Chamber of Industry
Amneh Zoubi	Jordanian Women's Union
Ahlan Naser	Ministry of Labour
Musa A. Khalaf	Ministry of Labour
Amin Wreidat	Ministry of Labour
Brenda Cook	Ministry of Labour
Ahlan Nasser	Ministry of Labour
Basema Sarafandi	Ministry of Labour
Nabil Ammar	Ministry of Labour
Samir al-Qudah	Ministry of Labour
Murad Kurdi	Ministry of Labour / Vocational Training Corporation
Hani Khleifat	Ministry of Labour / Vocational Training Corporation
Majed Habashneh	Ministry of Labour / Vocational Training Corporation director
Khalil al-Kurdi	Ministry of Labour / Vocational Training Corporation, director (retired)
Nur al- Ghoul	Ministry of Labour /WB
Nahida al-Saies	Ministry of Labour /WB
Atef Majali	NCHR, advocate (labor portfolio)
Ali Dabbas	NCHR, deputy director
Hana Mitri Shahin	Noor Al Hussein Foundation
Nihayat Dabdub	Queen Zain al-Sharaf Institute for Development
Hani Hourani	al-Urdun al-Jadid Research Centre
Mai Taher	al-Urdun al-Jadid Research Centre
Firas Ghuraibah	UNDP (UN)
Rania Tarazi	UNDP (UN)
Firas Falih Gharaibeh	UNDP (UN)
Ahmed Elminiawi	FAO (UN)
Muna M. Idris	UNFPA (UN)
Georgi Sanikioz	UNHCR (UN)
Hania Hamzeh	UNHCR (UN)
Dana Khan N. Mailhas	UNIFEM (UN)
Hanin Shukri Hamzi	UNIFEM (UN)
Luc Stevens	UNRC (UN)
Mona Hidar	UNRC (UN)
Farid al-Haffar	UNRWA (UN)
Katheryrine D. Stevens	US Agency for International Development

Cybill Sigler	US Agency for International Development
Muhammad A. Yasin	US Agency for International Development
Sana Nafa	WHO (UN)
M. Khan	WHO/CEHA
Raymon Badr al-Haltah	ZCI
Husain Shafa‘Amri	ZCI
Muhammad Khalaf al-Tal	ZCI
Thabit al-Wir	ZCI
Muhammad T. Arslan	ZCI

## Annex 5: Jordan's Treaty Ratifications

Jordan's Ratifications of International Labour Conventions		
No.	Convention title	Ratification
C. 29	Forced Labour Convention, 1930	6 June 1966
C. 81	Labour Inspection Convention, 1947	27 March 1969
C. 98	Right to Organise and Collective Bargaining Convention, 1949	12 December 1968
C. 100	Equal Remuneration Convention, 1951	22 September 1966
C. 105	Abolition of Forced Labour Convention, 1957	31 March 1958
C. 106	Weekly Rest (Commerce and Offices) Convention, 1957	23 July 1979
C. 111	Discrimination (Employment and Occupation) Convention, 1958	4 July 1963
C. 116	Final Articles Revision Convention, 1961	4 July 1963
C. 117	Social Policy (Basic Aims and Standards) Convention, 1962	7 March 1963
C. 118	Equality of Treatment (Social Security) Convention, 1962 [ <i>accepted 7 March 1963 Branches (c), (d), (f) and (g)</i> ]	
C. 119	Guarding of Machinery Convention, 1963	4 May 1964
C. 120	Hygiene (Commerce and Offices) Convention, 1964	11 March 1965
C. 122	Employment Policy Convention, 1964	10 March 1966
C. 124	Medical Examination of Young Persons (Underground Work) Convention, 1965	6 June 1966
C. 135	Workers' Representatives Convention, 1971	23 July 1979
C. 138	Minimum Age Convention, 1973	23 March 1998
C. 142	Human Resources Development Convention, 1975	23 July 1979
C. 144	Tripartite Consultation (International Labour Standards) Convention, 1976	5 August 2003
C. 147	Merchant Shipping (Minimum Standards) Convention, 1976)	1 April 2004
C. 150	Labour Administration Convention, 1978	10 July 2003
C. 159	Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983	13 May 2003
C. 182	Worst Forms of Child Labour Convention, 1999	20 April 2000
C. 185	Seafarers' Identity Documents Convention (Revised), 2003	9 August 2004
Denunciation (as a result of the ratification of Convention No. 138)		
C. 123	Minimum Age (Underground Work) Convention, 1965 [denounced on 6 June 1966 23 March 1998]	

Jordan's Ratifications of International Human Rights Treaties	
Treaty	Ratification
International Covenant on Economic, Social and Cultural Rights	03 January 1976
International Covenant on Civil and Political Rights	23 March 1976
International Convention on the Elimination of All Forms of Racial Discrimination	29 June 1974
Convention on the Elimination of Discrimination against Women	31 July 1992
Convention against Torture and Other Forms of Cruel, Inhuman or Degrading Treatment or Punishment	13 December 1991
Convention on the Rights of the Child (CRC)	23 June 1991
CRC Optional Protocol 1	04 December 2006
CRC Optional Protocol 2	04 December 2006

<b>Jordan's Ratifications of Relevant Regional Treaties</b>	
<b>Treaty</b>	<b>Ratification</b>
Arab Charter on Human Rights	June 2005
Arab Labour Convention No. 1: Levels of Work (1966)	1970
Arab Labour Convention No. 2: Movement of Manpower (1968)	1970
Arab Labour Convention No. 4: Movement of Manpower [amendment](1975)	1975
Arab Labour Convention No. 9: Vocational Guidance and Training (1977)	1980
Arab Labour Convention No. 11: Collective Bargaining (1979)	1980
Arab Labour Convention No. 17: Employment and Rehabilitation of Disabled Persons (1993)	1993

## Annex 6: Jordan Country Programme Expenditures, 2002–07

Description	Source of fund	2002 (US\$)	2003 (US\$)	2004 (US\$)	2005 (US\$)	2006 (US\$)	2007 (US\$)	Totals (US\$)
<b>Technical Cooperation Projects</b>								
Strengthening the Capacity of the Ministry of Labour to Generate Employment and Reduce Poverty	XBTC Italy	--	--	285,714	213,112	259,738	250,037	<b>1,008,601</b>
Strengthening the Social Partners Capacity for the Promotion of Social Dialogue in Jordan	XBTC USDOL	115,236	39,368	259,459	400,245	433,007	19,843	<b>1,267,158</b>
Promoting Fundamental Principles and Rights at Work in Jordan	XBTC Spain	--	--	--	--	--	3,879	<b>3,879</b>
Establishment of a Community Based Rehabilitation Training Centre	XBTC AGFUND	--	2,401	5,784	14,837	30,302	17,102	<b>70,426</b>
Handicraft Promotion in Jordan	XBTC Italy	793,083	17,468	58,108	--	--	83,117	<b>951,776</b>
Forced Labour and Trafficking	US Department of State Office to Monitor and Combat Trafficking (G/TIP)	--	--	--	--	--	27,471	<b>27,471</b>
National Programme for the Elimination of Child Labour	USDOL	3,991	1,198	135,358	205,939	241,049	204,085	<b>791,620</b>
Actuarial Valuation: 2005-2008	Social Security Corporation	--	--	--	13,358	95,855	33,749	<b>142,962</b>
Support to Business Training for Micro and Small Enterprises (Phase II)	XBTC UNDP/USAID	--	39,284	76,673	-25,372	29,052	2,900	<b>122,537</b>



Support to Business Training for Micro and Small Enterprises (Phase I)	XBTC UNDP/USAID	42,270	-8,285	--	--	--	--	<b>33,985</b>
<b>Technical Cooperation (sub-total)</b>		954,502	91,434	821,096	822,119	1,089,003	642,183	<b>4,420,415</b>
<b>RBTC</b>	ILO Regular Budget	18,070	5,000	17,172	7,591	18,667	10,000	<b>76,500</b>
<b>Regular Budget (cost of travel)</b>	ILO Regular Budget	24,386 (23 missions)	40,630 (23 missions)	25,300 (26 missions)	37,588 (39 missions)	27,902 (25 missions)	52,326 (36 missions)	<b>208,132</b>

## Annex 7: DWCP Monitoring Plan links to National Agenda, UNDAF and Other National Strategies

Country programme outcomes	Links to the National Agenda (2007–12)	Social and Economic Development Plan (2004–06)	National Population Strategy–2020	Links to UNDAF (2003–06) outcomes/ outputs	Links to UNDAF (2008–12) outcomes/ outputs	Directly links / contributes to ILO Operational P&B (2008–09) Outcomes	ILO Strategic Partners*
<p><b>CPO1:</b> Enhanced capacities of the government, social partners and national institutions to develop and implement employment strategies and services targeting specifically youth and women</p>	<p><b>Phase I (2007-2012): Employment Opportunities For All</b></p> <p>Public sector reforms, expanding political participation by formulating regulatory legislation to develop the political life and enforcing them, eliminating all forms of discrimination against women;</p> <p>Progressively raising the knowledge level of Jordanians by promoting capabilities and know-how transfers, and by reforming the basic and higher education systems.</p>	<ul style="list-style-type: none"> <li>▪ To continue implementation of national initiatives directed at dealing with the problems of poverty and unemployment....</li> <li>▪ To enhance the self-reliance culture by creating work opportunities of income generation.</li> <li>▪ To develop vocational training programs and upgrade them to accommodate the requirements of labour market changes.</li> <li>▪ To provide more training opportunities for the unemployed and low-income groups in order to equip them with new skills and better competitive capabilities in the labour market....</li> <li>▪ To streamline the Jordanian labour market and explore the potential for finding job opportunities abroad, and encourage the private</li> </ul>	<p>A. To achieve gender equality in civil, social, economic, political, and legislative rights and responsibilities.</p> <ul style="list-style-type: none"> <li>▪ Ensure equal job opportunities for women in various aspects of the labour market....</li> <li>▪ Undertake policies that make the work and family responsibilities of women and men compatible....</li> <li>▪ Enact laws and regulations as permitted by Islamic doctrines to enable women to tap economic resources on an equal footing, including ownership of and command over land, economic resources, and loans.</li> </ul> <p>B. To empower women to achieve their potential and guarantee their contribution to sustainable development, policymaking, production,</p>	<p>Enhance youth awareness, information and empowerment for life skills, livelihood and life opportunities; Strengthened and sustained participation of youth in public and professional life through improved capacity building and skills-development schemes;</p>	<p>UNDAF CP Outcome 1.1: Increased community (esp. women and youth) productivity, empowerment and participation in local development initiatives.</p> <p><i>Outputs</i> 1.1.1, 1.1.2</p>	<p><b>220025</b> Policies for growth, employment and poverty reduction</p> <p><b>220050</b> Skills and employability policies and programmes for decent work</p> <p><b>220175</b> Youth employment</p>	<p>Ministries of Planning and International Cooperation, Labour, Social Development, and Municipality Affairs; Municipalities; Higher Youth Council; National Commission for Women; Jordan Chamber of Industry; Jordan Trade Union Federation; NGOs.</p>

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		sector to invest in this field.	<p>labour, income generating activities...</p> <p>H. Improve employment opportunities and reduce unemployment and the level of poverty, especially among females:</p> <ul style="list-style-type: none"> <li>▪ Encouraging investment in labour-intensive projects.</li> <li>▪ Increase the employment rate of Jordanians and gradually reduce the number of foreign workers.</li> <li>▪ Sustain a balanced level of employment especially in the southern areas of the country.</li> <li>▪ Improve the working conditions for women and eliminate discrimination with respect to type of work, wages, and training opportunities.</li> <li>▪ Introduce quality control measures in technical and vocational training at all levels.</li> <li>▪ Expand social security to cover all categories of</li> </ul>				

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			<p>workers.</p> <ul style="list-style-type: none"> <li>▪ Raise the average wages of all occupations relative to the cost of living.</li> <li>▪ Identify a source of income for the unemployed.</li> <li>▪ Enact legislation favourable to labour, investment, social security, education, and vocational training.</li> </ul>				
<p><b>CPO2:</b> Small enterprises for job creation and poverty alleviation boosted</p>	<p>Increase workforce size through effective job placement <i>and increasing the economically active segments of the population.</i></p> <p>Increase workforce employability through adequate training and training programs aligned with market needs.</p>	<ul style="list-style-type: none"> <li>▪ To enhance the self-reliance culture by creating work opportunities of income generation....</li> <li>▪ To find new financing sources for income generating projects and job opportunities, particularly small and medium enterprises.</li> <li>▪ To support and encourage entrepreneurialship and pioneering ideas that could be transformed into productive projects.</li> </ul>	<p>A. To achieve gender equality in civil, social, economic, political, and legislative rights and responsibilities:</p> <ul style="list-style-type: none"> <li>▪ Enact laws and regulations as permitted by Islamic doctrines to enable women to tap economic resources on an equal footing, including ownership of and command over land, economic resources, and loans.</li> </ul> <p>H. Improve employment opportunities and reduce unemployment and the</p>		<p>UNDAF CP Outcome 1.1: Increased community (esp. women and youth) productivity, empowerment and participation in local development initiatives.</p>	<p><b>220125</b> Employment creation through enterprise development</p>	<p>Ministries of Labour, Planning, Social Development, Industry and Trade, and Agriculture; Jordanian Authority for Private Sector Development; Advisory Committee for Agro-Industries; Jordan Chamber of Industry; cooperatives; business associations</p>

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			<p>level of poverty, especially among females:</p> <ul style="list-style-type: none"> <li>▪ Enact favourable labour, investment legislation....</li> </ul>		<p><i>Outputs</i> 1.1.1, 1.1.2</p> <p>UNDAF CP Outcome 1.2: Improved Government capacity in the design &amp; implementation of consultative, evidence-based, gender-sensitive poverty alleviation policies &amp; plans. <i>Output</i> 1.2.3</p>		(JABA); NGOs.

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<b>CPO3:</b> Improved institutional capacity for labour administration and for ensuring employers' compliance with international labour standards		Formulating regulatory legislation to develop the political life and enforcing them, eliminating all forms of discrimination against women	<p>A. To achieve gender equality in civil, social, economic, political, and legislative rights and responsibilities.</p> <ul style="list-style-type: none"> <li>▪ Ensure equal job opportunities for women in various aspects of the labour market....</li> <li>▪ Undertake policies that make the work and family responsibilities of women and men compatible....</li> <li>▪ Enact laws and regulations as permitted by Islamic doctrines to enable women to tap economic resources on an equal footing, including ownership of and command over land, economic resources, and loans.</li> </ul> <p>B. To empower women to achieve their potential and guarantee their contribution to sustainable development, policymaking, production,</p>		<p>UNDAF CP Outcome 2.1: Strengthened national capacities to protect, promote, monitor and report on human rights.</p> <p><i>Outputs</i> 2.1.1, 2.1.2, 2.1.3, 2.1.4</p>	<p><b>110025</b> Improved implementation of fundamental principles and rights at work</p> <p><b>410025</b> Employers' and workers' organizations are more valuable to their membership and to potential members</p> <p><b>410050</b> Social partners influence socio-economic and governance policies</p> <p><b>420050</b> Improving governance</p>	Ministry of Labour; Jordan Chamber of Industry; Jordan Trade Union Federation.
<b>CP04:</b> Conducive environment for social dialogue established		Public sector reforms, expanding political participation by formulating regulatory legislation to develop the political life and enforcing them, eliminating all forms of discrimination against women, the liberalization of Partisan life and political			<p>UNDAF CP Outcome 2.1: Strengthened national capacities to protect, promote, monitor and report</p>	<p><b>410050</b> Social partners influence socio-economic and governance policies</p>	Ministry of Labour; Jordan Chamber of Industry; Jordan Trade Union Federation.

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		pluralism are expected to develop during this phase with the completion of all legislation regulating political development.	<p>labour, income generating activities...</p> <p>H. Improve employment opportunities and reduce unemployment and the level of poverty, especially among females:</p> <ul style="list-style-type: none"> <li>▪ Encouraging investment in labour-intensive projects.</li> <li>▪ Increase the employment rate of Jordanians and gradually reduce the number of foreign workers....</li> <li>▪ Improve the working conditions for women and eliminate discrimination with respect to type of work, wages, and training opportunities.</li> <li>▪ Introduce quality control measures in technical and vocational training at all levels.</li> <li>▪ Expand social security to cover all categories of workers.</li> <li>▪ Raise the average wages of all occupations relative to the cost of</li> </ul>		<p>on human rights.</p> <p><i>Outputs</i> 2.1.1, 2.1.2, 2.1.4</p>		

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			<p>living.</p> <ul style="list-style-type: none"> <li>▪ Identify a source of income for the unemployed.</li> <li>▪ Enact legislation favourable to labour, investment...and vocational training.</li> </ul>				
<p><b>CP05.</b> Improved social security sustainability and institutional capacity for the protection of the most vulnerable workers and the elimination of child labour.</p>	<p>Improve labour market flexibility and productivity through less stringent labour laws, coupled with the introduction of safety nets.</p>		<p>H. Improve employment opportunities and reduce unemployment and the level of poverty, especially among females:</p> <ul style="list-style-type: none"> <li>▪ Expand social security to cover all categories of workers....</li> <li>▪ Identify a source of income for the unemployed.</li> <li>▪ Enact legislation favourable to labour...social security...</li> </ul>		<p>UNDAF CP Outcome 1.2: Improved Government capacity in the design &amp; implementation of consultative, evidence-based, gender-sensitive poverty alleviation policies &amp; plans.</p> <p><i>Output</i></p>	<p><b>110050</b> Targeted action against child labour through supporting national capacity and strengthening the world wide movement</p> <p><b>310025</b> Improved governance and policies for the extension of social security</p> <p><b>320025</b> Constituents' enhanced capacity to achieve labour protection for both women and men</p>	<p>Ministries of Labour, Social Development, Education, and Planning and International Cooperation; Social Security Corporation; National Council for Family Affairs; embassies; NGOs.</p>



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					1.2.1	<b>320050</b> An improved labour migration regime	

\* The individuals, groups, or organizations the programme directly works with, which can be beyond the tripartite constituents. It also includes other important “agents of change.”