



**Final Evaluation of
Promoting Fundamental
Principles and Rights
at Work in Jordan
JOR/07/03/M/SPA**

Submitted by
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1 Evaluation: Fundamental Principles and Rights at Work, Jordan

Quick Facts

Countries: Jordan

Final Evaluation: October - November 2010

Mode of Evaluation: Independent

Technical Area: Fundamental Principles and Rights at Work

Evaluation Management: ILO/ROAS

Evaluation Team: György Simonics

Project Start: 1 September 2007

Project End: 31 August 2010

Project Code: JOR/07/03/M/SPA

Donor: Spain (USD1,542,857)

Keywords: Declaration, Social Dialogue, Labour Administration, Labour Inspection, Labour Law, Employers organisation, Workers' organisation

Background & Context

Summary of the project purpose, logic and structure

- During the last two decades Jordan has taken important steps to reform its economy, and accordingly set out a comprehensive reform agenda with the aim of building a modern country with substantial potential for growth and prosperity, political inclusion and social stability.
- The reform agenda was implemented through plans and targeted results, including the Social and Economic Transformation Program (2002-04) and the Social and Economic Development Plan (2004-06). Further reforms are being pursued through the National Agenda. *Inter alia* its priorities include employment, social protection and elimination of poverty. It is aimed at an improvement in standards of living and the guarantee of social welfare. It sets challenging targets to be realized over the coming decade, among which are: achieving valuable growth in GDP, the creation of income-generating opportunities for Jordanians, reducing public debt, increasing national savings, and reducing unemployment.
- The Fundamental Principles and Rights at Work (FPRW) project now under review was launched in a period that witnessed the initial results of Jordan's development

efforts to unlocking the growth potential and transforming the country from an economy driven by primary goods into an investment-driven and knowledge-based economy.

- The project was promoting adequate mechanisms and institutions for respecting the fundamental principles and for a genuine social dialogue to take place and, in line with the national agenda, organised the participation of workers and employers in defining economic social policies and hence improve social, economic and political stability in order to attract more investment. This work was embedded in three Immediate Objectives: 1) A more effective labour administration enforcement mechanism in place; 2) Sustainable and effective dialogue and dispute settlement mechanism established; 3) Sound employers' and workers' organisations more capable of representing the interests of their constituency. The strategy assumed that if a more effective labour administration enforcement mechanism is in place and sustainable and effective social dialogue and dispute settlement mechanisms are established that benefit from sound employers' and workers' organizations which are more capable of representing the interests of their constituency, then the project will have contributed to bringing about a strengthened labour relations environment that is needed for economic development and social stability in Jordan.
- Main means of action being direct support to labour inspectors by in-depth training, promotion of the reform of the labour law to make it compatible with ILO standards; institution building to strengthen the Ministry of Labour; bring about conditions to establish a Jordanian ECOSOC; encourage social dialogue through Tripartite National Committee on Labour Affairs; strengthen employers' and workers' organisations to be active partners in collective bargaining, and help the government, among others, to ratify Convention No.87 on freedom of association and protection of the right to organize; and build partnership with media to make ILO basic principles and rights at work better known. Project operations covered the Kingdom of Jordan. Key project activities took place in Amman, Aqaba, Irbid and Zarka. During its 36 months duration the project was managed by two CTAs and one National Project Manager. Backstopping was provided by ILO/ROAS and ILO/HQ/Declaration.

Present situation of project

- The project was terminated the 31 August 2010. Some activities are awaiting for accomplishment, e.g, a Forum for Labour Inspectors that would synthesize the results of a two years work dedicated to capacity building; the development of a national labour inspection strategy and sector-specific guidelines for labour inspectors; model sector-based collective agreements; intensive radio and TV campaign to demonstrate the project's achievements, promote social dialogue and enable the general public to learn about national legislation, ILO conventions and basic principles and rights at work.

Purpose, scope and clients of the evaluation

- The **purpose** (see ANNEX I) of the final evaluation was to determine the extent to which the Project has achieved its stated objectives; met the needs of the stakeholders;

the implementation status, the Project management; the achievements and priorities in contributing to DWCP Jordan immediate outcome; synergies in supporting other ILO projects in Jordan; the impact in terms of sustained improvements achieved and long term benefits to target groups; recommendations on how to build on the achievements of the Project and ensure that they are sustained by the relevant stakeholders as well as identify results that could be emulated in other projects; and document lessons learned, success stories, and good practice in order to maximize the experiences gained.

Scope

- The TOR required that the evaluation look at all activities implemented from September 2007 to August 2010. In particular, it should examine the impact of project activities on establishing a more effective labour administration mechanism and, establishing a sustainable and effective collective bargaining and social dialogue and dispute settlement mechanism, including: development effectiveness; resource efficiency; impact; relevance; sustainability; partnerships; lessons learned and good practice.

Clients of the evaluation

- The primary clients of the evaluation are the ILO and the donor (AECID) of the project. Secondary clients include other units within the ILO that may indirectly benefit from the knowledge generated by the evaluation, as well as project beneficiaries and partners.

Methodology of evaluation

- Data collection started by reviewing project-related documentation handed over to the evaluator by ILO/ROAS and ILO/HQ/Declaration. It was completed by a six-day mission to Amman with a view to consulting and interviewing the beneficiaries of the project. A total of forty-seven persons were met and their views on the project were sought through dedicated questionnaires and personal interviews. A focus group discussion completed the identification of the impact of the training on the work of labour inspectors. The field mission was completed by a debriefing session addressing the preliminary findings of the evaluation attended by twenty-one persons, representing the stakeholders. The evaluation was constrained by the fact that no project staff was available and the project documentation found was badly organised and incomplete. These lacunae had to be bridged by consulting as many knowledgeable persons as possible.

Main Findings & Conclusions

- Activities related to capacity building to the MoL gained top priority in the FPRW project. This component constituted a massive and in-depth training of labour inspectors. In some two years the project trained all the inspectors and delivered a labour inspection capacity that could be considered as an example to be followed by neighboring countries. These activities were carried out in close collaboration with the MoL and the social partners and fit perfectly in the Mol's Strategic Plan. However,

the project terminated before it could organize a planned Forum that could have demonstrated the project's results to experts inside and outside Jordan.

- Activities focusing on strengthening social dialogue and dispute settlement aimed at the establishment of two important institutions, i.e. the Economic and Social Council (ESC) and the National Tripartite Advisory Committee on Labour Affairs (NTC). In this regard to project continued the work initiated by the previous SD project. Regarding the ESC the project focused on convincing the national partners to officially establish the Council and organized a study tour to enable its members to gain experience with other ECOSOC bodies in developed countries. The outcome of the project's years' work on the ESC materialized in August 2009 when the Council held its first session, and by now it has a staff of 20 people, and 44 members representing the government, the social partners and the civil society, it has its own budget, reporting system, and regulations.
- Progress was achieved also on the National Tripartite Advisory Committee on Labour Affairs that was expected to be the second major entity providing for regular dialogue among the tripartite partners. The NTC was officially approved and announced on 27/5/2007, the 18 members of the Committee were nominated and approved by the Cabinet on 18/9/2007; a first meeting took place between the NTC and the Minister of Labour in January 2008 its structure was adopted and a bylaw was issued, still waiting for the Cabinet's approval. In July 2010 the approval of the NTC was included in the labour law and the regulation on its organization and functioning was approved. The first regular meeting was scheduled to October 2010 but postponed because of the national elections. Most probably the NTC has to wait until the new parliament and the new government are set up. Although all this required permanent efforts by the project but it is fair to point out that most of the work was done by the previous project. Within available time the project has achieved what it could. In case of an extension of the project, however, in collaboration with the social partners, work should continue to ensure the regular functioning of the NTC.
- In September 2009 the reformed Labour Code was sent to the Parliament for adoption. The amendments submitted by the MoL also include some of the items proposed by the project. Nevertheless, further work would be needed to make the Labour Code fully compatible with relevant ILO standards.
- Another positive outcome materialized in July 2010 when the MoL announced collective bargaining as an organizing principle of the labour market. This decision would give a lot to do for the eventually extended project, which has already shown its potentials by developing a model collective agreement for the electricity sector. Progress was also made for collective agreement in the food industry and port in Aqaba. The work on sectoral collective agreements could not be finished because the project was terminated.
- The project was deemed by all the stakeholders as a most successful one, which not only helped the government to have an improved labour inspectorate, but ensured that the social partners have modalities to communicate and dialogue with one another. Last but not least it has achieved that not only organizations close to labour matters

became familiar with ILO principles and standards but also the wider public. Many of the results have the tendency to sustain while others may fade away due to lack of local resources or expertise.

- External factors e.g. the government's own priorities, the relative weakness of the social partners and the frequent change in project management, as well as the time foreseen that turned out to be too short for the accomplishment of every element of the work plan, all have contributed to a performance deficit. Indeed it could not be foreseen and reduced to nil by even the best contingency plan. The project has made significant progress towards its objectives but did not fully achieve them. The full achievement was beyond the project's control. In summary, the project has produced substantial and important benefits for project beneficiaries.

Recommendations & Lessons Learned

- The following statement made in the independent evaluation of the social dialogue project also applies to the FPRW project that is "the project has produced substantial and important benefits for project beneficiaries." However, the important benefits are still vulnerable and in need for consolidation and on top of that there is an urgent need to take advantages of the momentum and fully meet the needs identified by the project. The development of a new project would take some time and it is not probable that it could take off before June 2011. However, a part of the outstanding activities, e.g. Forum for Labour Inspections, study tours for the members of ESC, for instance, could be financed as bridging measures from the savings achieved on the FPRW project and implemented until the new project kicks off.

Recommendations regarding a new project

- Regarding the rest of the activities to be completed as well as new ones to meet the additional needs of the MoL and those of the social partners, it is recommended that a new project be developed capitalizing on the achievements of the FPRW project thereby *de facto* constituting its extension. Therefore, every effort should be made to identify additional sources of funding in order to allow the new project to operate for at least 24 months.
- It is recommended that the project partners officially request the extension of the project (or a new project), submitting such a request to the ILO. This proposal is in line with 96% of the stakeholders met which agreed that there should be another phase of the project to consolidate the results. In accordance with their views the extension phase should focus on helping the process of collective bargaining, further capacity building to the MoL, and the ESC, keep an operational NTC and the labour law reform on the agenda and continue to strengthen the employers and workers organizations which are the front fighters in pressing the government to ratify ILO Convention No. 87. ILO/HQ and ILO/ROAS should be able to assist in the development of such a project. The design of the new project should reflect the established ILO project design format and give consideration to the following recommendations, as appropriate:
- Both the project design and its management and execution should provide for gender mainstreaming in all project operations, including those on sectoral collective

agreements, with a view to ensuring that women share equal opportunities and treatment.

- It is recommended that the project change its priorities and focus, in harmony with the MoL's decision on the promotion of sector-based collective bargaining. This would significantly help the organisation of the labour market to negotiate collective agreements. In doing so the project should not lose sight of the fact that most collective agreements have been concluded at the enterprise level.

Recommendations regarding the MoL

- The project should continue to assist the MoL and refine the labour inspectorate's capacity by:
 - organising the planned Forum, (if it is not done in the transitional period)
 - developing a national labour inspection strategy;
 - develop practical inspection guides for the different sectors, including those covering forced labour, child labour, domestic and agricultural workers, occupational safety and health, dispute settlement including choices; how to promote collective bargaining; how to get prepared to potential industrial conflicts. Remark: These activities would be put on a more solid basis, if the MoL complete the long-awaited database on labour inspections.
 - Provide continuous assistance in enabling the GoJ to bring its national labour legislation in harmony with the international standards, particularly with ILO Convention No. 87, as suggested by the ILO legal experts.

Recommendations regarding the entities providing for social and tripartite dialogue:

- the project should assist the ESC to become a truly tripartite plus forum, including the provision of opportunities to build contacts with other countries' ECOSOC bodies; (if the latter is not done in the transitional period);
- promote the NTC to help it become a valued advisory body;

Recommendations regarding the social partners and civil society:

- the project should continue to strengthen the employers' and workers' organisations to become true partners in collective bargaining (through training, guidance, meetings, etc) and enable them to give more help to the government to ratify ILO Conventions No. 87 and No. 154 on collective bargaining.
- Further develop a strong media component to finish the anticipated radio and TV programmes;
- enlarge the target group to include parliamentarians, judges, lawyers, and journalists to promote the rule of law, fundamental rights and the culture of dialogue.

Recommendations regarding management of technical assistance

- The ILO/HQ and ILO/ROAS should work out an organized, transparent and accountable support strategy to projects/programmes that integrate the collaboration of more than one unit.

- ILO/ROAS should examine current rules and operational modalities with a view to arriving at appropriate conclusions and striking a balance between adherence to the application of general administrative and financial rules and effective and efficient project operations.

Important lessons learned

- In an environment that is ignorant regarding FPRW and social dialogue, the international labour standards and collective bargaining, freedom of association, the media may come in as an important transmission belt in reaching out for many more people than any project can do. A media component appears to be a must for all the projects of this type.
- Projects may achieve considerable multiplier effects if capacity building activities focus on institutions, such as labour inspectorate.
- The regular involvement of project partners in planning and implementation of jointly devised activities secures the development of national ownership of project activities and facilitates the sustainability of the results and outcome.
- In countries that have not ratified core ILO conventions the project may count upon a strong support of the trade unions. In case of new ratification of ILO conventions there may be a need for training the recipients in the implementation of the ratified conventions.
- The effectiveness of collective agreements depends on the availability of national experts on human capital management, productivity and health and safety.
- The project succeeded in spreading the concept of social dialogue throughout the society because it targeted and closely collaborated with the three social partners, the government, employers and workers, as well as involved the media, the academics, university students, lawyers, judges and other NGOs representatives.
- Technical assistance offered in the field of social dialogue and FPRW should be planned for a longer period of time, possibly in the form of a programme rather than projects, to allow for the generation of lasting results and impact.
- The establishment of tripartite bodies and institutions for social dialogue in an environment where all these modalities are unknown requires careful preparation and a lot of patience and a permanent involvement of the stakeholders in project planning and execution.
- When it comes to ignorance to be turned into knowledge and changing attitudes and values, project staff speaking the language of the beneficiaries stands a better chance to succeed.

- Project management fully conversant with and abiding to established ILO administrative rules and financial procedures can secure prompt backstopping and thereby increase productivity and efficiency.

Acronyms and Abbreviations

ACI	Amman Chamber of Commerce
AP	Action plan
CC	Chambers of Commerce
CP	Country program
CPE	Country programme evaluation
CTA	Chief technical advisor
DECLARATION	Programme for the promotion of the ILO Declaration on Fundamental Principles and Rights at Work
DIALOGUE	Industrial and Employment Relations Department (ILO)
DLI	Department of Labour Inspection (Jordan)
DWCPJ	Decent Work Country Programme, Jordan
DO	Development Objective
ESC	Economic and Social Council, Jordan
EVAL	ILO Evaluation Unit
FDI	Foreign Direct Investment
FTA	Free Trade Agreement
GDP	Gross Domestic Product
GFJTU	General Federation of Jordanian Trade Unions
GoJ	Government of Jordan
HECC	Higher Economic Consultative Council
HQ	Headquarters
ICFTU	International Confederation of Free Trade Unions
ILO	International Labour Organization
ILS	International Labour Standards
IO	Immediate Objective
IOE	International Organisation of Employers
JCI	Jordan Chamber of Industry
JGATE	Jordan Garments, Accessories, & Textiles Exporters' Association
JD	Jordanian Dinar
Mol	Ministry of Labour
NCHR	National Centre for Human Rights
NTC	National Tripartite Advisory Committee on Labour Affairs
QIZ	Qualified Industrial Zones
ROAS	Regional Office for the Arab States
SPA	Spanish Government
TOR	Terms of reference
USDOL	United States Department of Labour
WTO	World Trade Organisation

2 Background

- During the last two decades Jordan has taken important steps to reform its economy, and accordingly set out a comprehensive reform agenda with the aim of building a modern country with substantial potential for growth and prosperity, political inclusion and social stability. The project under review was launched in a period that witnessed the initial results of Jordan's development efforts to unlocking the growth potential and transforming the country from an economy driven by primary goods into an investment-driven and knowledge-based economy. Jordan has never nationalized businesses, seized private assets without compensation, or implemented a central planning system. But although the economic system was as liberal and market oriented as those of many developed countries, the government continues to play a significant economic role, both in development planning and as a sponsor. Trade liberalization, privatization of the state-owned enterprises, structural and institutional reforms, as well as a sound monetary and exchange rate policy stimulated high growth rates of both nominal and per capita GDP.
- However, as one of the most open economies in the Middle East, Jordan has also been adversely affected by the global and regional economic slowdown. By most recent data, Jordan's GDP growth and foreign assistance to the government have been depressed thereby hampering its efforts to cope with the large budget deficit. Export-oriented sectors such as manufacturing, mining and the transport of re-exports have been hit the hardest. Amman is considering measures, e.g. tax cuts, to attract foreign direct investment (FDI) and stimulate domestic growth, and the government has guaranteed bank deposits through 2010. Jordan's financial sector has been relatively isolated from the international financial crisis because of its limited exposure to overseas capital markets. Jordan is currently exploring nuclear power generation to forestall energy shortfalls. The first research nuclear reactor is expected to become operational in 2014.
- The reform agenda was implemented through plans and targeted results, including the Social and Economic Transformation Program (2002-04) and the Social and Economic Development Plan (2004-06). Further reforms are being pursued through the National Agenda, which was developed in 2006 by a national committee comprised of 26 representatives from the government, parliament, civil society, the private sector, media, and political parties, and thus reflecting a national consensus on the aspiration and ambitions of Jordanians. *Inter alia* its priorities include employment, social protection and elimination of poverty. It is aimed at an improvement in standards of living and the guarantee of social welfare. It sets challenging targets to be realized over the coming decade, among which are: achieving valuable growth in GDP, the creation of income-generating opportunities for Jordanians, reducing public debt, increasing national savings, and reducing unemployment.

- Under the National Agenda, Jordan's socio economic development will be undertaken over three consecutive phases, each with a distinct focus. The first phase (2007-2012) focuses on creating employment opportunities by promoting export-oriented, labour-intensive industries, education, infrastructure and legislation regulating political life. The second phase (2013-17) focuses on gradually upgrading and strengthening the industrial base, and preparing the ground for the development of high value-added sectors in the knowledge economy. The third phase (2018 onward) will focus involving selected economic sectors in the knowledge economy.
- Changes in macroeconomic policies and structural reforms over the last decade have led to transforming the economy and making it more export-oriented with an increasing role for the private sector. However, unemployment remained high, estimated at around 12.5% in 2006 (est. for 2010, 14%, unofficial rate could be higher, exceeding 20%). The labour market was unable to absorb new entrants in sufficient number, particularly the young educated Jordanians, mainly due to the mismatch between labour supply and demand. Despite the unemployment challenge of youth and graduates, the Jordanian labour market is characterized by a high percentage of migrant workers numbering (figures are oscillating between 335,707 (2009) registered workers¹ and the many more unregistered. Some sources estimate the number of migrant workers to be between 700,000 and 1,000,000 working mainly in the construction, textiles, services and agricultural sectors. This uncertainty with statistics has also been noted by and reflected in a recent IMF recommendation, asking for further improvement of the coverage, quality, and timeliness of economic statistics, particularly for labour and property markets, which would support policy formation and economic monitoring.
- The government announced plans to better control the influx of migrants and workers' organisations were calling for better salaries, insurance provision and other incentives to encourage Jordanians to take up jobs that many turn away from. As of 1 January 2008 the government raised the minimum monthly wage to JD150, which often does not apply to non-Jordanian workers. In general though, employment policy and employment institutions dealing with the management of the labour market remain weak and unable to respond effectively to the challenges.

3 Description of the Project

- Since 2007, the Spanish Agency for International Cooperation (AECID) has funded and the ILO has implemented the "Promoting Fundamental Principles and Rights at Work in Jordan" project. The FPRW project was planned to be executed between 1 March 2007 and 31 August 2010². The project was budgeted € 1,000,000.

¹ Number of registered migrant workers by sector: 89772 (Agriculture); 2390 (Mining); 66916 (Industry); 418 (Electricity); 38303 (Construction); 45263 (Commerce, Hotel, Restaurant); 2548 (Transport); 4286 (Business) and 85811 (private domestic services)

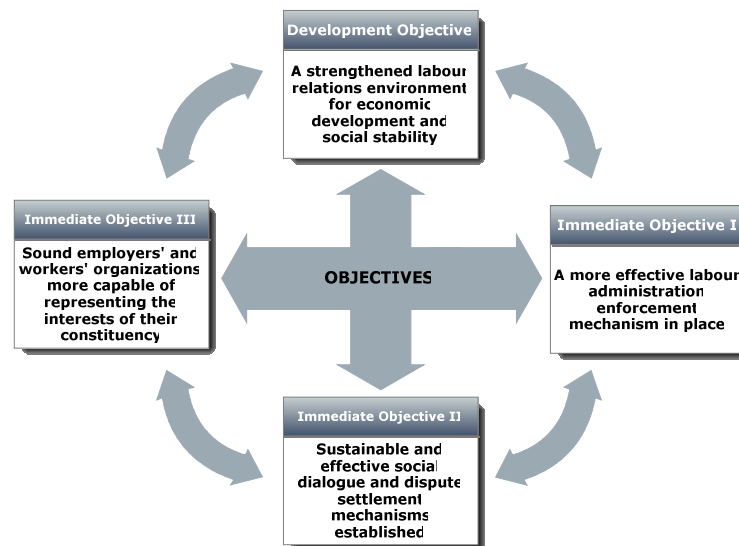
² Revised date, originally it was planned to be completed by 31 August 2009

- The Project has chosen a strategy that built on the needs, achievements and willingness of the government and the social partners (workers' and employers organisations) to further the reform agenda. In doing so it has benefited from the results of previous ILO technical assistance. More particularly, it continued and built on a USDOL-funded ILO project, (SD project) entitled "Strengthening the social partners' capacity for promotion of social dialogue in Jordan", that started in 2002 but ran in full capacity between December 2003 and December 2006. Although it has never been declared as Phase I of the FPRW project, still it is considered by many as such and many of the interviewed persons mentioned the FPRW project as a social dialogue project.
- Therefore, the FPRW project under review did not have to start from scratch but built on the following results generated by the previous SD project, e.g.
 - the promotion of an adequate legal framework which included the establishment of a National Tripartite Committee, with representatives of government, employers' organizations and trade unions, to which a wider stakeholder group with a relevant interest in labour relations issues was added with the agreement of the existing members;
 - also within the legal framework, the acceptance for both a gap analysis of the differences between Jordanian legislation and that which would be closer to compliance with ILO standards and also making of proposals for legislation which were agreed to by the tripartite group;
 - the substantial amount of time, resources and promotional work devoted to seeking to develop a Economic and Social Council which was meant to operate at a national Jordanian level;
 - additional capacities of the government and the social partners that were developed and consolidated to use social dialogue in reforming Jordan's labour law. This work went hand in hand with the national partners and in July 2008, the Government amended the labour code to include extension of coverage to agricultural and domestic workers. During 2010 the Labour Law was amended to remove the prohibition on non-Jordanian workers joining existing trade unions. These and other amendments to the Labour Law were approved by the Cabinet, although these changes are pending ratification by the new Parliament of Jordan, once it is elected.
 - Towards the end of the project a series of focused training sessions were organized on a range of subjects relevant to the labour inspectors, which were assessed very positively by the labour inspector participants and those who come into contact with the labour inspectorate on a regular basis.
- However, the major achievements of the SD project could not fully materialize for various reasons embedded in the environment, e.g. the amended Labour Code was not adopted and the promoted tripartite structures (ESC and the National Tripartite Committee) did not start functioning. In this regard the USDOL-funded project carried out important activities and produced important outputs but could not achieve these objectives since their achievement was not only beyond its control but the time set out for their achievement was underestimated. Those changes in law, the tripartite institutions and appropriate government structures up and running could be achieved if there were continued efforts and systematic activities enabling the partners to fully accept and support them. The environment became more receptive when the Government committed itself to a long-term comprehensive strategy to enhance

labour administration and labour law compliance nationwide, and to becoming a model of labour compliance in the region. At that favourable momentum took off the FPRW project.

- Therefore, in order no to lose the momentum created by the SD project, continuation became a top priority. In three months the ILO developed a new project and found an alternative funding partner in the Spanish Agency for International Cooperation (AECID). In addition to that, with the help of bridge-funding grant from the local AECID Office, ILO’s allocation of regular budget funds and JD 25,000 by the GoJ, for keeping ILO personnel in the interim, the effort to maintain tripartism and social dialogue in Jordan was saved. The new FPRW project was approved in March 2007 and became operational in September 2007. During the transition period (run by the CTA of the previous SD project) the FPRW project focused on activities to further encourage the GoJ to establish the National Tripartite Advisory Committee and the ESC as well as develop a global approach concerning the promotion of a sound and efficient labour inspection system in Jordan.
- Keeping in line with the previous SD project’s accomplishments on the one hand and recognizing the upcoming urgent needs for improvements in the system of labour administration and inspection the FPRW project to set out the following objectives as illustrated below in Table 1:

Table 1

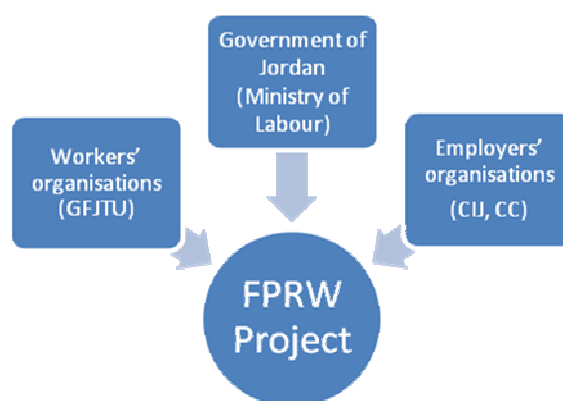


- These three immediate objectives: 1. “A more effective labour administration enforcement mechanism in place”; 2. “Sustainable and effective social dialogue and dispute settlement mechanism established” and 3. “Sound employers’ and workers’ organizations more capable of representing the interests of their constituency” were in line with the intention to keep contributing to Jordan’s national development priorities and take advantages of the current government’s emphasis on broadening the participation of social partners in the decision making process.

- The strategy chosen continued to cover a broad area that included capacity building to government agencies and the social partners, direct support to the Labour Inspectors and awareness creation through training and the media to bring about an enabling environment.
- More specifically, the FPRW project' strategy built on the achievements of the previous SD project and to a large extent followed its strategy that had proved to be successful. In other words, by increasing the capacity of the MoL and its Labour Inspectors as well as that of the social partners in terms of knowledge and skills related to applying the fundamental principles and rights at work, preventing industrial conflicts through dialogue, conciliation and collective bargaining, it is expected that: (a) labour laws will be amended, adopted and reflect more the ILO standards; (b) labour administration will be more effective and transparent, i.e., inspection visits will be more valuable and inspectors will play a role in dispute prevention; (c) a national level tripartite mechanism for social dialogue will be established and used; (d) collective bargaining will be employed more frequently and effectively at the sectoral and enterprise levels. If each of these results are realized, the project will contribute to Jordan's improved labour relations environment that is needed for its economic development and social stability.
- In implementing this strategy the project focused on a massive training of labour inspectors, promoted the adoption of the revised labour code and the functioning of tripartite bodies, made the ILO and social dialogue better known as well as laid down the groundwork for regulating the labour market through collective agreements.

3.1 Institutional framework

The project's main institutional partners can be illustrated as follows:

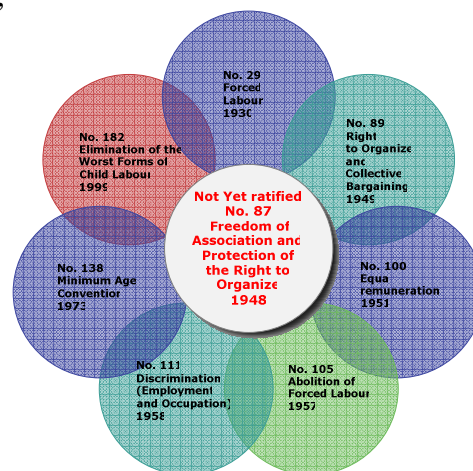


- The Ministry of Labour (MoL), one of the project's three main national partners, organizes the labour market in a way that improves job opportunities for Jordanian citizens; enforces national labour legislation, regulates the affairs related to migrant labour, protects Jordanians working abroad, etc. In response to the National Agenda, the MoL, adopted its Strategic Plan and Executive Programme (2009-2011).

- In implementing the programme it follows a three-pillar approach: (I) improving working conditions through enforcement and compliance assistance, (II) enhancing institutional capacity, and (III) increasing employment opportunities for Jordanians. The GoJ took seriously the problems reported in May 2006 by the National Labour Committee (NLC), a human rights advocacy group based in New York. As a first step towards increasing the Government's institutional capacity, the MoL has restructured its 14 departments into only five and is continuing to work with the European Union (EU) on reforming the entire Ministry. The MoL's budget has been significantly increased. In addition, the MoL is collaborating with multiple-domestic stakeholders, the ILO and others to develop multiple training courses for inspectors and administrators, who play a crucial role in the effort to bring labour compliance in Jordan to international standards. To complement these efforts, the Government, with support from the ILO, has established a new National Training Centre for Labour Inspectors. The MoL feels true owner of all externally funded projects and the FPRW project is no exception to that. The FPRW project continued to benefit from the MoL's support and at the same time demonstrated to it the value of consultations and dialogue as a practicable alternative to authoritarian decisions.
- Being a project based on tripartism, it has involved the social partners of the government in project activities. On the workers' side, the main social partner is the General Federation of Jordanian Trade Unions (GFJTU, 1954) that is affiliated to the ICFTU (International Confederation of Free Trade Unions) has about 200,000 affiliated men and women workers from 17 sectoral trade unions (the agricultural branch is excluded). The main branches are operating in the transport and mechanic; tourism; textile; alimentary; mining; construction and petrochemical sectors. The presence of trade unions at the enterprise level is very weak. Workers' committees exist mainly in the mining, construction, alimentary and transport enterprises. Moreover, trade union committees at the enterprise level are not present within the Qualified Industrial Zones (QIZ).
- The participation of trade unions in the social and economic development of Jordan has been very limited, as has their contribution to discussions on training, social security, minimum wage, dismissal of workers for economic reasons, labour law, collective bargaining and collective labour disputes. The project has been organized in such a manner that enabled the unions' to present and carry opinions, views and ideas on a wide range of issues, e.g. labour law, labour administration, labour inspection, dispute prevention and settlement, collective bargaining, etc.
- Employers' organisations have gradually become interested and partners in collaborating with the project in its drive to achieving its objectives. The main active employers' organizations are the following: The Jordanian Chamber of Industry - JCI (formerly called Amman Chamber of Industry, ACI, 1962), is a non-profit organization representing the Jordanian Industrial Sector (15,000 enterprises employing some 182,000 employees). The JCI participates in the development of national economic policy through its representation in main institutions including the Higher Economic Consultative Council (HECC), the Industrial Estates Corporation, the Social Security Corporation, the Vocational Training, and the Jordanian Industrial Development Bank. The JCI now includes the Zarka Chamber of Industry and the

Irbid Chamber of Industry, 1998 that are also non-profit organizations representing the industrial sector in their respective zones. The two chambers are represented on the economic board of other institutions based within their respective regions.

- The trade and service sectors' employers are represented by the Jordan Chambers of Commerce (JCC, 1955) that has fifteen local chambers of commerce with some 70,000 members from the commerce, services, banking and insurance sectors. It contributes to the formulation of social and economic policy and programmes related to trade and service sectors. For the time being there are no formal discussions on establishing a federation of employers' organizations, which would be a major step in addressing the need to strengthen and institutionalize employers' organizations at the national level, to enhance their capacities to represent employers, to negotiate collective bargaining agreements and participate constructively in the political and economic development of Jordan.
- Regarding the legal framework of the project, Jordan has ratified seven of the ILO's eight core conventions,



the exception being Convention 87, *Freedom of Association and Protection of the Right to Organize*. The Labour Law of 1996, could not foresee and include provisions that adequately address the rapidly changing labour market situation. Regarding the social partners, the Eleventh Chapter of the Law spells out the main regulations related to trade union and employers associations. Article 98 states that “the association shall be established by founders whose number shall not be less than fifty of those working in the same occupation or similar occupations or those related to each other in the same production“.

- Article 108 stipulates that “the employers in any occupation may establish employers association for them to safeguard their vocational interests in relation to the execution of the provisions of this law. The employers association shall be established by founders not less than thirty of the employers of the same occupation, similar occupations, related occupations, or common occupations in the same production, the employer in any occupation shall have the right to join the employers association representing his occupation or refrain from that.”

- The Minister may issue a decision classifying professions and industries whose employees shall have the right to establish a Union and that is in agreement with the General Federation of the Labour Unions. The Labour Law states the regulations related to the objectives of the Unions, the Internal Regulations, the registration procedures, financial and budget provisions. Article 108 also stipulated that “the founder of any association of the employers associations and trade unions and the membership applicant ... shall be Jordanian”.
- The non-conformity of some of the labour law provisions with the ILO Conventions particularly No. 87 related to Freedom of Association and Protection of the Right to Organize (1948), was recognized, and the social partners through the SD project, prepared a set of recommendations for labour law reform to bring it into conformity with the ILO core Conventions and fundamental principles.

4 Purpose, Scope and the Clients of the Evaluation

4.1 The **purpose** of the final evaluation was clearly defined in the TOR (see ANNEX I) provided to the evaluator by ILO/ROAS.

The following comprehensive list of purposes was established:

- Determine if the Project has achieved its stated objectives and explain why/why not
- Identify needs that may not have been addressed or fully met and the reasons why
- Determine the implementation status of the Project, the Project management, the timeliness as well as the performance monitoring
- Assess the Project’s achievements and priorities in contributing to DWCP Jordan immediate outcome
- Assess the Project’s achievements and synergies in supporting other ILO projects in Jordan (i.e. Better Work Jordan, Forced Labour and Trafficking, Gender Equality).
- Determine the impact of the Project in terms of sustained improvements achieved and long term benefits to target groups,
- Provide recommendations on how to build on the achievements of the Project and ensure that is sustained by the relevant stakeholders as well as identify results that could be emulated in other projects
- Document lessons learned, success stories, and good practice in order to maximize the experiences gained. The evaluation should take into consideration the project duration, existing resources and political environmental constraints.

4.2 Scope

- The TOR required that the evaluation look at all activities implemented from September 2007 to August 2010. In particular, it should examine the impact of project activities on establishing a more effective labour administration mechanism and, establishing a sustainable and effective collective bargaining and social dialogue and dispute settlement mechanism, including:
 - **Development Effectiveness:** The extent to which the Project's objectives and intended results were achieved
 - **Resource Efficiency:** The extent with which resources were economically converted into results, including mention of alternative more cost-effective strategies when applicable
 - **Impact:** Positive and negative, intended and unintended long-term effects
 - **Relevance:** The extent to which Project interventions met beneficiary requirements, country needs, global priorities and partners' and donors' policies
 - **Sustainability:** The immediate benefits and probability of continued long-term benefits after the Project has ended
 - **Partnerships:** The extent to which the Project's stakeholders absorbed capacity to address social dialogue, labour reform and inspection issues
 - **Lessons Learned and Good Practice:** Good practices identified by the Project, key lessons learned from project implementation, and recommendations for similar programmes/projects.

4.3 Clients of the evaluation

- The primary clients of the evaluation are the ILO Regional Office for Arab States (Beirut), and ILO DECLARATION in Geneva as well as the donor, (AECID) of the project. Secondary clients include other units within the ILO that may indirectly benefit from the knowledge generated by the evaluation, as well as project beneficiaries and partners.

5 Methodology applied

- In accordance with established procedures the project document provided for two evaluations, the first one would have been a mid-term evaluation (did not take place) and the second one, a final independent evaluation, was planned to be conducted one month before the project's end date, i.e. end of August 2010. Due to operational and programming reasons this evaluation took place some two months after the project was completed, just in time to allow for full consideration by ILO HQ and ILO/ROAS before a decision is taken on a possible new project proposal (third phase). It is a *de facto* completed project, with no active staff on site and documentation that leaves a lot to desire. This is the context in which this final evaluation was conducted by taking a snapshot of the project as it looked in October –November 2010.

5.1 Preparations

- Before the field visit to project sites took place, the evaluator had had several meetings

with knowledgeable ILO staff of the project at the Headquarters of the International Labour Office, e.g. at the DECLARATION, DIALOGUE, LAB/ADMIN and EVAL programmes, with ILO/ROAS representative on mission in Geneva and correspondence with the Regional Monitoring and Evaluation Advisor³. As a result of these meetings and frequent correspondence by e-mail with ROAS, a common understanding was achieved between the evaluator, and the commissioners of the evaluation regarding the project background, the status of the project, the priority evaluation questions for inclusion in the final TOR of the evaluation, the available data sources and data collection instruments, the status of evaluation logistics, roles and responsibilities of the evaluator and different implementation aspects of the project.

- These meetings made it clear that the status of the achievements of the project in the course of the reform of the labour law in Jordan and the project's expected contribution to provide for its complete conformity with the international labour standards; the sustainability of the structures/capacities (ESC, NTC, Labour Inspectorate) brought about; the national ownership over project results and outcomes; the further development of tripartism through strengthened employers' and workers' organizations as well as the project's synergies with other ILO projects in Jordan were among the priority issues to be looked into in the final evaluation.

5.2 Data collection and analysis

This work started at ILO/HQ. The evaluator has reviewed all the documents made available to him by ILO/ROAS, DECLARATION and what was left over by the project at the project site:

- Project Document
- Progress Reports covering the periods 2008, 2009 and 2010 and a technical evaluation of its last period between January to August 2010
- Proposal for extension until the end of 2010 and related Work plan
- Strengthening The Social Partners Capacity For Promotion Of Social Dialogue In Jordan – Final Evaluation, February 2007
- Report on the Independent Evaluation of the ILO's Country Programme for the Hashemite Kingdom of Jordan: 2002-2007
- Work plans between 2008 and 2010, training materials between 2008 and 2010 and some mission reports.

5.3 Field mission

- The one-member evaluation team consisted of György Simonics, independent consultant (the evaluator). Mr Wael Issa (ILO/HQ) participated in part of the field visit as a resource person. He was present at most of the individual and group interviews, although on occasions Mr Issa left the meeting room to allow for discussion of the role of the ILO/HQ in the project. Mr Issa was not present at the interviews with any of the project staff and the donor's representative. The evaluator

³ See ANNEX II for list of persons interviewed

conducted each interview. Mr. Issa kindly served as interpreter during the interviews where this was necessary and provided introductions to the evaluation. Ms Laetitia Weibel, Regional Monitoring and Evaluation Officer, ILO/ROAS and a national consultant, Ms. Hind Ben Ammar (ex-national consultant of the project) ensured all logistics for the visit and arranged all interviews and meetings, collected data and information and she was also invaluable as an interpreter.

- Fieldwork was conducted from 23 to 28 October 2010 in Amman, Jordan. Prior to the field mission all targeted stakeholders received an evaluation form for completion aimed at sensitizing the stakeholders and sounding out their views on salient aspects of the project prior to the personal interviews. All interviews were guided by dedicated evaluation questionnaires tailored to the different groups of interviewees (see ANNEX IV for all forms and questionnaires used). A total of 27 questionnaires were filled in and two replies arrived in writing. The summary of the stakeholders' answers are integrated into the appropriate evaluation concerns. All interviews and meetings were held in the capital, at either the project office or the offices of the interviewees. At the end of the fieldwork the evaluator had identified additional information and materials required for completion of the review. A list was prepared and sent to ROAS and the national expert assisting the evaluator. Answers to most questions were forwarded to the evaluator in the course of November 2010.
- The evaluation was as participatory and user-friendly as possible. A balanced group of stakeholders was selected by ILO ROAS that included both those who were in favor of the project and also those who have negative opinion. Focus group discussions were organized with the participation of eleven labour inspectors based on dedicated evaluation questions (ANNEX IV). Through such an approach the stakeholders had the opportunity to be fully involved and share responsibilities for the evaluation findings, conclusions, recommendations and lessons learned. The personal interviews helped generating new ideas and encouraged the stakeholders to have new answers, responding to newly identified needs and to further developing ownership of the outcome of the project. This approach also provided opportunity to a deeper understanding of the project from the users' point of view and helped to find out if the users were satisfied with project results, which is a main condition to the relevance of the project.
- Interviews with the following groups of people were conducted:
 - ILO Staff in Geneva and Beirut and ex-project staff in Amman, and national collaborators of the project;
 - Workers' (GFJTU) and employers' (JCI) representatives;
 - Ministry of Labour staff, including labour inspectors, the Jordanian ESC, and people who have participated in or benefited from project activities;
 - Civil society and journalists, who have worked with the project, have received training or are familiar with the project activities;
 - 11 labour inspectors who received intensive training from the project;
 - Representatives of the Better Work Jordan project, the UNDP and the donor government, the AECID.

- Answers were sought for during the interviews to as many questions as possible. Some questions, however, could not be fully explored for lacking time, which was curtailed by the time needed for interpretation. Additional information was requested from the project partners after the interview session and data were collected by the National Expert of the evaluation.
- Formal replies to questionnaires, and the information, data and documents gathered through individual or group discussions were analyzed in support of the findings that led to conclusions, recommendations and lessons learned. The evaluator presented preliminary findings to a tripartite group of the stakeholders and ILO staff concerned on 28 October 2010. A total of 21 persons attended the debriefing.

5.4 Constraints and limitations

- The final evaluation of this project began in October 2010 while project activities were completed in August 2010. The manager and staff have left the project and some partners have changed jobs. It was assumed however that some knowledgeable persons were still available, the institutional memory has not completely disappeared and the project documentation is complete. It was found that the institutional project memory has to a large extent been kept by ILO Geneva and ILO Beirut.
- Further difficulty arose from the fact that the project document, project implementation and management did not benefit from a Logframe. In other words, the original project document did not include performance indicators which could have supported the assessment of evaluation criteria, e.g. the effectiveness, efficiency, relevance and sustainability of the project. Therefore, no indicators were identified at objective level in the project design, nor were formulated performance indicators to be monitored during project implementation. It is unfortunate that the ex-project manager could not be consulted on these issues. Lacking monitoring milestones or yardsticks may explain why capacity building activities, i.e. training courses were not regularly evaluated by the project management. It was noted that the proposal for the no-cost extension of the project until the end of 2010 is also lacking performance indicators.
- Nevertheless, the progress report for the 2009 project activities shows some progress by following a different format, ruled by ILO reporting procedures. In this report the CTA formulated a few performance indicators and milestones, however, many of them demonstrate that he did not master the concept of indicators (often including indicators identical to project objectives).
- Therefore the evaluator had to formulate some indicators of achievement in the evaluation matrix (see ANNEX III) that turned out to be useful but some of them had to be revised or discarded to meet the observations of the stakeholders, or due to the non-availability of substantiating data.
- With regard to the actual performance of the project against what was planned in the project document, the necessary information would have been collected from project documentation available on the project site, with the assistance of local and ILO staff and the national evaluation consultant. However, the documentation left a lot to desire from the point of view of completeness and organization. For instance, to a project

report shown to the evaluator dated from 2007 was attached a supporting evidence, a document on non-related activity carried out in 2008. which resulted in reduced transparency of and accountability of what was done. The Inspectors' discussion of these issues in focus group added value to the personal interviews with other stakeholders.

- Time-wise, it is a kind of an ex-post evaluation, which still attempted to look into all the usual evaluation aspects of an operational project that is closing in. Hence the outlined evaluation method was necessarily adapted to the current situation and therefore it is less complex than usual (for it will use one focus group only, it could not do triangulation and neither was it supported by a management audit⁴). Nevertheless, against all this constraints the evaluator believes that he could gather and analyze enough qualitative and quantitative information that is sufficient for responding to most of the evaluation questions.

6 Implementation Review

6.1 KEY ACTIVITIES for

"A more effective labour administration enforcement mechanism in place."

(Immediate objective 1)

- Since its publication in 2007, the MoL's comprehensive strategy, called the Action Plan, has been serving to improve the institutional capacity of the MoL, to ensure enforcement of Jordanian and international labour standards and to develop comprehensive training programmes. Within this framework and in line with this objective, the project has implemented a complex set of actions targeted at the labour inspectors, the MoL, the social partners, and the media. Top priorities were given to improving the capacities of the labour inspectors and through their improved knowledge and skills help employees and employers benefit from more effective labour inspection.
- Capacity building for labour inspectors started massively right after the previous SD project terminated. Between May and June 2007, an intensive one-week training course for labour inspectors was developed in cooperation with the MoL and the National Centre for Human Rights (NCHR). Judges, MoL staff, and international experts taught the course, which was completed by all inspectors in June and July.
- Separately, a group of 20 inspectors completed a two-week training course at the ILO Training Centre in Italy in May 2007, which focused on matters related to QIZs: principles and promotion of occupational safety and health, hazards and controls in the garment and textile industry, risk management, alternative strategies to promote compliance, and specific strategies for combating child and forced labour, among

⁴ Shortly before the evaluation took place, an ILO financial audit, inter alia, of the project was conducted resulting in a report qualified "confidential", as usual, therefore this evaluation could not benefit in detail from it. The information received from the ROAS on the audit report confirmed that no wrong-doings by the project were identified by the auditor.

other topics. In addition, the project and the MoL jointly developed a comprehensive sixteen-week training programme supported by a training committee that was composed of representatives from the MoL, the ILO, the NCHR, and the Jordan and Balqa Universities, as well as judicial practitioners. The training committee met 13 times before deciding on the proper course content and the selection of training instructors.

- As part of the effort to provide further training, at the project's initiative, a new National Training Centre for Labour Inspectors was established in Amman with the assistance of the ILO. The MoL funded the renovation of the facility and the ILO provided the initial technical assistance. At the time of the evaluation the Training Centre has been functioning on the basis of its own procedures and requirements. The Centre has also been used for Labour Court sessions.
- Annex VI shows Key Project Activities between 2008 and 2010. It demonstrates that labour inspectors were in the focus of the project both in 2008 and 2009. A total of 90 inspectors of the MoL (at the time of the evaluation the MoL has 124 Labour inspectors) were trained by the project, 32 of them benefited from in-depth training. It focussed on labour law and the role of labour inspectors. It was completed by the end of 2009 but the training of the inspectors continued in 2010 focussing on the promotion and enforcement of collective bargaining.
- The Labour Inspectorate received assistance not only from the FPRW project (and ILO's International Training Centre, Turin) but also benefited from a limited assistance from the IFC-funded project. Both projects issued guidelines for the inspectors. Inspectors in the Focus Group appreciated the ILO guidelines and asked for more practical training by the ILO and that was supposed to follow. ILO's first labour inspection training manuals of a more generic nature focusing on international labor standards and the development of tasks and functions of the labor inspectors were developed by a group of national experts.
- However, inspectors from the focus group mentioned that they preferred the ILO guidelines and expected the continuation of the development of sectoral inspection guidelines, the work on which started but was not completed because the project terminated. Indeed, the project planned to continue assisting the Inspectorate by issuing practical guides on how to inspect in the agriculture (this guide is already in draft form); domestic workers; in the informal sector and in the port sector. Each booklet would include a step by step methodology of inspection in each sector and a check list for the sector. The Inspectors also emphasized the need for a labour inspection strategy that would further strengthen their work.
- The project's labour inspection activities were to conclude in September 2010 when the project was to have organized a forum to present the work of the project on Labour Inspection, discuss the national inspection policy and plan as well as the code of conduct for Labour Inspectors. 400 people were expected to attend this event. The project was terminated before this event could take place. However it could have been organized had the donor approved a proposal regarding a no-additional cost extension until 31 December 2010.

- The project did not limit its work to the labour inspectors in its drive for a more effective labour administration enforcement mechanism. It also launched an awareness-raising and media campaign that was developed and executed in agreement with social partners and national experts. It included the establishment of a press-advisory committee, a plan of action and a training programme for 20 journalists and media officers on the fundamental principles and rights at work, International Labour Standards, the national labour legislation, social dialogue and the objectives and achievements of the project. training continued in 2009 and 2010, resulting at the end in a radio campaign with measurable performance indicators consisting of 30 broadcasts to promote social dialogue and modern methods of collective agreements. Unfortunately, the project was over before the campaign could fully materialize. Interviews with media people proved that through the project the media has discovered important and increasingly popular issues e.g. social dialogue, standards, law, and fundamental principles and rights at work, collective bargaining, etc.
- Further work included the adaptation of a training manual on ILS and fundamental principles and rights at work and on the national labour legislation with a view to training employers and workers' representatives in different regions of the country (Amman, Irbid and Aqaba). The manual was translated into Arabic. Three pilot workshops were organized in (Amman - Irbid - Aqaba) and validated the manual and selected future trainers.
- The project also worked on putting in place an integrated annual and medium-term labour administration policy. A policy paper on the changing role of labour administration and policy recommendations for developing annual and medium term plans was developed followed by a workshop on ILO's Convention 150 and Recommendation 158 on labour administration with the objective of strengthening the capacity of the MoL's officials and social partners to formulate annual and medium-term labour administration policies. Technical support specialists defined the profiles of the labour administration staff and the different persons required to run the four main functions that compose any labour administration (according to Convention No.150) that is: Employment, Labour inspection, Industrial relations and Research.
- Finally, in collaboration with the ILO forced labour and trafficking project an initial training/consensus-building seminar was organized on forced labour and trafficking for senior officials from the ministries of labour, Justice, Interior, employers and Workers as well as members of the Judiciary system.

6.2 KEY ACTIVITIES for
*"Sustainable and effective social dialogue and
dispute settlement mechanisms established"*
(Immediate objective 2)

- In pursuing this objective three outputs were to be accomplished by the project: 1) Social and Economic Council in place and functions effectively; 2) Tripartite Advisory Committee on Labour Affairs functioning effectively, and 3) Improved labour–

management relations in targeted enterprises. Clearly, the formulation of the first two outputs appears to be more of an objective than outputs, the latter should be under the control of the project. Being it as it may, the project continued the work that had started in the previous SD project by the establishment and functioning of a National Committee on Social Dialogue. While this Committee has also played a key role in developing proposals for legislative reform, one of its fundamental tasks had been to assist the project take forward the discussion of the need to establish a national Social and Economic Council. Following several meetings and study tours in 2007, the FPRW project organized three seminars for senior officials from the government, social partners, civil society and academia on different European experiences including Spain concerning: Roles, missions, and functions, achievements, operational structures, procedures and internal regulations of economic and social councils.

- Regarding the establishment of the National Tripartite Advisory Committee on Labour Affairs (NTC), technical advisory services were provided to develop the mission statement, regulations and operational mechanisms. The regulations give the committee a broad and strong mandate.
- The evaluator did not find specific activities related to the third output linked to the second Objective: Improved labour–management relations in targeted enterprises. It was learned that the need for collective bargaining gaining ground this output was transformed into work on CB at sectoral level.

6.3 KEY ACTIVITIES for
*“Sound employers’ and workers’ organizations more
 capable of representing the interests of their
 constituency” (Immediate objective 3)*

- Activities regarding assistance to the employers’ aimed at encouraging a more visible employers’ participation in project activities. A survey was conducted and administered by employers' organizations on the needs and expectations of their constituency. A full and comprehensive program was developed to support employers' organizations strengthen their autonomy and independence, increase their membership on a voluntary basis and provide more efficient services to their members. Two meetings were held with employer’s representatives from Jordan chambers of industry and commerce to introduce their needs and adopt the suggested training program. A meeting was held in Aqaba for the employers on how the project could help to enhance the employers’ role in a sustainable and effective social dialogue. It seems that the employers’ have gradually recognized the value of their participation in social dialogue and the fora and opportunities generated by the project. The project’s increased attention to collective bargaining and the MoL’s decision to organize the labour market through collective agreements have furthered the attention of the employers and they stated an increasing interest in project activities during interviews with the evaluator.
- Activities concerning workers’ organisations were also based on a needs assessment of the GFJTU and its 17 affiliated trade unions. Subsequently, a comprehensive

programme was developed to introduce the necessary changes to the GFJTU constitution, internal regulations and structure. The programme was conducted in close relationship with the GFJTU leadership. However, the GFJTU is reluctant to introduce all the necessary changes. Furthermore, a comprehensive training program for 120 people of the trade unions were organised followed by two training workshops for two groups of trade union's representatives on the structure of the trade union and its roles in Damascus. Each group had 22 participants.

- Collective bargaining was gaining priority among project activities in 2010. In the previous SD project it received low priority explained by limited opportunity for enterprise level bargaining and by a relatively small number of workers being covered by collective agreements. Also collective bargaining at a sectoral, regional or enterprise level, was deemed premature, given that there was no effective legislation in place which would support collective bargaining.
- At present the situation is shown by the table below:

Sector	No. of Beneficiaries	No. of CBAs
Garment manufacturing, weaving and textile	58710	90
Education	46208	4
Air transport and tourism	26181	18
Electricity	23281	21
Food manufacturing	22043	65
Mining	17420	11
Construction	11100	14

- A total of 204,943 workers benefit from the results of collective bargaining. The total number of the agreements amounts to 223. It is important to note here that these agreements are not comprehensive and mainly cover: medical benefits (69 CBAs); non-wage financial benefits (62 CBAs), wages including bonuses, allowances commissions (56 CBAs). The low coverage further points to the need that a project should do more for collective bargaining: 8 per cent of private sector workers are covered only. Of 48 collective labour disputes: 33 labour disputes were settled through direct negotiation; 2 were resolved through conciliation delegate; 2 were resolved through conciliation board; 3 were resolved through transfer to the Labour Court and 4 disputes were settled through the intervention of the Minister of Labour. The outcome of the resolution of these disputes benefited 29 614 workers from various sectors of the economy. The agreements included stipulations to wage increase; exchange and development of new rewards; amendments to the health insurance systems; improvement of some social services and transport and habitation; provision of adequate health service at workplaces.
- One should bear in mind the fact that employers' organisations should also have strong representation in the individual sectors to negotiate sector-based collective agreements. Currently the employers are represented in the following sectors: Leather and Garments; Therapeutic and medical supplies; Chemical and cosmetics industry;

Plastic and rubber; Electrical engineering and information technology; Wood furniture; Construction; Food supply, agriculture and livestock; Packing, Paper, cardboard and office supplies; Mining.

- In coordination with the Jordan Chamber of Industry the project held a workshop for the benefit of employers from different sectors and from diverse geographic regions that were selected by an administrator and the Training Unit of the JCI. The subject of the workshop was focused on "The importance of collective bargaining in organizing the labour market in Jordan". Despite its positive outcome the project recognized that it could not achieve the desired results in the field of fully familiarizing the employers and gaining their full support to the fundamental principles and rights at work.
- Therefore the project planned to organize further meetings, as well as more discussions and seminars by sectors in line with the CIJ request which appreciated what the project had so far on the one hand, but needed further efforts for more similar workshops focusing on some sectors, such as garments in the QIZ, and also covering other geographical areas such as Aqaba, and some areas in the north, on the other.
- In 2010 the training programmes focused on collective bargaining. The list of key project activities (Annex VI) shows that seven of a total of eight activities dealt with collective bargaining. Indeed, it was the result of a joint effort between the project and the GFJTU, the latter requesting the project to focus on the Collective Bargaining, and the Union's desire to upgrade the capacities of the Unionists especially those of the second row, and through a training of trainers. The request concerned the implementation of a training program for 6 trade unions (25 unionists from each branch) as follows: Jordanian Electric Power Association; Jordanian Food Industries Association; Jordanian Construction Association; Jordanian ports and container Association; Petrochemical Union Association and the Mines and Mining Association.
- Via a two-phase approach the first series of the training workshops introduced collective bargaining addressing all its legal and technical aspects based on the international conventions on collective bargaining and the Jordanian laws⁵. In the second phase application issues gained ground and the workshops benefited from the assistance of national experts for each team in order to reach a collective agreement for each sector. During some three weeks break between the two phases each representative of the particular sector was invited to collect the necessary documents relating to the sector which were to be used in the second phase of training. The documents concerned: Rules and procedures; System a vacancies in the sector; Job classification and wage setting in the sector and the penalty system in the sector.

⁵ The training materials covered the ILO Conventions on collective bargaining (Convention No. 98 and 154); Jordanian laws and the resolution of labor disputes; The concept and importance of collective bargaining; Parties of the collective bargaining; Techniques of collective bargaining; Stages of the collective bargaining; State's role in collective bargaining; OSH issues in the sector including the provision of a comprehensive study on occupational health and safety in the electricity sector and a study on the safety and occupational health in the construction sector.

- It is important to mention in this context that after the project's progress in the provision of training materials, the project received a request from the trade unions and employers to compile a Unified Guide for Collective Bargaining that includes all the materials relating to collective bargaining. The guide would be for broad circulation to benefit the largest number of trade union cadres in the sectors, so that the information imparted through the training do not confine to the participants only but could reach the public through the Library of the association concerned. Following this, a special guide for collective bargaining should be developed which can be classified as an input to the collective bargaining in line with the level of trade union.
- With the project's assistance participants have completed a collective agreement in the electricity sector which was then submitted to the MoL and the Legal Department by the Unionists themselves for technical comments. Partial results were achieved in the food industry sector which was divided into eight sub-sectors as follows: Bakeries, Oils, Dairy, Yeast, Desserts, Treadmills, Tobacco, and Drinks. Participants from all these sub-sectors have participated in the first phase of the training. However in the second phase the project realized the vast differences between the sub-sectors and the activity was discontinued, except the sweet sector for which the project managed to achieve a collective agreement with its management.
- Partial results, in terms of using the guide to collective bargaining and training materials were achieved in the construction sector and the private non official port in Aqaba. This port was chosen since the project learned that workers had been working there more than 12 hours a days, for more than 10 years, their wages amounted to JD 90 /month only, (minimum wage used to be JD 110, recently increased to JD150) aggravated by lacking adequate health care and safety norms. Therefore an in-depth training programme was developed shortly before the project was terminated. It included a guide on collective bargaining that covered generic as well as sector-specific issues. 25 unionists from the port participated in the first workshop. In response to specific requests from participants the project continued developing additional training materials focusing on issues important for collective bargaining at the port of Aqaba, (Agreements related to the Port: cargo handling and containerization, maritime services, etc.). These activities can be called as work-in-progress waiting for completion during an extension phase, if it is so decided.
- The project could not complete planned work for other sectors, e.g. distribution, cement and other materials, port and cargo handling, containers, marine services, mining and mines and petrochemicals. Neither did it have the time to deal with the issue of day-laborers, whose situation has been awaiting for proper legal arrangements for a long time.⁶
- Clearly, if the project is extended, sectoral collective agreements should be one of its priority areas of action. The idea of collective bargaining seems to be spreading and in 2010 of the 53 collective agreements 15 were the results of conciliation.

⁶ According to the president of the association of day labourers the number of persons in this category amounts to some 33,000 and most of them work in the public sector.

7 Results and Outcome

- The results and outcomes which the project has achieved and/or contributed to should be seen in the light of Phase II of the Action Plan that took place through 2007 and focused on launching long-term reforms, which included: a major institutional reorganization of the MoL to improve its operations and capacity, a more integrated and coordinated approach with other government agencies, initiation of various training and capacity building programmes for labour inspectors and related judicial authorities, finalization of the drafting of labour law reforms for adoption by the Parliament, and development of strategies to enhance the level of employment of Jordanians.
- Phase III of the Action Plan was launched in early 2008 and focused on institutionalizing changes and reforms in collaboration with various international donors. The major highlight of this phase was the launch of the ILO's Better Work Jordan Project (BW), that is a key component of the larger national Decent Work Country Programme (DWCP). The BW is expected to further improve labour conditions in the Qualified Industrial Zones only, while enhancing worker-management cooperation, quality and productivity in the apparel sector. It had a formal relation with the FPRW project.
- The following two priorities of the Action Plan have been particularly important from the point of view of the FPRW project: 1) improving working conditions through inspections and compliance assistance and 2) enhancing institutional capacity for labour administration and law enforcement.

7.1 EFFECTIVENESS of achieving

*"A more effective labour administration
enforcement mechanism in place."*

(Immediate objective 1)

- There has been progress with regard to the labour code and certain amendments have been approved by parliament. These include extending the law to cover workers in the agriculture sector and domestic workers as well as the establishment by law of the National Tripartite Advisory Committee on Labour Affairs. The revised article that implies that migrant workers may also join trade unions represents a meaningful advancement. Nevertheless, there are still some articles that need to be reformed in the labour law with a view to bringing it into conformity with International Labour Conventions, particularly with ILO Convention No.87 as suggested by ILO's legal experts. Therefore, the project has done what it could, an indisputable progress was made but the assurance of full compatibility with ILO standards of the Jordanian labour law is still outstanding and rests fully in the hands of the GoJ. This decision by the GoJ, however, would require continuous encouragement not only by the social partners and the civil society but also by external assistance. Therefore this component of this objective could not be fully achieved.

- Interestingly, the evaluator did not find evaluations of the training by the project but did find course evaluation sheets prepared by the participants (95% satisfaction with the training materials and the lecturer(s)) and also evaluations by the MoL demonstrating that the Ministry was not only involved in the development of the training but also had vested interest in its results.
- In August and September 2008, the newly trained inspectors were evaluated by the MoL on how well they understood their new responsibilities, training, and inspection tools. Based on this evaluation and earlier assessments carried out by their local office directors, the inspectors were classified into three categories: A, B, and C. People in Group A and B receive full or partial monthly financial incentives and are re-evaluated after six months and three-months respectively. Inspectors in Group C failed to meet required minimum standards and were re-assigned away from the Inspectorate. Both the MoL evaluations and this final evaluation through its focus group discussion and interviews revealed an increase in knowledge among inspectors as well as the ability to enforce and advise when necessary. The other inspectors have also reached an adequate level in the use of computers thereby making good use of the computers in the Training Centre. The composition of the 124 current labour inspectors consists of some 60 per cent “old inspectors” and 40 per cent newly recruited ones, which would require less training on the traditional subject matters but more on issues similar to those covered by training courses in 2010.
- The inspectors involved in this independent evaluation unanimously confirmed that after the training and in response to the expectations of the Inspectorate they work more in-depth, in teams, and in addition to inspection they provide advice for improvements. As one stated “we realized that through dialogue we can achieve more”; “The training had an impact on the quality of our visits and we are more aware of our rights and responsibilities”. Inspection forms have been improved and are in use, not focussing on faults but making recommendations for meeting the required standards⁷. As opposed to the past, the inspectors feel so and are more and more perceived by the inspected enterprises as advisors, not as policemen. This reflects an important change in mentality and approach that was also encouraged by their higher management in the MoL⁸. On the other hand, mention was made of the need for training in more practical issues, practical guides and lecturers with vast technical and practical experience and less high level theory and ILO standards.
- In this regard an indicator of achievement, i.e. the increasing number of inspections (that had been used in previous evaluations and was also to be used in the current one), at the advice of the stakeholders, was dropped since it put unilateral emphasis on the number of inspections. The Inspectorate indeed accords priority also to the depth and the coverage and the results of the inspections, which often require longer time. It

⁷ It still happens, however, that some of their chiefs reward reports on violations reported more than on the advice given.

⁸ Previously the inspectors only looked at one specific issue, namely that of the immigration status of the workers working at a particular establishment, now the inspectors look at a range of employment rights to determine whether or not an employer is complying with them; following the training the inspectors have a better understanding of the need to act in partnership with the employer to help them move towards respect for the law and have a much better understanding of Jordanian law and understand where there are areas of mismatch between the international standards and national law.

should also be mentioned that the MoL is still in need for a reliable database for inspections. Currently the Department of Statistics, the Ministry of Trade and Industry, the municipalities, the Social Security Corporation, etc, all have their separate databases. The MoL current data shows some 48,000 inspections carried out in 2009 and anticipate some 53,000 in 2010 covering some 40 percent of the target (between 120-150,000) enterprises. However, the MoL with its higher expectations regarding quality inspections also recruited more than thirty additional inspectors with a view to providing for a larger coverage of the inspections.

- For this evaluation it is very important that all the other stakeholders (GFJTU, CIJ, civil society) interviewed have confirmed the improved quality of inspection reports that is attributable to the training imparted by the project.
- Due to the training by the project the capacity, skills and motivation of the labour inspectors substantially improved and expanded to cover not only specific legislation on collective agreements but also negotiating techniques and materials to expand the content of collective agreements in terms of working conditions, employment, productivity and health and safety at work. There has been a gradual improvement in the quality of inspections. Moreover, there was a general recommendation to make the labour inspectorate more independent so as to enable it to fulfil its tasks and use its authorities. In the FPRW project the drive to improve labour inspection was dominating the activities and received top priority.
- However, this component of the Immediate objective 1 could not be fully accomplished, since the production of sectoral inspection guidelines, the refreshment training covering issues such as the reformed labour law, the new subjects e.g., social dialogue and collective bargaining, dispute settlement and options, the development of a country-wide inspection strategy as well as the demonstration of the values of the training programme could not materialize due to the closure of the project. The MoL, the Inspectorate and the Inspectors (and the social partners and the media for their own reasons) would welcome an extension of the project. In summary, the project has carried out all the planned activities and produced the outputs but due to external factors, lying in its environment, it could not fully achieve this objective.

<p>7.2 EFFECTIVENESS of achieving <i>“Sustainable and effective social dialogue and dispute settlement mechanism established”</i> (Immediate objective 2)</p>

- The major outcome of a multi-year effort constituted the enactment of Regulation 117 in 2007 whereby the Economic and Social Council (ESC) was established followed by the drafting of the ESC procedural rules and regulations, organizational structure and the General Secretariat’s salary scale and employee regulations. No further action was taken until 2009 when, with the joint help of the EU and the ILO, the ESC was formally established as an independent institution with its own allocated budget from the government for 2010. The first ESC meeting was held in August 2009. During this meeting the forty-four ESC members (representing the government, private sector employers, labour and civil society) and Secretary General were selected as stated in

Regulation 117. One representative for each of the four ESC groups was elected to form the Executive Office. The four elected members of the Executive Office, along with the Council President and General Secretary are responsible for the ESC strategic plan and monitoring the administrative performance of the Secretariat's office. The remaining 40 members of the ESC were divided into four permanent committees (economic, social, education and labour) according to their expertise. Each of the committees elected a Chairperson and rapporteur with the role of coordinating the committee meetings and directing priorities and the work agenda. Each of the working committees presented their priority areas to be worked on throughout 2010 at the Council's second meeting in October 2009.

- To date the ESC had seven sessions and addressed issues e.g. new labour law amendments; obstacles facing exports; real estate sector; policy paper on female labour force participation in Jordan; corporate social responsibility; position paper on the Draft Personal Status Law. Some of these advisory papers were initiated by the ESC, others by other government institutions such as the Prime Ministry. The ESC appears to be more and more active in installing as a tripartite plus institution. *Inter alia*, its Labour Policies Committee met with the Secretary General of the Ministry of Labour in June 2010 and discussed the Labour Law amendments and areas of collaboration and participated in a round table discussion to review the term of reference for labour market trend: a forecast model study that will be prepared by the Ministry of Planning with the presence of other stake holders. The committee also participated in launching a national initiative for organizing the labour market through collective bargaining. In the mean time three of its members resigned and two were replaced by nominees of the employers' group and one by the civil organisations. The representative of the ESC fully attributed its establishment to government action, on question, however, recognized that the ILO SD and FPRW projects had usefully contributed to keeping its initiation on the agenda⁹.
- With regards to the project's contribution to the ESC, the first part of a two-phase study tour was completed (visit and workshop in Spain) but the second one the visit counterpart ECOSOCs in the EU could not materialize due to some technical impediments.
- Less progress was achieved regarding the outcome of project activities related to the National Tripartite Advisory Board on Labour Affairs. The Committee was officially approved and announced on 27/5/2007. The members of the committee (18) were nominated and approved by the cabinet on 18/9/2007. The committee met once with the Minister of Labour to form the structure and the internal bylaw was issued on 18/1/2008 but yet waiting for the cabinet approval. The committee was included in the labour law during the last amendment and the Government adopted its regulations in May 2010. These regulations were largely developed with support from the project in

⁹ Indeed the project has facilitated ESC members to recognize the value of such a council. For instance in January 2007 eight members of the Spanish, French, Italian ECOSOCs visited Jordan organized by the project. In February 2010 twelve members of the Jordanian ESC visited the Spanish counterpart, organized and financed by the project.

previous months. The Committee was planned to have met in October 2010, however, national elections were held on 9 November 2010, and the subsequent renewal of the government will certainly cause a delay in its functioning.

- The project also reported about progress towards social dialogue that included a strong partnership with the media to spread its concept. Radio and television interviews highlighted the role of the FPRW project, as well as the achievements made in the previous SD project. The media have released the book "International Labour Standards", considered as a valuable tool to highlight the importance of labour administration and social dialogue in the Arab world. An International Day for combating child labour was held, in collaboration with the social partners and the Ministry of Labour.
- The FPRW project activities have created demand for the reform of the labour legislation and for developing collective bargaining, dialogue and labour management relations. As one of the union representatives said "Due to the project we learned about collective bargaining and had contacts and meetings with employers, and for the first time we learned about the ILO and its standards". "We distributed the ILO Convention No. 135 (Workers Representatives Convention) and other standards on occupational safety and health to our companies. Thereby we have more support".
- It goes without saying that the project achieved the most concrete results in training labour inspectors and it also showed an avenue for the future by reorienting the project towards sectoral collective agreements. Furthermore, it has built a strong media partnership through which the issues have become widely known. Following training by the project the media released a publication containing the ILO standards, launched a press campaign on social dialogue in TV and radio. The next step that planned to broadcast 36 weekly radio programmes was cut short by the termination of the project.
- The project could not help significantly the ratification of Convention 87 on Freedom of Association and Protection of the Right to Organize but kept it on the agenda of discussions with its national partners. The social partners agreed on the necessity of ratifying it. According to the Government a joint committee, composed of the social partners, has been studying, for more than two years, the possibility of making the Labour Code reflect, especially collective labour relations and the right to organize for both workers and employers. Amendment proposals have been referred to the Council of Ministers for approval. This process illustrates the GoJ efforts to bring national labour laws closer to the requirements of Convention No. 87 and pave the way for the ratification of this instrument. Given the fact that tripartite consultation affects the interests and rights of the social partners, Jordan is aware of the importance of such a consultation in this field.
- However the statement by the Minister of Labour of 1 July 2010 to organize the labour market through collective agreements is an important development and represents a national initiative. Indeed it is a moral agreement between the social partners and the production units in Jordan to organize the labour market through collective agreements for all the productive sectors and in order to ensure stability in the sector and the achievement of its development. This initiative is consistent with

Chapter VI of the Jordanian Labour Law. Although the initiative is not legally binding but points to the ways and means how employment can be organized in the economic sectors and encourages social dialogue between the social partners in doing so. The initiative is aimed at ensuring stability in the productive sectors in Jordan and protection of any tensions in labour relations and may affect the profitability in a positive manner.

- It is worth noting that in Jordan the vast majority of collective bargaining takes place not at sectoral but at enterprise level. Less than one percent of collective agreements were concluded at sector level (education and garment sectors – covering wages only).
- In summary, the project has made progress towards this objective but, again, external factors related particularly to the functioning of the NTC did not materialize. Furthermore, important activities linked to the promotion of collective agreements are waiting in the pipeline to meet such needs of both workers' and employers organisations.

7.3 EFFECTIVENESS of achieving
*“Sound employers’ and workers’ organizations more capable
of representing the interests of their constituency”*
 (Immediate objective 3)

- Regarding the activities to strengthen employers and workers organisations the project rendered account of offering further training and studies of the functions of the social partners to determine more vigorous actions with a view to get away with their previously distant position. The employers have become more interested when the project started work on collective bargaining. Business associations in Amman and Aqaba have agreed to discuss the content of collective bargaining. The advisory bodies expressed an interest in developing their work through social dialogue and implementation of its advanced content. This work has not yet terminated and awaits fruition.
- Both employers and trade unions interviewed felt that there had been a strengthening and opening-up of employers' organisations as a result of their participation in the project (they started to communicate with each other). In order to be able to participate in the various meetings organised by the FPRW project, representatives had to be prepared and trained. These individuals have already started to carry out some degree of training and consultancy back within their own organisations, as well as developing their own personal capacity. Similar changes have started to happen within some of the trade unions who have engaged with the project and further development of trade union capacity would be an important part of any subsequent project.
- 82% of the respondents to the evaluation questionnaires agreed that due to the Project the social partners (Workers' and Employers' organisations (W/E) have much improved their competencies and understanding of their role and functions and

confirmed that the social partners (W/E) of the Project have been regularly involved, consulted and participated in the discussions of labour inspection.

- The following statements confirm the feelings of the social partners that the project has enabled them to become more active and increasingly play the role of an equal partner in preparing reform programmes on employment, labour laws and social security. 75% agreed that Jordanian Chamber of Industry (JCI) and 80% agreed that the General Federation of Jordanian Trade Unions GFJTU successfully carried their points in the dialogue with the Government.
- 65% agreed that the capacity built and awareness created by the Project has significantly enabled the JCI and GFJTU (64%) to be engaged in policy discussions, debates and collective bargaining. The relatively high proportion of those who tended to disagree (35% and 36%, respectively) points to one of the future priorities of the project, whereby capacity building for the social partners should be further intensified.
- The evaluation has also looked into the participation of women in the project activities¹⁰ and learned from the stakeholders that there was no discrimination of any kind in any activity concerning women. All the more so since women represent over fifty percent of the labour inspectors. 86% of the stakeholders agreed that project benefits accrued equally to men and women.
- In summary, there has been progress made towards this objective and the social partners now have improved capability to represent the interests of their constituency. And overall the social partners have become more active in making their views better known. The evaluation did not find evidence if changes in membership (increase of members of GFJTU, and decrease of members in CJI) had anything to do with the project.

7.4 EFFICIENCY considerations

- Efficiency aspects of the evaluation attempted to find out if resources were used in accordance with established rules and expenditures incurred by project and if the results justified the costs. The finances of the project appear to have been managed correctly:
 - 93% of the stakeholders agreed that all resources (funds, human resources, time, expertise etc.) have been allocated in proportion to the targeted outcomes;
 - 75% agreed that all resources have been used efficiently.
 - 80% agreed that the implementation of activities has been cost-effective.
 - Only 38 % agreed that the same results could have been attained with fewer resources.
- The efficiency of project operations has benefited from the modality whereby it has been regularly hired local experts and consultants to develop, validate and implement project activities. At the closure of the project it had USD 213,000 savings that was considered to be used in case of a no-additional cost extension to be approved by the donor.

¹⁰ No gender-segregated records of participants were available at the project site.

- It appears that financing the project activities may not have been simple between the project office in Jordan and the regional ILO office in Beirut. This aspect of the management was also highlighted by more than one stakeholder in interviews and also in public during the debriefing workshop. For lacking the opportunity of consulting the CTA(s) and backstopping officials in ILO/ROAS while on mission in Amman, the evaluator had conference calls and exchanges of e-mails with those involved in this management aspect. These conversations helped to throw some light on the issue.
- It was learned that all the CTAs used project funds prudently in respect of spending money on the project's activities. However, the organisation and execution of the heavy activity schedule, and occurred particularly during the last year of project operations, was coupled with an insufficient understanding of and adherence to ILO's administrative and financial procedures in that period. All this often resulted in late and incomplete documentation of planned expenditures submitted for approval to Beirut. This practice has logically resulted in delays in approvals. In other words, in the daily management of the project there was a need for quick decisions, often pushed beyond its acceptable limits (leaving sometimes two days only for Beirut to give green light to project activity), on the one hand, and the mandatory application of established administrative and financial rules by the responsible units of ILO/ROAS in Beirut on the other¹¹. This may have contributed to the *de facto* early separation of the last CTA (he took his leave days after 10 August).¹² Additional difficulty was caused in verifying project data by the evaluation. It was learned that although the administrative officer, before she left the project, had been asked by ROAS to transfer all FPRW project data to the ILO project on forced labour and trafficking, currently operational in the same building, this intention did not materialize and the evaluator could not consult project data stored in the computer.
- It should be noted that, none of such problems were mentioned in the CTA's progress reports, although the reporting ILO format in its section III/A specifically invites the description of implementation issues including technical as well as management issues, such as administrative, financial and budgetary issues. (The financial audit by ILO, carried out shortly before this evaluation took place, did not find any practice at variance with the established procedures¹³). Nevertheless, it may have somewhat slowed down project implementation (73% of the stakeholders stated that there were some major delays and but 46% agreed that the project funds and activities have been delivered as scheduled). 53% agreed that the project management dealt effectively with delays caused by external factors.
- The main reason of this kind of a performance deficit lied in the history of its management. Any project's outcome depends to a large extent on its management that

¹¹ It should be mentioned that during the mentioned period the ILO Programme Unit, Beirut was investing a great deal of dedicated time developing the Decent Work Country Programme in four different countries (Yemen, Syria, Oman and Bahrain). In the context of the intense work load, and the desire to clearly articulate their responses, may further explain why ILO ROAS was some times not fast enough in answering the requests.

¹² According to ILO/ROAS the project asked a number of consultants to provide a service without the timely issuance of relevant contracts. In July 2010, an exchange of correspondence took place between the CTA and the Regional Office to clarify the situation, following which the CTA submitted his resignation.

¹³ The evaluator received this information from ILO/ROAS which has the audit report

should be continuous, consistent and possibly be represented by the same team. More specifically, the FPRW project's undisputable and continued success and popularity among the stakeholders are to a large extent attributable to its management¹⁴, particularly in its first two years. Continuity with management, however, could not be assured. The first CTA left the project after almost 6 years (he was also the CTA of the previous SD project), spoke Arabic and had particularly good rapport with the project's stakeholders. On top of that he was also credited for the success of the SD project. After his departure a national expert managed the project to the full satisfaction of the stakeholders. In the meantime, as per the project document, the ILO was to identify and recruit a candidate who is experienced and expert in tripartism, FPRW, social dialogue and negotiations. Having screened several candidates, the second CTA was selected and ran the project for 1 year only. His work benefited from his previous experience, being a labour inspector himself. However, he did not speak Arabic, which is vital if anyone wants to achieve progress in sensitive areas such as social dialogue, tripartism and FPRW. The issue is relatively new in Jordan and delicate enough to pass the message onto national partners in a convincing manner in other language than Arabic. The first CTA mastered this type of communication and laid down the foundation for most of the major outcomes of the project. The second CTA has done his best to implement the project workplan. It goes without saying that project activities do not start the very next day when the CTA joins the project. There is a period of transition needed until the manager becomes fully familiar with the project and its stakeholders, develops the workplans and other management tools, and the project catches up and progresses at full speed. These normal "grace periods" happened more than once in this project. Hence is an internal reason why the project could not fully complete its planned activities and had a performance deficit.

- According to the stakeholders, 68% agreed that the Project has benefited from a fully competent and effective management (timeliness and performance monitoring were outstanding). The replies cover the entire project period and did not differentiate between the three project managers. The evaluator notes that the management of the project did not seem to have monitored implementation by any kind of performance indicators. The latter were formulated only when it came to fulfil reporting obligations only. 69% of the respondents agreed that the project governance structure (GVA HQ, ROAS, Beirut, Amman) has greatly facilitated the achievement of good results and provided for efficient delivery. This latter statement did not discover the extent to which the respondents knew the project and they are probably right if they related the answer to the high quality of the results.
- In examining the issue if the results and outcome justify the costs, the evaluator agrees with the stakeholders' views stated during the debriefing workshop, notably, the changes achieved in making the labour law revised, the social partners going into dialogue instead of confrontation and conflict with one another, progress in the field

¹⁴ Chief Technical Advisor (CTA): **Rachid Khedim** 1 January 2007 – 31 December 2008; National Project Manager: **Mazen Ouda** 1 January – 31 May 2009; following this date ROAS technical backstopping official and administrative assistant kept project operations continuing (providing training courses) until Chief Technical Advisor (CTA): **Joaqim Martinez-Soler** took over from 1 September to 31 August 2010.

of labour administration and the enforcement of the rules, the open dialogue on making national laws compatible with international standards, the players on the labour market and policy starting to respect the rule of law, all this is simply priceless and to a large extent can be attributable to this project, in spite of its internal management problems. 75% of the responding stakeholders agreed that the results achieved justify the costs.

8 Sustainability of project results and outcomes

- Neither the project design, nor the management had a formal sustainability plan in the sense of a strategy which was outlined in advance and agreed by the project team, the backstopping service in Beirut and the partner agencies. However, the evaluation has found that the strategy behind the project and the planned activities and outputs embodied the likelihood of sustainable results and change in Jordan.
- The main factors which may lead to some degree of sustainability are as follows:
 - The strengthened capacity of national experts hired by and participating in project work. While some of the training was imparted by international experts and members of the project team, there has been a systematic involvement of national consultants which due to the project further developed their knowledge and skills and will, by themselves, be able to carry out the kind of training for other target groups on international labour standards related activities. Thereby the project could achieve a multiplier effect.
 - Physical infrastructure. Although the Training Centre for labour inspectors was the result of a joint effort with the MoL it will provide a long lasting resource in the future and partially it can be attributed to the project.
 - Further, the commitment and participation of the social partners and civil society in the NTC and in the ESC these entities have a strong chance to sustain, without external assistance.
 - Proposals made for inclusion in the amendments of the labour code. And the fact that they represented issues that were meant to bridging the gap between national legislation and international standard and become part of the law point to sustainability. And the evaluator fully agrees with the evaluator of the SD project in stating: *“Even should there be a reform of the labour legislation which is considered to be unsatisfactory by the ILO and other relevant stakeholders, there has still been a debate which will inform the lobbying and information activities of the key stakeholders within Jordanian industrial relations.”*
 - The results arising from the training of the labour inspectors could have been more sustainable had the project time to develop more practical training materials, sectoral inspection guides and the like, which were requested by the labour inspectors during the focus group discussions. On the other hand, if the inspectors stay with the MoL and continue to apply the knowledge and skills acquired through the project, they will certainly sustain the results. If, however, well-trained inspectors, due to financial considerations leave the MoL for jobs in the

private sector, the improved knowledge will be lost (not totally if they stay in Jordan).

- The project has created an environment and produced results that made all the stakeholders, without exception, enthusiastic and supportive. In interviews and also in public during the debriefing workshop several participants labeled the project as a most successful one of all externally funded projects. However, when questioned about the sustainability of the results, the evaluator learned that although training programmes, materials, booklets, proposals for the amendment of labour legislations, draft regulations and procedures, trained inspectors, the sensitized media towards social dialogue, the ESC as an entity, etc, will certainly sustain, but due to scarce local resources and sometimes missing locally available expertise, against all goodwill, the maintenance will be slowed down and the future development of the results is not secured. Evidently, an extension of the project covering specific tasks and under good management could consolidate the results and complete the unfinished work and thereby improve the chance to sustain the results.
- Sustainability and “ownership” of the project turned out to be inseparable elements. In collecting and analyzing information regarding the extent to which the MoL and the social partners felt owners of the project, the evaluator learned that these stakeholders considered the project as their own project from the very beginning. It was perceived as an externally funded support function that fits perfectly in their own plans and priorities. This perception was helped to grow through the project modalities whereby the management benefited from regularly consulting and asking for the stakeholder’s views and advice. It is also reflected in the MoL’s strategic plan. National contributions, including the “in kind” inputs were considered as “we finance the project”. The project’s major activity that is the training of labour inspectors, as mentioned above, fit perfectly in the capacity building plans of the MoL making the project as a highly valued “sub-contractor” to deliver the required services. The evaluator believes that this is a good indicator of the relevance of the project to the national partners.

9 Project design and management

- A project document is supposed to be a contract between the donor and the executing agency, as well as serve as guidance for the project manager in implementing the project, a tool for transparency and accountability, and last but not least it is the basis of evaluation. This project seems to confirm that a project can be successful even if the project document was missing some important elements, e.g performance indicators, external factors, risks, sustainability considerations and logframe. One has to add that design procedures may not have stipulated the inclusion of all these elements at the time when the project was conceived. And it is noted that neither had

the previous SD project all these project components and still turned out to be very successful¹⁵.

- A most important component of any project document is the immediate objectives that have to be achieved by the end of the project period and by which the project's effectiveness is to be evaluated. By normal practice, objectives may be revised if important changes occur in the project environment and if these changes have to be reflected in the objectives. However, in this case all project stakeholders must agree with the changes. Interestingly, the original three immediate objectives of the FPRW project were probably considered open for interpretation by the latest project manager who made the following statements for immediate objectives in his (unofficial) progress reports:
 - Ministry of Labour Inspectorate has the capacity to effectively enforce national labour legislation (IO1);
 - Increasing the awareness of employers and workers at large of the fundamental principles and rights at work and particularly on the benefits of collective bargaining. This one was also stated as "To increase the value of employers' and workers' organizations to existing and potential membership" (IO2);
 - Inform and debate the effects of the economic global crisis on the social partners and labour relations (IO3);
 - Promoting the conclusion of Collective Bargaining Agreements In Jordan and Social Dialogue (IO4).

Clearly, the CTA put emphasis on what the project planned to do instead of what it wanted to achieve (with the exception of the first statement). In the same reports Objectives and Outputs were often identical, for instance: the Objective was: An efficient and integrated organization and structure of the Labour Inspectorate. The related Output was: An efficient and integrated organization and structure of the Labour Inspectorate?!

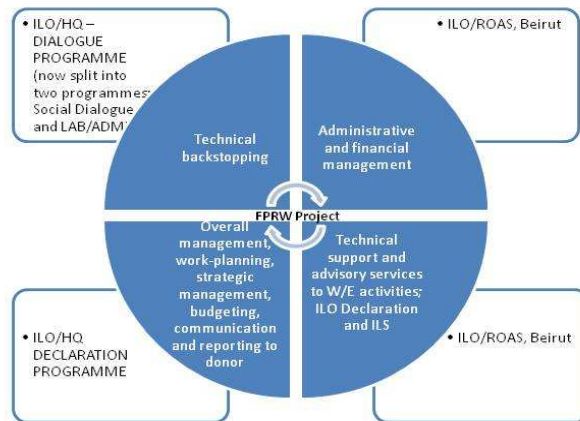
- These mistakes show that either the CTA did not take the original project document seriously or he did not fully understand the terminology behind ILO's development assistance projects.
- In the last months of the project discipline may have further eroded. This was demonstrated by the fact that when the national project consultant evaluated the last six months of the project she was given project objectives, not those of the FPRW project but the objectives of the SD project!
- It should be mentioned that there were no performance indicators identified in the progress report written by the first CTA of the project. The evaluator has a good reason to believe that if there were no performance indicators identified and used during the implementation of the project, monitoring towards objectives was limited to progress reporting when such reports were due. However, when the ILO has moved to apply results-based management, the new reporting format stipulated the statement of

¹⁵ Evaluation report of the SD project mentioned that performance indicators were introduced by the explicit pressure by the donor, and implied that the project management considered indicators more of a reporting than a management tool.

- performance indicators, targets and milestones. And the CTA applied the format to the best of his knowledge.
- This issue has been identified and discussed by one of the regular monitoring missions by ILO HQ and Beirut. A report of the mission advised the CTA “The workplan has to be strictly aligned with the objectives and outputs in the initial project document” and “To update and finalize the logframe with a specific focus on outcome indicators”¹⁶. These recommendations were applicable to the up-dated workplan until the official closing date of the project (31 August 2010) as an integrated part of the proposals for the no-cost extension of the project. They also demonstrate that the backstopping from ILO/ROAS and ILO/HQ followed project developments closely. However, the CTA respected these recommendations only partially and retained the project’s first two original objectives and replaced the third one (Sound employers’ and workers’ organizations more capable of representing the interests of their constituency) by a new one “Promoting the conclusions of Collective Bargaining”.
- The evaluator learned that the FPRW project’s immediate objectives indeed, remained unchanged during its entire duration and none of the stakeholders initiated or proposed to revise the FPRW project’s original objectives. Therefore the CTA’s “interpretation” of the objectives should be regarded as operational modalities. Neither was information available if the CTA consulted the project partners before submitting the proposals on the extension of the project.
- Among the interviewed stakeholders there was no one who had seen, consulted or had copy of the project document *per se* although the ILO had sent the project document to the tripartite constituents officially before the launch of the project. However, most of them confirmed that the CTA had briefed them on the project in detail and they were also familiar what the project was intending to do and/or has done. Hence, 78% of them stated that the project design provided a good basis for implementation; 80% stated that the project outputs were causally linked to project outcomes and 81% stated that the project brought significant contribution to a strengthened labour relations environment. The responses to the statement a) The indicators described in the Project document for managing project performance (monitoring and evaluating results) were appropriate and useful (73% agreed) and b) The means of verifications for the indicators were fully adequate (75% agreed) had to be discarded since there were no indicators included in the project document. The stakeholders concerned may have taken their position on the basis of the good results of the project.

¹⁶ Mission report, Amman, 7 July 2010

The following ILO units have been involved in the project:



- The project document outlined the management framework for this project: “The project will be administratively and financially decentralized to the ILO Regional Office in Beirut. DIALOGUE as the technical backstopping unit, will have lead responsibility for providing, on an ongoing basis, technical direction and inputs in the various areas of their competence. Specialists in Beirut will also provide technical support and advisory services and in particular those for Workers’ Activities, Employers’ Activities, the DECLARATION and International Labour Standards. Overall management of the project to ensure that the project meets its objectives and targets within the allocated time frame and resources lies with the DECLARATION programme. This includes the responsibility for work-planning, strategic management, budgeting and communication and reporting to the donor.”
- These arrangements truly reflect a fairly complex system of management of the ILO project. The evaluator learned that collaborating units offered needed assistance to the project on an individual basis rather than in line with an established, clear strategy of managing multi-unit projects. The main collaborating department at ILO/HQ (Dialogue) during this period was split into two (Social Dialogue and LAB/ADMIN). Following this reorganization there was no clear agreement which one would be the main collaborator. LAB/ADMIN and even its chief were actively involved in some project activities. The numerous on-site missions from ILO HQ although all were to monitor and backstop project operations none of them focussed on strengthening a systematic internal monitoring mechanism of the project.

10 Links to other ILO projects

- The FPRW Project has been integrated in the ILO's Decent Work Country Programme, (DWCPJ) signed in August 2006, and endorsed by the Government of Jordan (GoJ). In harmony with the DWCPJ, it pursued the development of genuine, free and independent partners that are capable of governing the labour market and contributing through agreed upon social and economic policies to the social and economic development of Jordan. 86% of the stakeholders agreed that the FPRW project perfectly fit in the DWCP, Jordan.
- In addition, Jordan became the first country in the Middle East to implement a Decent Work Country Programme (DWCP) in partnership with the ILO. The programme promotes international labour standards, and aids in guest worker management and other labour administration functions. The MoL is also working with the ILO on forced labour and trafficking issues and the IFC on revamping the licensing and inspections system in Jordan. Finally, one of the most important initiatives being undertaken by the Government of Jordan to improve compliance in the garment sector is the ILO Better Work Jordan Project (BW) launched in February 2008. This project promotes compliance with international labour standards and national law in QIZ as a basis for building socially responsible export strategies; it also enhances enterprise-level economic and social performance. The focus is on long-term sustainable solutions which build cooperation between government, employer and workers organizations, and international buyers. Among the pilot countries are Jordan, Lesotho and Vietnam.
- It was expected that the ILO FPRW project worked closely with the Better Work project. This would have been crucial since the project has been the key liaison point for all those seeking to work around international labour standards in Jordan. Obstacles to collaboration by physical distance between the individual ILO projects seemed to be resolved when the ILO found a building that provided rooms for all ILO projects under the same roof. These projects included the FPRW, the Forced Labour and Trafficking, and the Gender Equality (now completed) projects. Despite the fact that collaboration and coordination between ILO projects was discussed and strongly encouraged by ILO/HQ through in a meeting held as early as March 2009, the evaluator learned that apart from some personal encounters, there was no meaningful cooperation between the FPRW and the BW projects during its last year of operation. 66% of the stakeholder stated that the FPRW project matches perfectly with the BW programme. The evaluator believes that the actual performance of the FPRW project was very much in line with the philosophy of the BW programme and was favourable for its operational environment but a closer and substantive liaison between the two projects would have been beneficial to both.
- During the tenure of the FPRW project the ILO had a project on Combating Forced Labour and Trafficking. Coordination and complementarity was achieved between both projects when it came to the implementation of the labour inspection training. In collaboration with that project an initial training/consensus-building seminar was organized on forced labour and trafficking for senior officials from the ministries of

labour, Justice, Interior, employers and Workers as well as members of the Judiciary system (February 2008). Furthermore, elements of forced labour and trafficking were introduced in the 16 week training programme for labour inspectors and the training cost was shared between the two projects. The forced labour and trafficking (FLT) project comes to an end on 31 December 2010, however, the training of the labour inspectors continued under the project in question with the same components, including that of forced labour and trafficking. 83% of the stakeholders agreed that the FPRW project built synergies with and contributed to the FLT project.

11 Conclusions

Summary of conclusions regarding the indicators chosen for this evaluation

PROJECT EFFECTIVENESS

Performance Indicators	Findings and Conclusions
Labour Inspectors make regular use of training materials imparted by the project	YES
Labour Inspector work as advisors not as policemen	YES
GFJTU and CIJ are active in shaping labour market policies and have improved capacity to represent constituents	YES, but only the GFJTU could increase its membership from 180,000 members in 2008 to 200,000 members in 2010. The CJJ membership has diminished. 2008:15,375 enterprises covered 198,576 workers and 2010: 15,000 enterprises covered 182,000 workers
Number of disputes settled by conciliation has increased	YES – 15 over 53 cases
MoL and the social partners take ownership of the project and committed own resources to further develop project results	YES
Stakeholders' views	<p>92% agreed that the project objectives were clear, realistic and achievable within the established time schedule and within allocated resources. In the light of the many unaccomplished tasks, the evaluator does not fully share these views.</p> <p>72% (mainly representatives of the social partners and civil society) agreed that all the amendments regarding provisions allowing migrant workers to join unions, upgrading provisions on collective bargaining between workers and employers, and regulating provisions relating to end of service to ensure the rights of workers, proposed in the course of the labour law reform, should be embodied in the revised legislation</p> <p>82% agreed that the Project has played a crucial role in a) making labour inspectors role more substantive and organized and 84% agreed that it enabled them to carry out more inspections</p> <p>Rates of agreement to the following statement: The project had significant achievements in</p>

	<p>Labour Law Reform (96%); Labour Administration (90%); Labour Inspection (88%); Industrial Relations and social dialogue (ESC) (87%); Dispute Prevention and Settlement (91%); Improving capacities of the JCI (75); Improving capacities of the GFJTU (79%).</p> <p>78% percent of the respondents agreed that other alternative strategies would have been more effective in achieving the project's objectives. The evaluator is not quite sure if all stakeholders understood the project strategy in the same manner. One respondent stated that if there is no real political support to change, any strategy will do but it will exacerbate the current situation.</p>
Summary Conclusions	<p>The project made considerable progress towards its objectives. Outstanding work should be completed by extension of the project concerning the Forum for Inspection, practical sectoral guidelines, national inspection strategy, specialized training on forced labour, child labour, domestic workers, media (radio, TV programmes), further support to ESC, promotion of the NTC, collective bargaining by sector, dispute settlement including choices, employers and workers organisations, new training on social dialogue.</p>

PROJECT EFFICIENCY

Performance indicators	Findings and Conclusions
Frugal use of human, material and financial resources (no overspending) by the project management	YES, no trace of wrong-doing
ILO/ROAS, ILO HQ units did not have to interfere in project operations or management decisions beyond what is prescribed in the financial regulations.	YES, although backstopping units should have paid more attention to complete design
ILO/ROAS and ILO/HQ quickly and efficiently supported project implementation.	YES
Stakeholders' views	<ul style="list-style-type: none"> - timely and effective communication within the project team (55%); - between project team and regional office (63% but none of them agreed fully), and - between the project team and responsible ILO technical department (52%). - Furthermore, the 88% of the responding stakeholders agreed that the project management regularly and effectively monitored the project

	<p>performance and results;</p> <ul style="list-style-type: none"> - according to 85% the M&E system put in place was effective and regularly used; and - 68% agreed that the relevant data were systematically collected and analyzed to document progress to take informed management decisions. <p>These observations are taken with a pinch of salt, since the stakeholders did not receive progress reports from the project. Neither had the project established its own M&E system. The stakeholders may have derived their opinion from the overall popularity and enormous success of the project activities.</p>
Summary Conclusions	<p>The project has been managed in a fair manner, no trace of financial irregularities. Most planned activities were carried out as scheduled. Remaining funds of USD 213,000 should be used in an extension phase.</p>

PROJECT IMPACT

Performance indicators	Findings and Conclusions
Changes in Labour Policy, LIs inspection practice, coverage, feedback and reporting, demonstrating the use of the project's recommendations, methods	YES, labour inspectors have changed inspection practice and approach, use new formats and training materials. Need further training as indicated in the section on effectiveness mentioned above
Employers' organisations are getting interested in participating in collective agreements	YES, particularly in the opportunities provided by project work on collective bargaining
ECOSOC has regular sessions and fulfils its mandate	YES, the ESC is up and running, as a secured budget from the GoJ, regular staff of 20 persons, approved structure and work plan
National Tripartite Advisory Committee on Labour Affairs (NTC) has regular sessions and provides advice on labour related matters	<p>NO, not really. Key developments: All regulations prepared. 27/5/2010- NTC was announced and its regulations approved. July 2010 NTC integrated in labour law.</p> <p>NTC met MoL</p> <p>18/1/2008 - Internal bylaw issued but yet waiting for the cabinet approval.</p> <p>May 2010 - NTC included in the labour law and the Government adopted its regulations.</p>
Revised labour legislation adopted by parliament	NOT YET, ten of 62 recommendations made by the project were incorporated in the amended labour law. It provides for membership of migrant workers in labour unions. New Parliament will decide
<p style="text-align: center;">Summary Conclusions</p> <p>(Stakeholders' views on this evaluation aspect were incorporated in to the section on effectiveness)</p>	<p>Sustainable impact of the project on labour inspections. The amended labour law as per ILO legal experts proposed is still outstanding. The ESC is fully functional. Employers' interest will need to</p>

	be further encouraged. NTC also needs further promotion.
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RELEVANCE

Performance indicators	Findings and Conclusions
Satisfaction of the beneficiaries with the quality of training, training materials, presentations, technical advisory services, publications, articles, TV and radio broadcasts	YES, high level of satisfaction but still in need for more practical guidelines, inspection strategy and practice-oriented training.
Regular use of such material in inspections, in capacity building, in preparation for public meetings, references to the project's work in media, beyond what the project has financed	YES, materials mentioned met the beneficiaries' needs both in terms of quality and actual usability.
Stakeholders' views	<p>74 % of the replies agreed that the Project has significantly contributed to priorities set out in the National Agenda of Jordan, such as upgrading effectiveness and competency in employment and training, social protection and elimination of poverty.</p> <p>83% believes that their organisations have become "owners" of the project</p> <p>95% stated that the problems and needs were adequately analyzed by the project and its strategy was sound.</p> <p>79% agreed that the Project made sufficient progress towards its planned outputs and activities and 78% agreed that it met all the identified needs of the stakeholders.</p>
Summary Conclusions	The project was the right answer to the identified problems linked to lacking experience with tripartism, social dialogue, respecting labour law. And indeed it still is, hence and extension is justified. The results met the beneficiaries' needs for information, international knowledge and skills required to execute ambitious national plans.

SUSTAINABILITY

Performance indicators	Findings and Conclusions
The use of training materials, manuals, handouts produced or disseminated by the project by beneficiaries and commitment to further adapt these materials to local specificities	YES, all materials are in good use. BUT no local work, independent from the project, has been carried out for adaptation to specific local needs and no commitment has been made to develop badly needed specific guidelines and strategies without external assistance.
Legal drafts, standing orders prepared and submitted to GoJ (ESC, NTC)	YES, ESC is functioning, BUT the NTC is still awaiting final legal action.

Results sustain without external assistance	PARTIALLY, But some of them, e.g. NTC, collective bargaining, maintaining the level of inspections adapted to the requirements of the reformed labour law needs need further support
Stakeholders' views	<p>According to 84% of the respondents the Project received adequate political, technical and administrative support from its national partners (Ministry of Labour, Economic and Social Council, JCI, GFJTU)</p> <p>85% stated that the MOL has fully implemented the action plan in its reorganisation efforts, took decisions on institutional reforms, improved working conditions, increased employment and regularly rendered account of progress made.</p> <p>Positive changes observed in the attitudes, capacities and approaches of the partner institutions and their staff attributable to the project: MoL (86%); JCI (73%); GFJTU (89%); Media (79%)</p> <p>92% stated That the national partners are capable, willing and committed to continue with the Project results;</p> <p>92% agreed that the Project has effectively built national ownership over project results.</p> <p>96% agreed that the Project has successfully built or strengthened an enabling environment (laws, policies, people's attitude, etc.)</p>
Summary Conclusions	Some project components will sustain, e.g. labour law reform; trained inspectors and training materials, awareness created among the social partners. There is no doubt that the partners will continue with those results which fit into their own priorities. However, local resources are not adequate to maintain all the results, therefore progress will slow down and sustainability will be questioned, unless the project is extended to maintain the momentum. An extension of the project would be necessary to help in sustaining the results and outcome of the project

PARTNERSHIP

Performance indicators	Findings and Conclusions
Regular contacts, requests for assistance, ideas, comments, information, documents etc, from stakeholders without the project initiating such contacts	YES, social partners, civil society, academia all asked for information, data and materials regarding ILO standards. The ILS in Arabic has become popular and radio broadcasts and TV interviews generated additional interest in social dialogue and collective bargaining.
	Partnership with project stakeholders has been strong but runs the risk of fading away if the project

Summary Conclusions	is closed for good.
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- In summary, the project may have delivered more had its management been continuous and had more time been made available. More could have been done in the field of collective bargaining, and in involving other groups, e.g. parliamentarians, more journalists, judges, lawyers and academicians. What was delivered did gain the full support and collaboration of the stakeholders, therefore the project’s outputs and results were fully relevant to their needs. Each group of the stakeholders has received what it needed from the project and was satisfied with the quality. The MoL has benefited from improved labour inspections capacities and proposals and training for improving its labour administration and legislation. Through improved inspection work hundreds of thousands of workers were reached. The employers’ and workers’ organisations have gained wider recognition, and opportunities to make their views better known, the media has benefited from getting insight into a subject matter that was not known to the public before and through its promotion work identified and satisfied a new segment of audience. Tripartism has also benefited with the established and functioning ESC and there are indications that the Tripartite National Advisory Committee will also take off one day.

12 Recommendations

- The following statement made in the independent evaluation of the social dialogue project also applies to the FPRW project that is “the project has produced substantial and important benefits for project beneficiaries.” However the important benefits are still vulnerable and in need for consolidation and on top of that there is an urgent need to fully meet the needs identified by the project. The development of a new project would take some time and it is not probable that it could take off before June 2011. However, a part of the outstanding activities, e.g. Forum for Labour Inspections, study tours for the members of ESC, for instance, could be financed as bridging measures from the savings achieved on the FPRW project and implemented until the new project kicks off.

Recommendations regarding a new project

- Regarding the rest of the activities to be completed as well as new ones to meet the additional needs of the MoL and the social partners, it is recommended that a new project be developed capitalizing on the achievements of the FPRW project thereby *de facto* constituting its extension. Therefore, every effort should be made to identify additional sources of funding in order to allow the new project to operate for at least 24 months.
- It is recommended that the project partners officially request the extension of the project (or a new project), submitting such a request to the ILO. This proposal is in line with 96% of the stakeholders met which agreed that there should be another phase of the project to consolidate the results. In accordance with their views the extension phase may focus on helping the process of collective bargaining, further capacity building to the MoL, and the ESC, keep an operational NTC and the labour

law reform on the agenda and continue to strengthen the employers and workers organizations which are the front fighters in pressing the government to ratify ILO Convention No. 87. ILO/HQ and ILO/ROAS should be able to assist in the development of such a project. The design of the new project should reflect the established ILO project design format and give consideration to the following recommendations, as appropriate:

- Both the project design and its management and execution should provide for gender mainstreaming in all project operations, including those on sectoral collective agreements, with a view to ensuring that women share equal opportunities and treatment.
- It is recommended that the project change its priorities and focus, in harmony with the MoL's decision concerned, on the development of sector-based collective bargaining. This would significantly help the organisation of the labour market to negotiate collective agreements. In doing so the project should not lose sight of the fact that most collective agreements have been concluded at the enterprise level.

Recommendations regarding the MoL

- The project may continue to assist the MoL and refine the labour inspectorate's capacity by for example:
 - organising the planned Forum, (if it is not done in the transitional period)
 - developing a national labour inspection strategy;
 - develop practical inspection guides for the different sectors, including those covering forced labour, child labour, domestic and agricultural workers, occupational safety and health, dispute settlement including choices; how to promote collective bargaining; how to get prepared to potential industrial conflicts. Remark: These activities would be put on a more solid basis, if the MoL complete the long-awaited database on labour inspections.
 - Provide continuous assistance in enabling the GoJ to bring its national labour legislation in harmony with the international standards, particularly with ILO Convention No. 87.

Recommendations regarding the entities providing for social and tripartite dialogue:

- the project may assist the ESC to become a true tripartite plus forum, including the provision of opportunities to build contacts with other countries' ECOSOC bodies; (if the latter is not done in the transitional period);
- promote the NTC to help it become a valued advisory body;

Recommendations regarding the social partners and civil society:

- the project may continue to strengthen the employers' and workers' organisations to become true partners in collective bargaining (through training, guidance, meetings, etc) and enable them to give more help to the government to ratify ILO Conventions No. 87 and No. 154 on collective bargaining.

- Further develop a strong media component to finish the anticipated radio and TV programmes;
- enlarge the target group by parliamentarians, judges, lawyers, and journalists to promote the rule of law, fundamental rights and the culture of dialogue.

Recommendations regarding management of technical assistance

- The ILO/HQ and ILO/ROAS should work out an organized, transparent and accountable support strategy to projects/programme that integrates the collaboration of more than one unit.
- ILO/ROAS should examine current rules and operational modalities with a view to arriving at appropriate conclusions and striking a balance between adherence to the application of general administrative and financial rules and effective and efficient project operations.

13 Lessons learned

The lessons below have been identified with view to other ILO projects/programmes in the region or elsewhere could consider applying/adapting the good practices and avoiding eventual pitfalls.

- In an environment that is ignorant regarding FPRW and social dialogue, the international labour standards and collective bargaining, freedom of association, the media may come in as an important transmission belt in reaching out for many more people that any project can do. A media component appears to be a must for all the projects of this type.
- Projects may achieve considerable multiplier effects if capacity building activities focus on institutions, such as labour inspectorate.
- The regular involvement of project partners in planning and implementation of jointly devised activities secures the development of national ownership of project activities and facilitates the sustainability of the results and outcome.
- In countries which have not ratified core ILO conventions the project may count upon a strong support of the trade unions. In case of new ratification of ILO conventions there may be a need for training the recipients in the implementation of the ratified convention.
- The effectiveness of collective agreements depends on the availability of national experts on human capital management, productivity and health and safety. This may necessitate the creation of new departments in the academia.
- The project succeeded in spreading the concept of social dialogue throughout the society because it targeted and closely collaborated with the three social partners, the

government, employers and workers, as well as involved the media, the academics, university students, lawyers, judges and other NGOs representatives.

- Technical assistance offered in the field of social dialogue and FPRW should be planned for a longer period of time, possibly in the form of a programme rather than projects, to allow for the generation of lasting results and impact.
- The establishment of tripartite bodies and institutions for social dialogue in an environment where all these modalities are unknown requires careful preparation and a lot of patience and a permanent involvement of the stakeholders in project planning and execution.
- When it comes to ignorance to be turned into knowledge and changing attitudes and values, project staff speaking the language of the beneficiaries stands a better chance to succeed.
- Project management fully conversant with and abiding to established ILO administrative rules and financial procedures can secure prompt backstopping and thereby increase productivity and efficiency.



ANNEX 1

Independent Final Evaluation
Promoting Fundamental Principles and Rights at work in Jordan
JOR/07/03M/SPA
Terms of Reference

INTRODUCTION AND RATIONALE FOR THE INDEPENDENT EVALUATION

Since September 2007, the International Labour Organization has implemented ‘*Promoting Fundamental Principles and Rights at Work in Jordan*’, a Project funded by the Spanish Government. The purpose of the Project, financed through a cooperative agreement totalling Euro 1,000,000, is to support national efforts to advance the principles of ILO’s ‘Declaration on Fundamental Principles and Rights at Work’.

The Project’s strategy builds on the achievements of the government, social partners and previous ILO technical assistance. In particular, it continues and builds on the ILO project for strengthening the social partner’s capacity for promotion of social dialogue that ran from May 2002 to December 2006. As noted from an independent evaluation of the first phase of the project (financed from the US Department of Labor) “the project has produced substantial and important benefits for project beneficiaries. Effort should be made to identify additional sources of funding in order to allow the project to operate for at least one additional year. Additional funding will permit the project to consolidate and expand on its successes in facilitating the use of social dialogue and reforming Jordan’s labour code.”

The current Project forms an integral part of the Decent Work Country Programme, signed in August 2006, and endorsed by the Government of Jordan (GoJ) and the ILO. A corner stone for the attainment of Decent Work in Jordan is the development of genuine, free and independent partners that are capable of governing the labour market and contributing to social and economic policies. The Project’s objectives and strategy meant to contribute to Jordan’s national development priorities and the current government’s emphasis on broadening the participation of social partners in the decision making process.

This document describes the Terms of Reference for an independent final evaluation to be undertaken at the end of the Project, adhering to ILO’s policies and procedures on evaluations. It will be conducted by a senior international external evaluator, and managed by the Regional Monitoring and Evaluation Advisor at the ILO Regional Office for Arab States (ROAS) in Beirut.

The Project’s performance will be reviewed with strict regards to relevance, design, effectiveness, efficiency, and sustainability. The evaluation is expected to:

Provide a clear articulation of the ‘lessons learned’

Provide recommendations based on the assessment of the key success factors, best practices and constraints faced by the Project. The assessment should be framed by ILO’s corporate strategy, and initiatives that promote fundamental principles and rights at work.

Assess current impacts and the sustainability of activities undertaken by GoJ; and where possible, identify indicators of long-term impact.

BRIEF BACKGROUND OF THE PROJECT

The project to *Promote Fundamental Principles and Rights at Work in Jordan* started in September 2007 as a Second Phase continuation of a previous project implemented from May 2002 to December 2006 and funded by U.S. Department of Labour (USDOL). The second phase ran from September 2007 to August 2010.

Development Objective

A strengthened labour relations environment for economic development and social stability.

AREAS OF PROJECT INTERVENTION

Key Objective 1: A more effective labour administration enforcement mechanism in place

This objective required employers' and workers' organizations to be fully aware of the national legislation that governs the labour market and Jordan's obligations to international labour standards (ILO Conventions and Recommendations) which the GoJ has ratified; the GoJ needed to have in place an effective labour administration policy, labour inspection mechanism and labour market information system for policy analysis.

Labour Law Reform: with ILO technical assistance, the government and social partners have agreed on a set of recommendations for labour law reform to bring it into conformity with the ILO core Conventions and fundamental principles. In July 2008, the Government amended the labour code to include extension of coverage to agricultural and domestic workers. A range of additional amendments have been proposed by the Government and are awaiting consideration by the new Parliament which will be elected in November 2010. The proposed amendments include provisions allowing migrant workers to join unions, upgrading provisions on collective bargaining between workers and employers, and regulating provisions relating to end of service to ensure the rights of workers. The evaluation will examine the main achievements of the proposed amendments and what further work will be needed to achieve complete conformity.

Labour Administration: the changes to labour legislation and the modern industrial relations system required an effective and transparent role for GoJ and in particular the labour administration. A project aim was to improve the legal framework that governs the labour administration and inspection officers to ensure transparency, independence and impartiality. The Ministry staff was given training on how to formulate sound and practical labour policies that are consistent with the needs of employers and workers. The Minister of Labour was required to prepare action plans in consultation with social partners. The evaluation will examine the consistency of the Ministry of Labour in implementing the action plan reflecting the approach of direct action to improve working conditions, institutional reforms, increasing employment opportunities for Jordanians and developing regular updates on progress made in the implementation of the different activities.

Labour Inspection: A project aim was to contribute to Jordan's development through the planning and implementation of a more effective and efficient labour inspection system that ensures that labour protection standards are maintained and improved. To accomplish this goal, a system of inspection was devised and all inspectors were retrained to perform all the tasks required by their job descriptions. The evaluation will examine the Project's effectiveness in deepening the role of the labour inspectors, as well as the social partners for a wider knowledge of their competencies and function. The involvement of the social partners in the discussion of labour inspection was used to strengthen tripartism and social dialogue.

Key Objective 2: Sustainable and effective social dialogue and dispute settlement mechanisms established.

Industrial Relations and Dialogue: The ILO supports furthering Jordanian understanding of social dialogue and tripartism. In 2007, and as a direct outcome of ILO support, the GoJ established a National Tripartite Committee for Labour Affairs. The Committee plays a consultative role on all labour policies to the Ministry of Labour. In 2010, the mandate and terms of reference of the Committee were developed and published in the Gazette. The Tripartite Committee paved the way for the establishment of the Economic and Social Council. The Project also supported the establishment of the Economic and Social Council in the development of its mission statement, regulations and

operational mechanisms; as well, it upgraded the skills and capacities of the Council members to analyze and advise on labour market policies. Relying on the experience of European countries, Spain in particular, this Project worked on operationalising the Social and Economic Council. As well, social dialogue is playing a relevant role in the Economic and Social Council, where opinions are presented to the GoJ for the preparation of program reforms on employment, labour legislation and social security. The evaluation will examine the relevant role played by the Economic and Social Council as an expression of social dialogue to the GoJ for the preparation of a program of reforms on employment, labour legislation and social security.

Dispute Prevention and Settlement: Jordan employers' and workers' organizations needed assistance to develop the institutions and processes that would improve labour-management relations and result in productivity gains. The Project strengthened the capacities of the social partners to engage in policy discussions and debates and collective bargaining, in addition to raising the media's awareness on employment and labour issues. This included capacity building initiatives targeting workers' organizations to develop collective agreements in the electricity, food and ports sectors. The evaluation will examine the relevant role played by the employers' and workers' organizations as an expression of social dialogue to the GoJ, and whether they received appropriate capacity building and awareness raising in engaging in policy discussions and debates and collective bargaining.

Key objective 3: Sound employers' and workers' organizations more capable of representing the interests of their constituency.

Employers' and Workers' Organizations: In order for a process of tripartism and consultation between the main players to be credible and sustainable, it is critical that the roles and responsibilities of employers and workers organizations be reviewed. The Jordan Chamber of Industry (JCI) has traditionally played a limited role in industrial relations. Realizing the need to change and adapt to a new industrial relations climate, the JCI initiated discussions with the Federation of Jordanian Chambers of Commerce to review different options.

Technical advisory services were provided by this Project on internal legal and administrative regulations; organizational structures; and mission statement. Employers and JCI representatives were trained on negotiation skills, collective bargaining at different levels and dispute prevention. The evaluation will examine how representatives of the social partners were encouraged to negotiate collective agreements at enterprises level, provincial, national and sectoral levels.

Eighty-five collective agreements were signed in 2009, three of them adopted in a conciliation process. As regulations only refer to salaries, working time and health care, a work plan for training (contents bargaining) has been agreed with the social partners, covering topics such as human capital development, health and safety at work, productivity and labour costs.

The Chamber of Industry, as the main representative of the employers in Jordan, expressed interest in participating in ILO training courses focused on social dialogue processes. Training courses in the Project's 2010 Work Plan deal with the activities of the Economic and Social Council, the Tripartite Labour Committee, relations with the Labour Inspectorate, and collective bargaining.

The General Federation of Jordanian Trade Unions (GFJTU) is a collective of 17 unions and acts as the main representative of workers in Jordan. Union membership is approximately 90,000 workers and most unions are aware of their relative weaknesses, particularly at the enterprise level. All unions are required by the Government of Jordan to be members of the General Federation of Jordanian Trade Unions, the only union *federation* in Jordan.

The Government subsidizes GFJTU salaries and programs, calling into question the independence of the Federation.

At the request of the GFJTU, the Project assisted the body in reviewing their organizational structure, operational and financial mechanisms. The Project trained officials from the 17 unions on organizing, advocacy and outreach, in addition to training on negotiation skills, collective bargaining at all levels,

dispute prevention and basic economics of an enterprise. The project supported the GFJTU in the development of collective agreements in the electricity, food and ports (Aqaba) sectors.

ILO's partners in this collaboration are Jordan Ministry of Labour, Labour Inspectors, the Social and Economic Council, employer and worker organisations. The ILO maintained regular communication with all project partners and stakeholders through the presence of a CTA in Amman.

PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

Purpose

The purpose of this evaluation is to:

Determine if the Project has achieved its stated objectives and explain why/why not

Identify needs that may not have been addressed or fully met and the reasons why

Determine the implementation status of the Project, the Project management, the timeliness as well as the performance monitoring

Assess the Project's achievements and priorities in contributing to DWCP Jordan immediate outcome

Assess the Project's achievements and synergies in supporting other ILO projects in Jordan (i.e. Better Work Jordan, Forced Labour and Trafficking, Gender Equality).

Determine the impact of the Project in terms of sustained improvements achieved and long term benefits to target groups,

Provide recommendations on how to build on the achievements of the Project and ensure that is sustained by the relevant stakeholders as well as identify results that could be emulated in other projects

Document lessons learned, success stories, and good practice in order to maximize the experiences gained. The evaluation should take into consideration the project duration, existing resources and political environmental constraints;

Scope

The evaluation will look at all activities implemented from September 2007 to August 2010. In particular the evaluation will examine the impact of project activities on establishing a more effective labour administration mechanism and, establishing a sustainable and effective collective bargaining and social dialogue and dispute settlement mechanism, including:

Development Effectiveness: The extent to which the Project's objectives and intended results were achieved

Resource Efficiency: The extent with which resources were economically converted into results, including mention of alternative more cost-effective strategies when applicable

Impact: Positive and negative, intended and unintended long-term effects

Relevance: The extent to which Project interventions met beneficiary requirements, country needs, global priorities and partners' and donors' policies

Sustainability: The immediate benefits and probability of continued long-term benefits after the Project has ended

Partnerships: The extent to which the Project's stakeholders absorbed capacity to address social dialogue, labour reform and inspection issues

Lessons Learned and Good Practice: Good practices identified by the Project, key lessons learned from project implementation, and recommendations for similar programmes/projects.

Clients of Evaluation

The primary clients of the evaluation are the ILO Regional Office for Arab States (Beirut), and ILO DECLARATION in Geneva. Secondary clients include other units within the ILO that may indirectly benefit from the knowledge generated by the evaluation, as well as project beneficiaries and partners.

SUGGESTED ANALYTICAL FRAMEWORK

Relevance and strategic fit

- a. How did the Project contribute to national priorities as identified in the United Nations Development Assistance Framework (UNDAF)?
- b. How have the stakeholders taken ownership of the Project concept and approach since the project started?
- c. How well did the Project complement and fit with ILO DWCP and ILO project targets?

Validity of the design

- a. Was the intervention logic coherent and realistic? Do outputs causally link to outcomes, which in turn contribute to the broader development objective of the Project?
- b. Were the objectives of the Project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)? Were the problems and needs adequately analyzed?
- c. How appropriate and useful were the indicators described in the Project progress documents for monitoring and measuring results? Were the means of verifications for the indicators appropriate?

Project progress and effectiveness

- a. Has the Project made sufficient progress towards its planned outputs and activities? Do the benefits accrue equally to men and women?
- b. Which components of the Project had the greatest achievements? What have been the supporting factors? How can the Project build or expand on these achievements?
- c. What alternative strategies would have been more effective in achieving the Project's objectives?

Efficiency of resource use

- a. Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?
- b. Have resources been used efficiently? Has the implementation of activities been cost-effective? Will the results achieved justify the costs? Could the same results have been attained with fewer resources?
- c. Have project funds and activities been delivered in a timely manner? Were there any major delays? What were the reasons, and how did the Project deal with this delay in work plan?

Effectiveness of management arrangements

- a. Were management capacities adequate? Did the project governance structure facilitate good results and efficient delivery?
- b. How effective was the communication between project team, regional office, and responsible technical department?
- c. How effectively did the Project management monitor performance and results? What M&E system were put in place, and how effective was it? Was relevant data systematically being collected and analyzed to document progress and inform management decisions?
- d. Did the Project receive adequate political, technical and administrative support from its national partners?

Impact orientation and sustainability

- a. What observed changes (attitudes, capacities, institutions etc) can be causally linked to the Project's interventions?
- b. Are national partners willing and committed to continue with the Project? How effectively has the Project built national ownership?
- c. Has the Project successfully built or strengthened an enabling environment? (laws, policies, people's attitude etc.)
- d. Should there be another phase of the Project to consolidate achievements?

Specific Emphasis

In the final Evaluation Report, the international evaluator will make sure that the following aspects receive sufficient emphasis in the report, under the appropriate evaluation domain and to the extent relevant information availability:

1. Clearly state the main achievements of the proposed amendments in the labour law reform and what further work is needed to achieve complete conformity.
2. The consistency of the GoJ Ministry of Labour in implementing the action plan. This should reflect any direct actions taken to improve working conditions, institutional reforms, increased employment opportunities and the development of regular progress updates made in the implementation of the different activities.
3. The Project's effectiveness in deepening the role of the labour inspectors; as well as, the social partners for a wider understanding of their competencies and function. The involvement of the social partners in the discussion of labour inspection used to strengthen tripartism and social dialogue.
4. The relevance of the role played by the Economic and Social Council as an expression of social dialogue with the GoJ for the preparation of reform programmes concerning employment, labour legislation and social security.
5. The relevant role played by the sectoral trade unions (i.e. electricity, food, ports of Aqaba). as an expression of social dialogue with the GoJ, and whether they received appropriate capacity building and awareness raising to engage in policy discussions, debates and collective bargaining.
6. Review the roles and responsibilities of employer and worker organizations as the main players in the tripartism process.
7. Assess the Project's achievements and priorities in contributing to DWCP Jordan immediate outcomes.
8. Assess the Project's success at building synergies to support other ILO projects in Jordan (i.e. Better Work Jordan, Forced Labour and Trafficking, Gender Equality).
9. The evaluation recommendations should correlate to the 5 main focus areas of the evaluation (effectiveness, efficiency, relevance, impact and sustainability) and the related key questions.

METHODOLOGY TO BE FOLLOWED

The international evaluator will be requested to present a more detailed evaluation methodology and an evaluation plan based on the suggested analytical framework and the desk review. This will need to be approved by the Regional Monitoring and Evaluation Advisor.

While the evaluation will be strictly external and independent in nature, the evaluation will seek to be participatory to the extent possible, engaging to the possible extent staff who worked under the Project, partners, beneficiaries and other stakeholders. The evaluation will include but will not be restricted to:

- e. An inception report conducted in home-country of project documents and materials provided by the ILO Regional Office for Arab States to the international evaluator;
- f. Presentations /inductions with available staff who worked under the Project, key stakeholders and partners to the Project explaining the process, methodology, objectives and principles of the participatory evaluation;
- g. Interviews with staff who worked under the Project, project partners, constituents and key project stakeholders;
- h. Phone Interviews with ILO DECLARATION and meetings with relevant focal points in the ILO Regional Office for Arab States;
- i. Presentation of findings and recommendations to selected stakeholders and partners upon completion of the Evaluation Report.

MAIN OUTPUTS

The expected outputs to be delivered by the international evaluator are:

- a) **Evaluation Inception Report including statement of methodology**— these statements are requested from the evaluator before proceeding with the full-fledged evaluation exercise. The Inception Report should detail the evaluators' understanding of what is being evaluated and why; it should articulate how each aspect of the evaluation will be addressed by way of proposed methods, proposed sources of data and data collection procedures. The Inception Report should detail the evaluation methodology, a proposed schedule of tasks, activities and deliverables, and designate a team member with the responsibility to lead each task or product. The evaluation Inception Report and evaluation methodology will need to be submitted, and approved, prior to the start of the evaluation exercise.
- b) **Draft Evaluation Report**— the Regional Monitoring and Evaluation Advisor, the ROAS Programme Unit and key internal stakeholders will review the draft report to ensure that the evaluation meets the required criteria. Special attention will be given to the quality and quantity of recommendations.
- c) **Final Evaluation Report and cover page** — the final report should include key project and evaluation data¹⁷, and follow the structure noted below:
 - Executive Summary
 - Description of the Project
 - Purpose, Scope and the Clients of the Evaluation
 - Methodology
 - Implementation Review
 - Clearly identified findings for each criterion
 - Conclusions
 - Recommendations (including tracking table with relevant follow-up responsibilities).
 - A statement addressing lessons learned good practices and effective models of intervention drafted in user-friendly language for publication and circulation to wide audiences.
 - Summary of potential areas for further investigation and implications for global/regional strategies.
 - Annexes, including TORs, persons contacted, etc.
 - Standard evaluation matrix
 - Summary evaluation report according to ILO guidance.
- d) **Stakeholder Workshop** — facilitated by the independent evaluator. The stakeholder workshop is held at the end of the evaluation process to present and validate findings and recommendations. The workshop should include national constituents and other stakeholders involved in the evaluation process as well as ROAS management (RD, CRPU, M&E Advisor). The final report will be circulated to key stakeholders (those participants present at stakeholder workshop will be considered 'key stakeholders') for their review. Comments from stakeholders will be consolidated by the ROAS Regional Monitoring and Evaluation Advisor and provided to the international evaluator. In preparing the final report the international evaluator should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

MANAGEMENT ARRANGEMENTS, WORK PLAN AND TIMEFRAME

The evaluation will be conducted by a senior international evaluator and a national evaluation consultant. The ILO Regional Office in Beirut and ILO DECLARATION in Geneva will be

¹⁷ The template will be provided by the ROAS M&E Advisor.

responsible for providing all logistical support to facilitate the evaluation process. The evaluation will be managed by the Regional Monitoring and Evaluation Advisor at ROAS Beirut.

Evaluation Team and responsibilities

The evaluation team will consist of an international independent evaluator. The international evaluator is responsible for conducting the final evaluation, as per the terms of reference. The appointed consultant shall:

- Review the TOR and provide input, as necessary;
- Review all project documents and materials; this task includes a comprehensive review of the following documents:
 - Project Document
 - Progress Reports covering the periods 2008, 2009 and 2010
 - Proposal for extension until the end of 2010 and related Work plan
 - Strengthening The Social Partners Capacity For Promotion Of Social Dialogue In Jordan – Final Evaluation, February 2007
- Prepare an inception report including the evaluation methodology, instruments and plan
- Reserve one week for field mission including induction and interviews with direct and indirect stakeholders, and other methodological component the independent evaluator might chose to apply
- Conduct debriefing on preliminary findings, conclusion, and recommendation of the evaluation with Key stakeholders in the form of a workshop ;
- Draft evaluation report and finalize it based on comments from stakeholders.

The Regional Monitoring and Evaluation Advisor is responsible for:

- Drafting the final evaluation TOR;
- Finalizing and approving the TOR with input from the stakeholders and the independent evaluator
 - Organize relevant documentation;
 - Ensuring proper stakeholder involvement;
 - Providing Project background materials and information;
 - Providing logistical and practical support, as needed;
 - Participating in preparatory meeting prior to the evaluation mission;
 - Assist in the implementation of the evaluation methodology, as appropriate (i.e., participate in interviews, review documents) and in such a way as to minimize bias in evaluation findings;
 - Coordinating exchanges of comments of the independent evaluator with the partners during the evaluation;
 - Circulate draft and final report to stakeholders;
 - Reviewing and providing comments on the evaluation report;
 - Participating in debriefing on findings, conclusions, and recommendations of the final evaluation;
- Ensure follow- up to the evaluation recommendations.

The Chief Regional Programming Services and ILO DECLARATION in Geneva are responsible for:

- Reviewing the TOR and providing input, as necessary;
- Provide a briefing to the evaluation team on the project's background, history, and highlight issues to be considered.
- Participating in debriefing/ workshop on findings, conclusions, and recommendations of the final evaluation;
- Reviewing and providing comments on the draft evaluation report.

Estimated duration

The expected starting date of the evaluation is estimated 19 October 2010. The final report should be submitted no later than November 2010, while the draft report is expected no later than 12 November. The timetable and schedule is as follows:

Responsible Person	Tasks	Timeline
International Evaluator	Desk review of project documents. Submission of evaluation inception report, including evaluation's methodology and instruments	3 days (19 to 21 October)
International Evaluator with the project staff logistical support.	One week for field mission including induction and interviews with direct and indirect stakeholders Conduct debriefing on findings, conclusion, and recommendation of the evaluation with Key stakeholders in the form of a workshop	5 days (23 to 28 October)
International Evaluator	Draft Report	5 days (8 to 12 November)
Regional Monitoring and Evaluation Advisor	Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to international evaluator.	10 days
International Evaluator	Integration of comments and finalization of the report.	2 days (29 -30 November)

QUALIFICATIONS

The evaluation consultant shall have:

Relevant background in Social Dialogue and particularly specific Fundamental Principles and Rights at work;

At least 10 years experience in the design, management and evaluation of development projects;

Experience in evaluations in the UN system, preferably as team leader;

Relevant regional experience preferably working in Jordan;

Fluency in spoken and written English and strong editorial skills in English are necessary

Experience in facilitating workshops for evaluation findings.

Annex II

List of persons interviewed

Ministry of Labour

Eng Adnan Rababa, Director of Workers Affairs and Inspection Directorate
Mr Kamal Khalid Maani, Head of Inspection Department
Mr Mahmoud Al Aquaila, Head of Training Center
Mr Ibrahim Asoud
Ms Yasmeen Abu Hazim
Mr Menwar Abou Alghanem
Mr Kamel Al Maani
Mr Akram Abouzeid
Ms Najah Abou Tafes
Mr Yazid Oujane
Mr Messi Aboudamous
Mr Attef Herishat
Ms Dana Ramadan
Ms Sheirine Tayeb
Mr Fouad Aboujaber

Trade Unions (GFJTU and Branch Unions)

Mr Mazen Maayeta, Secretary-General, GFJTU
Dr Ahmad Al_shawabkeh, Labour Affairs Expert
Mr Ali Alhadid, President of Electricity Union
Mr Mahmoud Alhyari, President of Construction Union
Mr Ahmad Aboukhadra, President of Food Industries Union
Ms Susan Mesharbesh, Aquaba Port Union
Mr Khaled Zeyoud, President of the Petrochemical Industries Union
Mr Fathallah Al Omrani, President of Textile Trade Union

Employers' Organisations (JCI)

Mr Adnan Abou Al Ragheb, Secretary General
Dr Maher H. Al-Mahrouq, General Manager
Mr Ali M. Nasrallah, Manager Of Vocational Training, Employment & HRD Department
Ms Samar Taha, Assistant Manager, International Relations Department

Civil Society

Mr Attef al-Majali, Advocate, The National Centre for Human Rights
Mr Ahmad Awad, General Manager, Phenix Center
Mr Ahmed Alsenid, President of the Day Labourers Organization

Media

Mr Mahmoud Tarawneh, Al Ghad Newspaper
Mrs Tagherid Doughmi, Radio Amman

Economic and Social Council

Dr Ibrahim Seif, Secretary-General

Spanish Agency for International Cooperation (AECID)

Mr Gregorio Marañón Garrido, Coordinator General

UNDP

Ms. Nahla Soussou

ILO

Mr Wael Issa, DECLARATION

Mr Guiseppe Casale, LAB/ADMIN

Ms Maria-Luz Vega, LAB/ADMIN

Mr George Dragnich, DIALOGUE

Ms Corinne Vargha, DIALOGUE

Mr Youseff Ghellab, DIALOGUE

Mr Kevin Fenwick, DIALOGUE

Mr Francisco Guzman, EVAL

Mr Jean-Francois Klein, ROAS

Ms Laetitia Weibel, ROAS

Mr Daniel Cork, Better Work, Geneva

Mr Phil Fishman, Better Work, Jordan

ANNEX III

Evaluation matrix

<p>Evaluation criteria* <i>See dedicated evaluation questions addressed and tailored to the groups of beneficiaries/partners of the project in Annex IV</i></p>	<p>Performance Indicators as per Project document</p>	<p>Performance Indicators used</p>	<p>Data sources and verification of performance indicator data</p>	<p>Responsible for data collection</p>
<p>Development Effectiveness: The extent to which the Project</p> <ul style="list-style-type: none"> - has put in place a more effective labour administration enforcement mechanism (IO1); - established a sustainable and effective social dialogue and dispute settlement mechanism (IO2); and - strengthened employers' and workers' organisations to enabling them to better representing the interests of their constituency (IO3) 	<p>None in project document but some are included in progress reports. The usability of the latter performance indicators is limited.</p>	<ul style="list-style-type: none"> • Labour Inspectors make regular use of training materials imparted by the project • Labour Inspector work as advisors not as policemen • GFJTU and CIJ are active in shaping labour market policies and have increased their membership • Number of disputes settled by conciliation has increased • MoL and the social partners take ownership of the project and committed own resources to further develop project results 	<p><u>Sources of verification:</u> Data have been collected from MOL, Labour Inspectorate, GFJTU and CIJ through questionnaires and interviews, as well as through a Focus Group made up of Labour Inspectors trained by the project</p>	
<p>Resource Efficiency: The extent with which resources were economically converted into results, including mention of alternative more cost-effective strategies when applicable</p>	<p>None in project</p>	<ul style="list-style-type: none"> • Frugal use of human, material and financial resources (no overspending) by the project management • ROAS, ILO HQ units did not have to interfere in project operations or management decisions beyond what is prescribed in the financial regulations. • ILO/ROAS and ILO/HQ quickly and efficiently supported project implementation. 	<p>Project's files, financial records Internal correspondence between the project, ROAS and HQ</p>	<p>Evaluator, supported by Ms Hind</p>

<p>Impact: Positive and negative, intended and unintended long-term effects</p>	<p>document and not even in progress reports</p>	<ul style="list-style-type: none"> • <i>Remark: Here the evaluator experienced difficulties since more than one project, e.g .IFC, and other donors are assisting the MoL's Labour Inspectors.</i> • Changes in Labour Policy, LIs inspection practice, coverage, feedback and reporting, demonstrating the use of the project's recommendations, methods, etc • Employers' organisations are getting interested in participating in collective agreements • ECOSOC has regular sessions and fulfils its mandate • National Tripartite Committee has regular sessions and provides advice on labour related matters • Revised labour legislation adopted by parliament 	<p>Labour Inspectorate and Inspectors, MOL, GFJTU and CIJ, ECOSOCJ, National</p> <p>Tripartite Committee records, documents, instructions, etc</p>	
<p>Relevance: The extent to which Project interventions met beneficiary requirements, country needs, global priorities and partners' and donors' policies</p>		<ul style="list-style-type: none"> • Satisfaction of the beneficiaries with the quality of training, training materials, presentations, technical advisory services, publications, articles, TV and radio broadcasts • Regular use of such material in inspections in capacity building, in preparation for public meetings, references to the project's work in media, beyond what the project has financed, etc 	<p>Direct beneficiaries', partners' and stakeholders' opinion through interviews, feedback if any, correspondence, other documents</p>	
<p>Sustainability: The immediate benefits and probability of continued long-term benefits after the Project has ended</p>	<p>Training materials, trained capacities, procedures, legal outputs have the tendency to sustain</p>	<ul style="list-style-type: none"> • The use of training materials, manuals, handouts produced or disseminated by the project by beneficiaries and commitment to further adapt these materials to local specificities. • Legal drafts, standing orders prepared and submitted to GoJ. 	<p>Feedback from beneficiaries, copies of new articles, references made to project-produced documents, proposals</p>	
<p>Partnerships: The extent to which the Project's</p>		<ul style="list-style-type: none"> • Regular contacts, requests for assistance, ideas, comments, information, documents etc, from 		<p>Evaluator, supported by Ms Hind</p>

<p>stakeholders absorbed capacity to address social dialogue, labour reform and inspection issues</p>		<p>stakeholders without the project initiating such contacts.</p>		
<p>Lessons Learned and Good Practice: Good practices identified by the Project, key lessons learned from project implementation, and recommendations for similar programmes/projects.</p>		<ul style="list-style-type: none"> • These are do's (management decisions that led to opportunities) and don'ts (decisions or no decisions that might have led to delays, identified during project implementation by not having, e.g. risk analysis, contingency plans, not taking preventive actions in time 	<p>Project progress reports, internal correspondence</p>	

ANNEX IV Summary of replies to Evaluation Questionnaires

Evaluation Form - JOR/07/03/M/SPA 1/5

Name: _____ Date: _____ Department: _____
 Title: _____ Project Evaluated: _____ Promote Fundamental Principles and Rights at Work in Jordan Project code: JOR/07/03/M/SPA

If you have never seen the project document, don't answer to questions 4,5,6, 13a) and 17.

Circle the most appropriate number for each statement below. A rating of one (1) indicates the highest level of agreement with the statement, five (5) the lowest. N/A is also used for answer "I don't know".

Responding ILO officials please consult the project document before answering!

Criteria	Agree....Disagree percentages of replies					
Relevance and strategic fit The Project has significantly contributed to priorities set out in the National Agenda of Jordan, such as upgrading effectiveness and competency in employment and training, social protection and elimination of poverty. Evidence:	22	22	30	22	4	---
2. Your organisation has gradually become a kind of an "owner" of the Project. Evidence:	44	32	8	---	8	8
The Project has built synergies and perfectly contributed to and fit with ILO programmes/projects such as a) Decent Work Country Programme b) Better Work b) Forced Labour and Trafficking Evidence:	37	37	12	7	7	---
3.	22	22	22	13	21	---
3.	22	39	22	13	4	---
Validity of the design a) The project design provided a good basis for implementation b) Project outputs were causally linked to outcomes 4. c) The outcomes have significantly contributed to the development objective of the Project. Evidence:	5	47	26	21	1	---
4.	10	20	50	10	10	---
4.	27	27	27	10	9	---
a) The problems and needs were adequately analyzed b) The project strategy was sound and c) the objectives were clear, realistic and achievable within the established time schedule and with the allocated resources (including human resources). Evidence:	11	56	28	5	---	---
5.	11	28	56	5	---	---
5.	15	44	33	8	---	---
a) The indicators described in the Project document for managing project performance (monitoring and evaluating results) were appropriate and useful. b) The means of verifications for the indicators were fully adequate. Evidence:	17	39	17	5	5	17
6.	37	37	11	5	---	10
6.						

Evaluation Form - JOR/07/03/M/SPA
2/5

<p>Project progress and effectiveness All the amendments regarding provisions allowing migrant workers to join unions, upgrading provisions on collective bargaining between workers and employers, and regulating provisions relating to end of service to ensure the rights of workers, proposed in the course of the labour law reform, should be embodied in the revised legislation</p> <p>7. Evidence:</p>	20	24	28	---	16	12
<p>The Project has played a crucial role in</p> <p>8. a) making labour inspectors role more substantive and organized b) enabling them to carry out more inspections</p> <p>Evidence:</p>	42	35	15	4	4	---
<p>Due to the Project the social partners (Workers' and Employers' organisations (W/E) have much improved their competencies and understanding of their role and functions</p> <p>9. Evidence:</p>	7	50	25	11	4	3
<p>The social partners (W/E) of the Project have been regularly involved, consulted and participated in the discussions of labour inspection</p> <p>10. Evidence:</p>	11	46	25	3	14	1
<p>The following organisations successfully carried their points in the dialogue with the <u>GOJ</u> during the preparation of reform programmes on employment, labour laws and social security</p> <p>11. a) Jordanian Chamber of Industry (<u>JCI</u>) and b) General Federation of Jordanian Trade Unions <u>GFJTU</u></p> <p>Evidence:</p>	32	26	21	5	---	16
<p>The capacity built and awareness created by the Project has significantly enabled the following organisations to be engaged in policy discussions, debated and collective bargaining:</p> <p>12. a) <u>JCI</u> and b) <u>GFJTU</u></p> <p>Evidence:</p>	17	35	13	13	4	18
	12	44	8	20	4	12

Evaluation Form - JOR/07/03/M/SPA 4/5

Effectiveness of management arrangements							
	a) The Project has benefited from a fully competent and effective management (timeliness and performance monitoring were outstanding).	16	24	28	12	4	16
20.	b) The project governance structure (GVA HQ, ROAS, Beirut, Amman) has greatly facilitated the achievement of good results and provided for efficient delivery. Evidence:	8	42	19	4	---	27
The communication was timely and effective within the							
	a) project team, and between	21	31	3	7	3	35
21.	b) project team and regional office, and	---	47	19	10	---	24
	c) project team and responsible ILO technical department Evidence:	---	47	5	---	---	48
a) The Project management regularly and effectively monitored the project performance and results							
	b) The M&E system put in place was effective and regularly used	50	21	17	4	8	---
22.	c) The relevant data were systematically collected and analyzed to document progress to take informed management decisions Evidence:	50	10	25	---	5	10
		27	23	18	9	5	8
23. The Project received adequate political, technical and administrative support from its national partners (Ministry of Labour, Economic and Social Council, JCI, GFJTU) Evidence:							
		20	44	20	8	4	4
Impact orientation and sustainability							
The MOL has fully implemented the action plan in its reorganisation efforts, took decisions on institutional reforms, improved working conditions, increased employment and regularly rendered account of progress made: Evidence:							
24.		4	54	27	4	4	7
Positive changes that can be observed in the attitudes, capacities and approaches of the partner institutions and their staff							
	a) MOL	36	36	12	12	---	4
	b) JCI	13	43	17	13	13	1
	c) GFJTU	23	52	14	---	---	11
25.	d) Media can to a large extent be attributed to the Project's interventions. Evidence:	21	50	8	13	4	4

Evaluation Form - JOR/07/03/M/SPA
5/5

26. a) The national partners are capable, willing and committed to continue with the Project results. b) The Project has effectively built national ownership over project results. Evidence:	59	30	4	---	4	3
27. The Project has successfully built or strengthened an enabling environment (laws, policies, people's attitude, etc.) Evidence:	27	50	19	4	---	---
28. There should be another phase of the Project to consolidate achievements. Evidence:	15	11	---	---	4	---

ANNEX V

Evaluation questions addressed to representatives of GOJ including those of the Jordanian ECOSOC and the Labour Inspectorate

Purpose of the consultations/interviews/meetings

- *fully sharing responsibilities for the evaluation findings, conclusions, recommendations and lessons learned;*
- *generating new ideas, encouraging stakeholders to have new answers, respond to newly identified needs, helping to further develop ownership of the outcome of the project;*
- *providing opportunity to a deeper understanding of the project and find out if the users are satisfied with project results.*

How did the Project contribute to priorities set out in the National Agenda of Jordan, such as upgrading effectiveness and competency in employment and training, social protection and elimination of poverty?
Have your organisations taken some form of “ownership” of the Project concept, approach and outcomes since the project started in 2007?
How successful was the Project in deepening the role of the labour inspectors; as well as, enabling the social partners to better understanding of their competencies and function?
Do labour inspectors enjoy a civil servant status?
Do you have a law to govern labour inspections that is simple and straightforward?
What observed changes in attitudes, capacities and performance of your organisation can be attributed to the Project’s interventions? For instance, have Labour Inspectors changed inspection practice, scope, coverage and reporting? Can the results be attributed only to this project or other projects have also contributed to those changes?
Does the Labour Inspectorate publish Inspection Reports? (Yearly or biannually?)
Have you evaluated labour inspection services recently?
Has the MoL reached the limits of its absorption capacity to manage and efficiently manage the increasing foreign assistance?
Are the financial resources adequate to cover the whole country by regular labour inspections?
How does the Labour Inspectorate cover the regions? If you have field units how do you provide for control and direction to ensure a common approach?
Do you feel that the results of the Project are yours? Would you take care of and further develop the results without external assistance?
Has the Project successfully built or strengthened an enabling environment (laws, policies, people’s attitude etc.)?
To what extent the social partners were involved/participated/consulted in the discussion of labour inspection with a view to strengthening tripartism and social dialogue?
How successful were the Economic and Social Council and the employers’ and workers’ organisations in carrying their points in the dialogue with the GOJ during the preparation of reform programmes concerning employment, labour legislation and social security?

Did the Project receive adequate political, technical and administrative support from your organisations?
To what extent the GoJ Ministry of Labour has implemented the action plan in its reorganisation efforts, e.g. direct actions taken to improve working conditions, institutional reforms, increased employment opportunities and the development of regular progress updates made in the implementation of the different activities.
Will your organisation be supportive and committed to continue with the Project results?
Should there be another phase of the Project to consolidate achievements?

**Evaluation questions addressed to
 Workers’ representatives including GFJTU and sectoral trade unions**

Purpose of the consultations/interviews/meetings

- *fully sharing responsibilities for the evaluation findings, conclusions, recommendations and lessons learned;*
- *generating new ideas, encouraging stakeholders to have new answers, respond to newly identified needs, helping to further develop ownership of the outcome of the project;*
- *providing opportunity to a deeper understanding of the project and find out if the users are satisfied with project results.*

Did you participate in the National Tripartite Committee? How often did you meet? Do you have examples of subjects discussed?
Number and example of consensus on national development policies, collective agreements, and smooth management of labour dispute?
Have you taken some form of “ownership” of the Project concept, approach and outcomes since the project started in 2007?
To what extent the capacity building and awareness raising activities imparted by the project have enabled the beneficiary workers’ organisations to be engaged in policy discussions, debates and collective bargaining?
Did the Project receive adequate political, technical and administrative support from your organisation?
What observed changes in attitudes, capacities and performance of your organisation can be attributed to the Project’s interventions?
Do you feel that the results of the Project are yours? Would you take care of and further develop the results without external assistance?
Has the Project successfully built or strengthened an enabling environment (laws, policies, people’s attitude etc.)?
Should there be another phase of the Project to consolidate achievements?

**Evaluation questions addressed to Employers’ representatives
 including those of the Chamber of Industry, the Chamber of Commerce**

Purpose of the consultations/interviews/meetings

- *fully sharing responsibilities for the evaluation findings, conclusions, recommendations and lessons learned;*
- *generating new ideas, encouraging stakeholders to have new answers, respond to newly identified needs, helping to further develop ownership of the outcome of the project;*
- *providing opportunity to a deeper understanding of the project and find out if the users are satisfied with project results.*

Did you participate in National Tripartite Committee? How often did you meet? Examples of subjects discussed?
Example of consensus agreed during Tripartite Committee Meetings?
Number and example of resources mobilized with help of the project?
Have you taken some form of “ownership” of the Project concept, approach and outcomes since the project started in 2007?
To what extent the capacity building and awareness raising activities imparted by the project have enabled the beneficiary employers’ organisations to be engaged in policy discussions, debates and collective bargaining?
Did the Project receive adequate political, technical and administrative support from your organisation?
What observed changes in attitudes, capacities and performance of your organisation can be attributed to the Project’s interventions?
Do you feel that the results of the Project are yours? Would you take care of and further develop the results without external assistance?
Has the Project successfully built or strengthened an enabling environment (laws, policies, people’s attitude etc.)?
Should there be another phase of the Project to consolidate achievements?

**Evaluation questions addressed to representatives of the
Civil Society and the media**

Purpose of the consultations/interviews/meetings

- *fully sharing responsibilities for the evaluation findings, conclusions, recommendations and lessons learned;*
- *generating new ideas, encouraging stakeholders to have new answers, respond to newly identified needs, helping to further develop ownership of the outcome of the project;*
- *providing opportunity to a deeper understanding of the project and find out if the users are satisfied with project results.*

Have you taken some form of “ownership” of the Project concept, approach and outcomes since the project started in 2007?
--

What observed changes in attitudes, capacities and performance of your organisation or your staff can be attributed to the Project’s interventions?

Do you feel that the results of the Project are yours? Would you take care of and further develop the results without external assistance?
--

Has the Project successfully built or strengthened an enabling environment (laws, policies, people’s attitude etc.)?
--

Should there be another phase of the Project to consolidate achievements?

**Evaluation questions addressed to ex-staff members
and national consultants who worked for the Project**

Purpose of the consultations/interviews/meetings

- fully sharing responsibilities for the evaluation findings, conclusions, recommendations and lessons learned;
- generating new ideas, encouraging stakeholders to have new answers, respond to newly identified needs, helping to further develop ownership of the outcome of the project;
- providing opportunity to a deeper understanding of the project and find out if the users are satisfied with project results.

Relevance and strategic fit
How have the stakeholders taken ownership of the Project concept, approach and outcomes since the project started in 2007?
How well did the Project in building synergies with and contributing to ILO DWCP, Jordan and other ILO projects (e.g. Eliminating forced labour and trafficking in Jordan; Better Work, Jordan, Gender Equality)?
How did the Project contribute to national priorities as identified in the United Nations Development Assistance Framework (UNDAF) and those included in the National Agenda?

Validity of the design
Was the intervention logic coherent and realistic? Do outputs causally link to outcomes, which in turn contribute to the broader development objective of the Project?
Were the objectives of the Project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)? Were the problems and needs adequately analyzed?
How appropriate and useful were the indicators described in the Project document for monitoring and measuring results? Were the means of verifications for the indicators appropriate?
Did the project benefit from a logical framework?

Project progress and effectiveness
Progress towards its planned outputs and activities? Did the benefits accrue equally to people at all levels in the labour law which Project and what further work is needed to achieve results? What formal or informal arrangements have been put in place to ensure the Project's objectives are met?
Under what circumstances did the Project succeed in helping the labour inspectors, employers and workers' partners for a wider understanding of their competencies and functions?
What alternative strategies would have been more effective in achieving the Project's objectives? Were social partners involved/participated/consulted in the discussion of labour inspection used to strengthen tripartism and social dialogue?
Efficiency of resource use
Were the resources used efficiently in carrying out the tripartite dialogue with the GO? Were the objectives of reform programmes concerning employment, labour legislation and social security met? Has the implementation of activities been cost-effective? Do the results justify the costs? Are the existing results being maintained by the project beneficiaries?
Were the project activities implemented in a timely manner? Were the beneficiary employers' and workers' organizations actively engaged in policy discussions, debates and collective bargaining? Were there any major delays? What were the reasons, and how did the Project deal with them?

with this delay in work plan, if any?

Effectiveness of management arrangements

Were the management capacities adequate? Did the project governance structure facilitate good results and efficient delivery? How effective (timely, regular) was the communication between project team, regional office, and responsible ILO technical units?

How effectively did the management monitor Project performance and results? What M&E system was put in place, and how effective was it? Were relevant data systematically being collected and analyzed to document progress and used to take informed management decisions?

Was the project effectively monitored by ILO DECLARATION programme and did the latter report to the donor in accordance with its reporting requirements? As per the project document was there a process or mid-term evaluation carried out to assess results and recommend any changes that may be necessary in the project's strategy, management or budget?

Did the Project receive adequate political, technical and administrative support from its national partners (MOL, ACI, GFJTU, etc.)?

Impact orientation and sustainability

What observed changes in attitudes, capacities and performance of the partner organisations can be attributed to the Project's interventions?

To what extent the GoJ Ministry of Labour has implemented the action plan in its reorganisation efforts, eg. direct actions taken to improve working conditions, institutional reforms, increased employment opportunities and the development of regular progress updates made in the implementation of the different activities.

Are national partners willing and committed to continue with the Project? How effectively has the Project built national ownership?

Are the project partners ready to take care of and further develop the results without external assistance?

Has the Project successfully built or strengthened an enabling environment (laws, policies, people's attitude etc.)?

Should there be another phase of the Project to consolidate achievements and expand to new areas?

Evaluation questions discussed in the Focus Group of Labour Inspectors

Purpose of the consultations/interviews/meetings

- *fully sharing responsibilities for the evaluation findings, conclusions, recommendations and lessons learned;*
- *generating new ideas, encouraging stakeholders to have new answers, respond to newly identified needs, helping to further develop ownership of the outcome of the project;*
- *providing opportunity to a deeper understanding of the project and find out if the users are satisfied with project results.*

The Focus Group discussion with beneficiary labour inspectors centered on the following issues:

Actual use in inspections of knowledge, training, materials, presentations, manuals, etc, received through the training by the project.
Have you changed methods, e.g. planning, organizing, executing and reporting about inspections, collaboration with other inspectors, etc?
Do you carry out more visits to informal sector undertakings and in rural areas than before?
Do you prepare annual reports individually or the Labour Inspectorate does it?,
Do such reports mention activities performed, results achieved and recommendations for next year?
How many labour inspectors are employed by the MOL and what is the percentage of the female inspectors?
Is there a functioning complain system for collective dispute settlement?
Would you need further training to meet higher inspection standards and broader coverage?
Is there a national action plan for labour inspection that includes clear targets to meet?

ANNEX VI

Key Project Activities Between 2008 and 2010

Title of activity	Responsible	Date	Place
2008			
Labour inspection meetings	Rachid Khedim	February	Amman - Jordan
Training programme for labour inspectors	Rachid Khedim		Amman - Jordan
Workshop for media specialists	Rachid Khedim	March	Amman - Jordan
Training programme for labour inspectors	Rachid Khedim	March - April	Amman - Jordan
International Workshop on Labour Inspection	Rachid Khedim	July	Amman - Jordan
Workshop on Trade Unions	Rachid Khedim	July	Damascus - Syria
Second Capacity Building workshop for workers' organisations	Rachid Khedim	July	Damascus - Syria
Training workshop for media representatives at the Arab Institute for Labour Studies	Rachid Khedim	July	Damascus - Syria
Training workshop for media trade unions at the Arab Institute for Labour Studies	Rachid Khedim	July	Damascus - Syria
Training course on social dialogue organized by ICATU in collaboration with the ILO	Rachid Khedim	August	Damascus - Syria
Capacity building for Social Partners to promote a sustainable Social Dialogue	Rachid Khedim		Aqaba – Jordan
Capacity building for Social Partners to promote a sustainable Social Dialogue	Rachid Khedim	October	Irbid - Jordan
Seminar on capacity building in favour of labour inspectors	Rachid Khedim	November	Damascus - Syria
2009			
Labour inspectors training programme	Khawla Mattar	February	LI Training Centre - Amman
National social dialogue workshop	Khawla Mattar	March	Zarqa - Jordan
Training programme for Labour Inspectors	Khawla Mattar	March	LI Training Centre - Amman
National Labour Inspection workshop	Khawla Mattar	March	Aqaba - Jordan
The Social Dialogue Workshop	Khawla Mattar	March	Zarqa - Jordan
The Labour Inspection training workshop	Khawla Mattar	March	Aqaba - Jordan
Training programme for the media	Khawla Mattar	May	Amman - Jordan
National workshop for labour inspectors	Khawla Mattar	May	Damascus - Syria

Workshop on labour inspection	Khawla Mattar	June-July	LI Training Centre - Amman
Promoting the ILO Declaration on Social Justice	Khawla Mattar	July	Aqaba - Jordan
The graduation ceremony for inspectors and media people	Khawla Mattar	August	Amman - Jordan
Training of labour inspectors	Khawla Mattar	August	LI Training Centre - Amman
Training for labour inspectors	Khawla Mattar	Aug - Sept	LI Training Centre - Amman
National workshop on collective bargaining	Khawla Mattar	August	Aqaba - Jordan
Labour inspectors workshop	Joaqin Martinez-Soler	November	Damascus - Syria
2010			
Phase I and II of the Trade Union Training Programme on Collective Bargaining	Joaqin Martinez-Soler	March	Amman - Jordan
Trade Unions' training on collective bargaining in the food industry	Joaqin Martinez-Soler	March	Amman - Jordan
Launching Electricity Collective Bargaining model workshop	Joaqin Martinez-Soler	July	Amman - Jordan
Training on Collective bargaining for the Jordan Chamber of Industry	Joaqin Martinez-Soler	May	Amman - Jordan
Study tour to Spain of the members of the ESC	Joaqin Martinez-Soler	May	Madrid - Spain
Trade Unions' Training course on Collective Bargaining	Joaqin Martinez-Soler	July	Amman - Jordan
Trade Unions' training on collective bargaining in the food industry, Phase I and II	Joaqin Martinez-Soler	April	Amman - Jordan
Training course on Collective Bargaining for the Trade Unions of the Port of Aqaba	Joaqin Martinez-Soler	July - Aug	Amman - Jordan