



CANADIAN LEADERS IN INTERNATIONAL CONSULTING INC.

Final REPORT

Review of the Decent Work Country Programme (DWCP) - The Hashemite Kingdom of Jordan (2018-2022)

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Acronyms

CBA	Collective Bargaining Agreement
CA	Cross-Cutting Aspects
CCA:	UN Common Country Assessment (of the Hashemite Kingdom of Jordan)
CLMS	Child Labour and Monitoring System
CSOs:	Civil Society Organizations
CCPD:	Cross-Cutting Policy Drivers
CTA:	Chief technical advisor
DWCP:	Decent Work Country Programme
EIIP:	Employment-Intensive Investment Programme
GFJTU:	General Federation for Jordanian Trade Unions
GPOG:	General Principles and Operational Guidelines for Fair Recruitment
ILO:	International Labour Organization
ILS:	International Labour Standards
JCC:	Chamber of Commerce
JCI:	Jordan Chamber of Industry
JNCW	Jordanian National Commission for Women
JRP:	Jordan Response Plan (Syrian Crisis)
KIIs	Key Informant Interviews
LMI:	Labour Market Information
LMO:	Labour Market Observatory
MoE:	Ministry of Education
MoL:	Ministry of Labour
MoSD:	Ministry of Social Development
MSME	Micro Small and Medium Enterprises
NCPE	National Committee for Pay Equity
NEEP:	National Empowerment and Employment Programme
NEET:	Not in Employment, Education and Training
NFCL:	National Framework to Combat Child Labour
NTSC:	National Tripartite Steering Committee
OSH:	Occupational Safety and Health services
P&B:	(ILO) Programme and Budget document
POS:	Programme of Support to the Jordan Compact
RoO:	Relaxed Rules of Origin
SDGs:	Sustainable Development Goals
SEZ:	Special Economic Zone
SME	Small and medium enterprises
SPSPA:	The Social Protection Strategy and Poverty Alleviation
SRHC:	Syrian Refugees and Host Communities
SSC:	Social Security Corporation
SRHC	Syrian Refugees and Host Communities
ToC:	Theory of Change
TVSDC:	Technical and Vocational Skills Development Council
UNSDCF:	UN Sustainable Development Cooperation Framework
UNSDF:	UN Sustainable Development Framework in Jordan
UNCT:	UN Country Team

EXECUTIVE SUMMARY

PURPOSE OF THE REPORT

Based on literature review and interviews with ILO staff and representatives of the tripartite constituents, this report first aims to assess the ILO's Decent Work Country Programme - Jordan 2018-2022 (DWCP) as a planning document in terms of **relevance** (consistency between outcomes and outputs), **coherence** (with relevant national policies and strategies and UN priorities in Jordan), and **design** (integration of crosscutting issues such as International Labour Standards, monitoring and supervision by ILO and the three constituents, and avoidance of duplication of efforts).

The report also assesses the achievements made under the DWCP since 2018, particularly vis-à-vis stated priorities/needs and outcomes through three angles: **effectiveness** (whether the DWCP has achieved its operational objectives), **efficiency** (management of the operations), and institutional and operational **sustainability and impact** in the medium and long-term.

Finally, the report takes stock of lessons learned, good practices, and puts forward recommendations aimed to inform its design and development of the next DWCP.

COVERAGE

The Review report covers the entire DWCP period from 2018-2022. It covers 22 of the 30 projects included in the DWCP umbrella framework of action that have been conducted during that period (see Annex2 at the end of the report). Such projects are only considered and analyzed insofar as they have contributed to DWCP outcomes and outputs.

FINDINGS:

Coherence and relevance

The Review found that ILO's DWCP is globally coherent with relevant national policies and strategies and UN priorities in Jordan. It nevertheless pinpoints differences of approaches with national and UN documents and identifies significant added value brought about by the DWCP, including focusing on decent work conditions and social dialogue and expanding the beneficiaries of employment creation projects beyond Syrian refugees and host communities.

The review used a S.M.A.R.T (S (specific) M (measurable) A (achievable) R (relevant) and T (timely)) evaluation framework for assessing the consistency of activities and outputs with expected outcomes. It founds that the DWCP's activities and outputs meet relatively well these criteria, except for measurability (provision of outcome indicators but lack of workable monitoring instrument and project reporting mechanisms) and, to a lesser extent, relevance (insufficient consistency under Priority 1 in the outcome/activities and outputs/indicators sequencing, especially with respect to the development of job creation capacity of enterprises. Measures that can be taken to better ensure the consistency of activities and outputs include equipping the DWCP document with a strong and feasible monitoring plan.

The COVID-19 pandemic has highlighted the relevance of the DWCP activities in mitigating its adverse effects on the vulnerable population on Jordan. However, the pandemic may have also affected its coherence vis-à-vis new policies adopted by Jordan. This calls for a strategic

reinforcement of the partnership between the ILO and its Jordanian stakeholders, including the tripartite constituents.

Validity of design

The Review validates the main features of the DWCP's design. It nevertheless underscores several weaknesses, including the limited role of the tripartite constituents in the implementation of the DWCP, the streamlining of some cross-cutting themes, insufficient social dialogue, and absence of preventive measures to avoid duplication of activities. Several of these gaps have however been bridged at by the implementing projects' designs.

Effectiveness with respect to employment creation

Most of the employment creation objectives have been achieved or partially achieved, except for activities relying primarily on the initial initiative of national institutions, such as the support to the establishment of the Labour Market Observatory (LMO) or to the implementation of the National Empowerment and Employment Programme (NEEP). Results obtained by livelihoods projects have respected their quotas of female/male beneficiaries and consistently reflected on key decent cross-cutting issues such as International Labour Standards (ILS), gender equality and non-discrimination and inclusive programming, as related to the nature of their activities.

The DWCP has also created durable partnership networks with donors and international and national implementing agencies. Yet, the review has identified weaknesses specific to some activities that need to be addressed in the next DWCP:

- The long-term impact of the cash-for-work (EIIP) projects: These projects' designs do not offer clear opportunities of durable integration of the beneficiaries in the local economy despite the vocational training sessions received by beneficiaries on the spot. In interviews, trade union representatives suggested that EIIP funds be reoriented towards more durable employment creation.
- While activities pertaining to job placement have partly achieved their objectives, activities related to the development of the private sector through improved access to finance, and enhanced business development have remained limited to support for micro-enterprises, whereas the DWCP document also aimed at companies and start-ups (means of action and support 1.2.3).

Effectiveness with respect to decent work conditions

Legal progress has been reported in several sectors, such as inspection and Occupational Safety and Health services (OSH), safe corridors for migrant workers, the status of domestic workers, child laborers and inclusive social protection. However, such progress still has to be sustained on the ground by sound implementing by-laws and regulations. As evidenced since the COVID-19 pandemic, worsening economic conditions have weakened employer compliance with decent work/OSH and SSC regulations implies costs all employers may not have the capacity to cover.

Limited awareness by employers and employees of labor regulations remains a matter of concern- especially in formal or informal MSMEs sector, which constitutes the vast majority of enterprises in Jordan. The primary issues outside the non-garment factories in 2020 were in the areas of management systems, occupational safety and health, social dialogue, and wage payment.

Effectiveness with respect to social partners' contribution to decent work

Although the social partners (workers' and employers' organizations) are members of the main national institutions that regulate the labor market, social dialogue is widely perceived to be a government dominated process. Workers' and employers' organizations lack the expertise, as well as the financial, human and communication resources, to influence decision-making processes.

However, social partners and CSOs have played a significant role in advancing the human and social rights of vulnerable groups, such as women and migrant workers in the workplace, through amendments to the labor laws, CBAs, and public awareness campaigns. However, the structure and capacities of their secretariats have remained limited, preventing them from capitalizing on such achievements to influence significantly tripartite social dialogue discussions or bargaining agreements.

In order to enable social partners to fully carry out their responsibilities, increased donor investments in the form of additional human resources and technical support are required.

Efficiency

The Review's assessment of the DWCP's efficiency is mixed. Neither the tripartite constituents nor the ILO staff involved in the implementation of projects have been able to monitor its results based on projects results. The National Tripartite Steering Committee, composed of ILO and tripartite constituent representatives, has stopped meeting since the outbreak of the COVID-19 pandemic in 2020. In the eyes of its stakeholders, the DWCP in retrospect hasn't constituted the driving instrument defining Jordan's decent work policies.

However, the DWCP funding strategy for its implementing livelihoods and decent work projects has been successful, based on the ILO's status as the lead UN agency for elaborating and implementing livelihoods programs in Jordan since 2002, and on its proactive funding strategy.

In terms of timeliness of achievements, while most of the DWCP's projects have not achieved their results timely, mainly because of external factors, most of the priorities and their outcomes were more or less met during the duration of the DWCP.

Sustainability and impact

The DWCP has contributed in many ways to supporting sustainable institutional development and creating an enabling environment in the labor market, either by building capacity within the tripartite constituents' staff, by supporting the establishment of durable partnerships, or by promoting amendments to relevant legislative frameworks.

Despite its sustainable operational and institutional achievements, the DWCP is not considered an agent of change by national stakeholders. This is due to contextual factors, such as the deterioration of economic conditions since 2018, the lack of trust in the adequate implementation of national legislation and social policies, and lack of information: the DWCP has been inadequately monitored and underreported. In addition, the DWCP fragmentation into many different projects makes it difficult to assess its overall significance.

BEST PRACTICES, LESSONS LEARNED, AND RECOMMENDATIONS

The DWCP is based on good design principles, which should be retained for the elaboration of the next DWCP: The establishment of a ToC around priorities, outcomes, related activities, and outputs; its concern for the integration of cross-cutting drivers, risk mitigation strategies; the search for strong partnerships with the tripartite constituents; and the alignment of the DWCP with other relevant UN and national frameworks.

For all these good design and practices, the DWCP is currently not identified by the tripartite constituents as a driving force for influencing their policies and regulating the advancement of the implementing projects. The recommendations put forward below aim to rehabilitate the DWCP as the central instrument for promoting and executing its decent work agenda:

DWCP general governance:

A first set of recommendations addresses the DWCP's overall governance:

- Equip the DWCP document with a monitoring instrument including baselines, targets, and data collection procedures, in addition to a timetable specifying progress assessments on an annual or bi-annual basis. This entails the full commitment of ILO staff involved in the implementation of the projects to this approach, which may also lead to changes in the functioning of the ILO office in Jordan.
- Include in the next DWCP document an implementation plan including supervision procedures for the NTSC, with clear responsibilities assigned to the ILO and each of the tripartite constituents.
- Organize regular meetings with all stakeholders, including the main donors, to capture progress made towards the achievement of the DWCP's outcomes and priorities, and adapt strategically to contextual political and socioeconomic changes.
- The ILO and the UNCT should develop synergies between the DWCP and the UNSDF frameworks to better identify areas of mutual concern. In particular, the next DWCP should more explicitly define its coherence within the larger UNSDF and the modalities of its cooperation with other UN agencies.
- The achievements of the DWCP under its three priorities should be consistently reported, circulated among stakeholders, and diffused publicly. This may enhance the attention of a wider range of donors.

Other more sectoral recommendations for the ILO and the tripartite constituents include:

Relevance and coherence:

- Better align the sequence of outcomes, activities and outputs, and performance (or outcome) indicators.
- Develop the job creation component of Priority 1 of the DWCP related to strengthening the job creation potential of the private sector. This could give the DWCP a strategic edge likely to capture donor and government interest.
- Implement decent employment creation and environment preservation schemes in governorates less affected by the Syrian refugee crisis for the sake of economic and social stability.
- Set quantitative baselines and targets for performance indicators in the DWCP document.

Design validity:

- The next DWCP document should streamline crosscutting issues such as social dialogue, special needs of persons with disabilities, and environmental sustainability more systematically under employment priority outcomes, activities and outputs, and performance indicators.
- The next DWCP document should identify and underscore the interconnectedness between the three priorities of the DWCP (for instance the impact of decent work conditions (under Priority 2) and legal measures to encourage female economic participation (under Priority 3), and on employment (Priority 1).
- The next DWCP document should consider additional risks, including the duplication of interventions, delays in the implementation of projects caused by registration procedures, and the establishment of partnerships with local actors required to ensure efficiency and sustainability.

Sustainability:

- Increase donor investments in the social partners' ability to adequately carry out their tasks within the DWCP and vis-à-vis their constituencies.
- Invest in institutional and local partnerships (CSOs, municipalities, etc.) set up by the projects over the course of their activities.
- Continue to engage the donors to improve the design of the cash-for-work EIIP projects in order to enhance the employability of Syrian and Jordanian beneficiaries, including the extension of work periods, connections with the Employment Service Centers or other external training service providers.
- Ensure the adequate monitoring of amendments to the labor law achieved under the DWCP.

1. Introduction

1.1. Background and program description

The Decent Work Country Programme (DWCP) is the main vehicle for the delivery of ILO support to Jordan. It is the strategic instrument through which the ILO provides programmatic and technical support to its tripartite constituents—the government, trade unions, and Employers and Business Membership Organizations—in their efforts to promote, through social dialogue, full employment, and access for to decent and productive work in conditions of freedom, equity, security, and human dignity for all people regardless of gender.¹

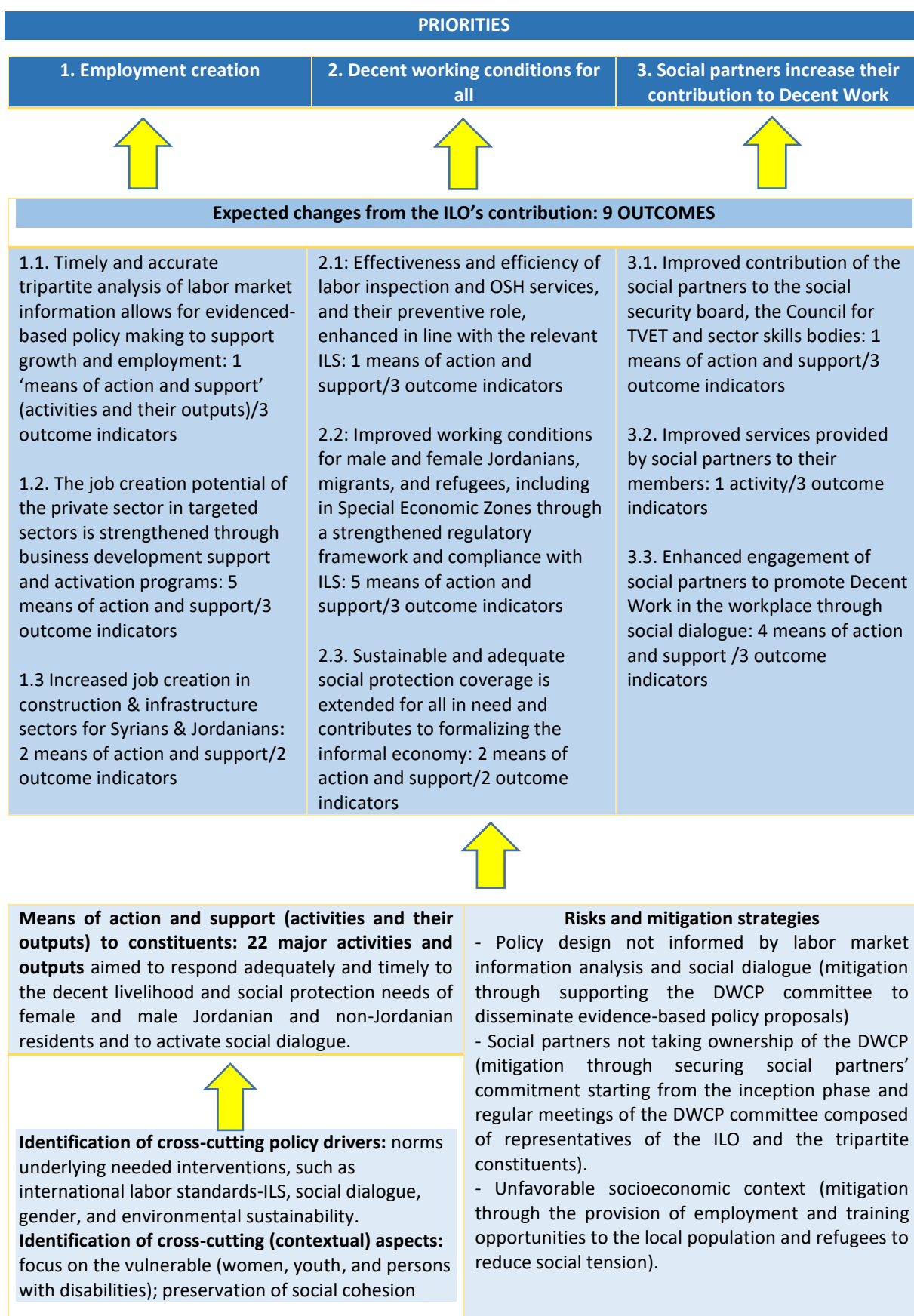
Jordan was the first Arab country to undertake a DWCP, which ran from 2006-2009. It engaged in its second DWCP from 2012 to 2015 (which was extended until 2017) and has been implementing its third DWCP, which began in 2018. Based on the ILO's and the tripartite constituents' shared assessment of the country's economic and social situation, three interconnected priorities were identified in the current DWCP (2018-2022), hereafter referred to as the DWCP).

- **Priority 1.** *Employment creation contributes to economic and social stability.*
- **Priority 2.** *Decent working conditions for all create a level playing field for male and female Jordanians, refugees, and migrants.*
- **Priority 3.** *Social partners to increase their contribution to Decent Work.*

For each priority, the DWCP proposes a Theory of Change (ToC) laying out the chain of actions leading to the realization of its three priorities, from the identification of cross-cutting policy drivers and risks and mitigation strategies, to means of action, and support to constituent activities and their outputs, to outcomes.

¹ The government has traditionally been represented by the Ministry of Labour (MoL); the trade unions by the General Federation of Jordanian Trade Unions (GfJTU), and the employers by the Jordanian Chamber of Industry (JCI).

Figure 1: Theory of Change template



against extremism; collaboration with other UN agencies.	
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The logical framework comprising the priorities, outcomes, means of action and support (activities and outputs) and related outcome indicators are to be found in Annex 1 of the report.

The DWCP is managed through the Jordan (Amman) Office under the leadership of the ILO Country Coordinator, with the support of the Regional Office for Arab States in Beirut and technical units at headquarters in Geneva.² It is implemented through 30 projects with specific budget lines over the DWCP period (2018-2022) (see annex 2 at the end of the report).³ The vast majority of them have been funded by extra-budgetary contributions from state and non-state development partners,⁴ and carried out in collaboration with national or international institutions. These projects are expected to contribute to the achievements of the larger DWCP framework's priorities.

The projects may be categorized in two groups:

- The first group of projects are those that the ILO has implemented and reported on under the Programme of Support to the Jordan Compact umbrella (POS). As explained by the DWCP document, the POS aims to “strengthen labor market governance, improve private sector capacity to export goods and create jobs, and support the immediate creation of decent jobs for Jordanians and Syrian refugees.” More specifically, since 2018 POS projects have sought, in line with Priority 1, to promote the inclusion of vulnerable Syrian refugees and Jordanian host communities in the formal labor market through the creation of decent jobs (including social security in the construction and the infrastructure sectors, notably through Employment

² The Jordan Office is a ‘horizontally structured’ projects office with, at its head, a Coordinator facilitating the projects’ implementation.

³ Some projects are represented more than once in the list of 30 projects, either because different phases of a project have been implemented during the DWCP lifespan (the project ‘Employment through Labour Intensive Infrastructure in Jordan’ for Phases III, IV, V) or because the project is segmented into different sub-projects (the Better Work Jordan project is composed of 9 sub-projects, the main one (‘Better Work Jordan’) being represented for phases I, II and III. See Annex 2 at the end of the report.

⁴ The ILO financially covers small activities, including technical assistance support for enhancing social dialogue and strengthening the capacity of Jordan to ratify and apply international labour standards and to fulfil reporting obligations. For 2022, ILO Jordan’s total budget was \$22.24 million, while its total expenditure was at 3.51 million (15.28 percent); see: <https://www.ilo.org/DevelopmentCooperationDashboard/>

Intensive Investment Programmes (EIIPs)⁵ (outcome 1.3) and to strengthen the job creation potential of the private sector, notably through support for employment services, skills training and job search activities, recognition of prior learning, facilitation of access to work permits for Syrian refugees (especially in the agriculture and the construction sectors) (outcome 1.2). They have also sought, according to Priority 2, to promote decent working conditions by stemming child labor amongst Syrian refugee and host communities (outcome 2.2) and to extend sustainable and adequate social protection to Syrian refugees (outcome 2.3).

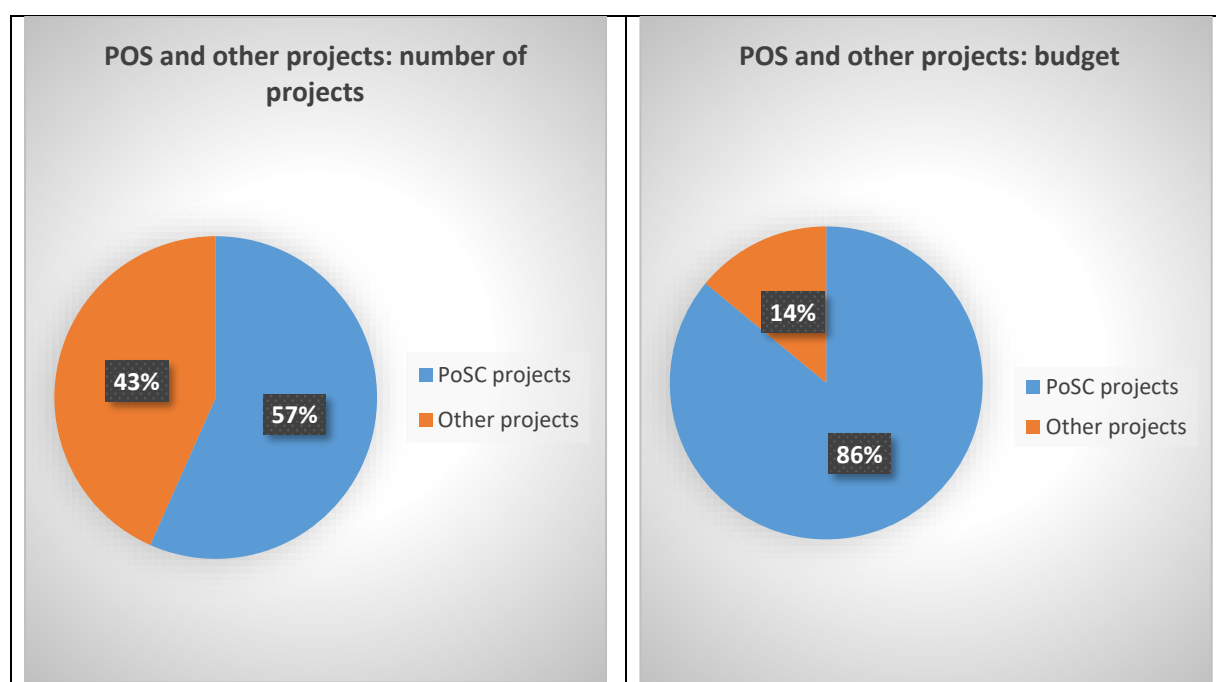
- The second group of projects ('other projects') seek to enhance the status of vulnerable groups of workers, including migrants, women, youth, and workers in the garment sector, through different approaches. The bulk of these projects concern the improvement of labor inspection and occupational and safety and health services: OSH (outcome 2.1), strengthening the capacity of trade union in Jordan's garment sector (outcome 3.3), and the empowerment of labor migrants legally and in their place of work through awareness campaigns, fair recruitment processes, and regulatory measures to redress employer-worker relationships (outcome 2.2).

- A third group of projects pertain to gender-responsive amendments to labor law and direct interventions to promote the socioeconomic participation of women (outcomes 1.2 and 2.2). Finally, miscellaneous projects related to youth's technical and vocational training (outcome 1.2) and technical advisory services for strengthening, extension and reform of social security programs in Jordan, including the Tenth Actuarial Review of the Social Security Corporation (outcome 2.3).

The POS projects, which are reported on separately from other projects (see below in the same section) constitute the largest group of projects and the highest share of the DWCP's overall budget.

⁵ The EIIPs are 'upgraded' versions of cash-for-work initiatives that are submitted to decent work regulations and where participants are granted temporary work permits and are covered by social security during their period of working engagement.

Figure 2: Current POS projects and ‘other projects’ within the DWCP



The full list of projects under the DWCP, including total budget, funding sources, linkage with priority and outcomes, and start and end dates, is provided in Annex 2 of the report.

1.2. Purpose and Scope of the Review

This Review report covers the entire DWCP period from 2018-2022. It focuses on the DWCP as an umbrella framework of action, involving 22 of the 30 implementing projects. However, projects are only considered insofar as they have contributed to DWCP outcomes and outputs. Based on the OECD/DAC criteria and in line with ILO's ToR Review questions, its purpose is first to assess the DWCP as a planning document in terms of:

- **Coherence and relevance:** whether the DWCP planning document is coherent according to relevant national policies and strategies, and UN priorities in Jordan; and the extent to which its activities and outputs are consistent with the attainment of its priorities and outcomes.
- **Validity of design and evaluability:** whether the DWCP planning has integrated crosscutting issues such as International Labour Standards (ILS) while avoiding duplication of interventions. In this respect, the Review examines the extent to which the DWCP document has included the tripartite partners in planning, implementation, and monitoring operations.

The report then examines the achievements made under the DWCP since 2018, particularly vis-à-vis stated priorities/needs and outcomes through three angles:

- **Effectiveness and Partnership:** the extent to which the DWCP has achieved, through implementing projects, its overall and more specific objectives. Effectiveness also looks into partnerships with the tripartite constituents and collaboration with donor countries within a changing context marked notably by the outbreak of the COVID-19 pandemic in 2022.
- **Efficiency:** how effectively the DWCP has been implemented, managed, coordinated, monitored, reported on, and achieved its results in a timely manner in relation to the available financial resources.
- **Sustainability and impact:** the extent to which the DWCP has had positive medium and long-term effects on the labor market's institutions and legislation, and whether these effects are expected to last.

Finally, the report takes stock of lessons learned and good practices to inform the formulation of the new DWCP and contribute to the development of the UNSDCF for Jordan. On this basis, it puts forward recommendations aimed to inform the design and development of the next DWCP.

The Matrix presenting the full list of Review questions is provided in Annex 3 of the report.

1.3. Methodology

The Review is based on a variety of data collection tools:

- A *Literature review* pertaining to the Jordanian socioeconomic context since 2018, was done including relevant studies by the ILO and other survey institutions such as the Jordanian Department of Statistics. The review also used relevant planning documents elaborated by the government of Jordan such as the National Vision 2025, the Jordan Economic Growth Plan 2018–2020, the National Employment Strategy 2011-2020 (NES), the National Strategy for Human Resource Development 2016–2025, the National Social Protection Strategy 2019-2025, Jordan Response Plan for the Syria Crisis 2018-2020. It also considered strategic documents released by UN entities, such as the United Nations Sustainable Development Framework (UNSDF) 2018–2022, the 2030 Agenda for Sustainable Development, and the ILO's Programme and Budget 2018–2019.
- *Review of DWCP documents*, comprising the DWCP document and progress reports on the POS (2018-2022), related project documents, and previous review reports.

- *Key Informant Interviews (KIIs)*: Using semi-structured questionnaires inspired by the Review questions, face-to-face or online KIIs have been conducted with representatives of the tripartite constituents, ILO staff at the Jordan Office or the Beirut Regional Office, and other selected national and international stakeholders involved in the implementation of the DWCP and related projects, such as representatives of relevant donor countries. List of interviewees is provided in Annex 4 of this report.

- *Stakeholders' meeting*: Following the submission of the consolidated draft report, workshops will be organized, convening ILO staff and representatives of the tripartite constituents and a wide spectrum of other stakeholders. The workshop is meant to validate the findings and gather additional information from the participants. It will also help the consultant to assess the level of buy-in for the findings, which facilitates formulation of feasible evidence-based recommendations on how the DWCP should go forward, how the new DWCP can be formulated, and how the latter should be aligned with the UNSDCF Jordan.

The report will ensure the pertinence and reliability of findings by triangulating qualitative and quantitative data from multiple sources and corroborating them against each other.

2. Brief Labor Market Country Analysis

The following country analysis identifies the main trends that have marked Jordan's social and economic landscape during the period under survey (2018-2022).

2.1. Demographic trends

Jordan is undergoing a demographic transition, which will have significant impacts on the labor market and social stability. The proportion of Jordanians of working age (age 15 years and above) jumped from 50 percent in 1979 to 57 percent in 2006 and to 62 per cent in 2021. A large portion of them (36.2 per cent) are aged 15-34 years. Every year some 100,000 to 120,000 Jordanian youth enter the labor market, requiring that education, higher education and/or vocational/technical education, closely match the needs of the labor market.⁶ This large number of new entrants (an inheritance from high fertility rates from the past) paired with today's relatively lower and declining fertility rates (from 5.6 per cent in 1990 to 2.6 per cent in 2017) has been portrayed as a potential "demographic gift"⁷ since lower dependency ratios may offer new entrants in the labor market opportunities for higher rates of savings and

⁶ See Department of Statistics, *Estimated Population of the Kingdom by Sex and Age Group, at End-year 2021*, http://dosweb.dos.gov.jo/DataBank/Population_Estimares/PopulationEstimates.pdf; and Winkler, Hernan, and Alvaro Gonzalez (2019). *Jobs Diagnostic - Jordan*. World Bank Group.

⁷ For instance in: *Jordan's National Employment Strategy 2011-2020*, https://www.ilo.org/dyn/youthpol/en/equest.fileutils.dochandle?p_uploaded_file_id=171

investments. However, it may also turn into a source of social instability if such expectations are upset. The absorption challenge has been compounded since the 2000 by external shocks, including the presence of 758,000 UNHCR-registered Syrian and other refugee groups in Jordanian territory (6.9 percent of the total population of 11,057,000),⁸ that add to the persistence of structural imbalances in the labor market.

2.2. Macroeconomic trends: the economic growth –(un)employment nexus

Jordan, a country affected by insufficient supplies of natural resources, has continued to suffer during the period under review (2018-2021) from lower levels of international investments resulting from the global financial and economic crisis of 2008/2009, repeated increases in the prices of food and oil, regional turbulences that have hindered trade with neighboring countries and triggered significant inflows of refugees which have contributed to the increase of the resident population from 6.7 million in 2010 to over 11 million in 2021⁹, as well as the government's closure of the economy in 2020 in response to the COVID-19 pandemic. As a result of pressure on public spending, central government debt as percentage of the GDP has kept growing, rising from 74 percent in 2016, to 92.9 percent in 2018, 97.4 percent in 2019 and 100.9 percent in 2020 and 2021.¹⁰ Simultaneously, GDP growth has decreased from an average of 7.5 per cent during 2004-2009 to 1.9 per cent during 2017-2019. Following a contraction of 1.55 percent in 2020 due to the pandemic's impact, the economy managed to grow by 1.8 percent in the first half of 2021 and is projected to grow by 2.2 percent in 2021 as a whole.¹¹

The impact of economic growth on employment and unemployment is complex. On one hand, growth is recognized as a condition for job creation. According to most assessments, Jordan's economy needs to grow by a minimum of 6 percent annually, about three times the levels experienced since 2010, to absorb the 'youth bulge' of 100,000-120,000 new entrants every year into the labor market.¹² The Jordanian economy is currently said to create no more than

⁸ Including 670,637 Syrians, 66,665 Iraqis, 12,866 Yemenis, 6,013 Sudanese, 696 Somalis, and 1,453 'Other'; in UNHCR, *Fact Sheet*, September 2021, <https://reliefweb.int/sites/reliefweb.int/files/resources/Jordan%20country%20factsheet%20-%20Sept%202021.pdf>. All in all, the foreign population represents 30.6 percent of the total population, also including Palestinian non-Jordanian refugees and foreign migrants; see *Population & Housing Census*, 2015.

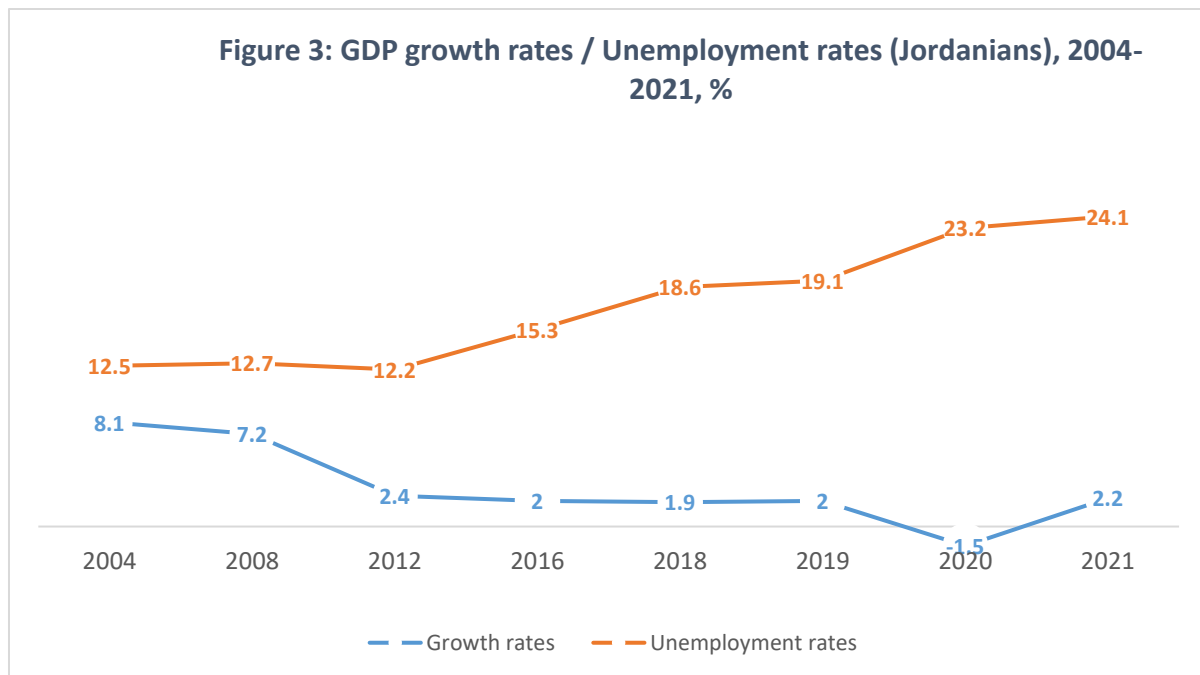
⁹ See *Population of the Kingdom by Sex According to the 1952, 1961, 1979, 1994, 2015 Censuses, and Estimated Population for Some Selected Years*, Department of Statistics, http://dosweb.dos.gov.jo/DataBank/Population_Estimares/PopulationEstimates.pdf

¹⁰ See *Jordan Economic Update*, The World Bank, October 2021, <https://reliefweb.int/sites/reliefweb.int/files/resources/Jordan-Economic-Update-October-2021.pdf>; and *Central government debt, total (% of GDP) – Jordan*, The World Bank, <https://data.worldbank.org/indicator/GC.DOD.TOTL.GD.ZS?locations=JO>

¹¹ *Jordan Economic Monitor, Fall 2021: En Route to Recovery*, December 16, 2021. The World Bank Group, <https://www.worldbank.org/en/country/jordan/publication/jordan-economic-monitor-fall-2021#:~:text=The%20World%20Bank%20projects%20Jordan%20to%20grow%20by%202.2%20percent%20in%202021>

¹² Winkler, Hernan, and Alvaro Gonzalez (2019). *Jobs Diagnostic - Jordan*. World Bank Group.

40,000 new formal jobs per year (2019), compared to 50,000 in 2012, and 70,000 in 2007.¹³ As demonstrated by figure 3, the sharp decrease in GDP growth rates after 2008 and more recently during the height of the COVID-19 pandemic, has resulted in rising unemployment rates, reaching 24.1 per cent in 2021 compared to an average of 12.5 percent from 2004 to 2012. During the same period, poverty amongst Jordanians increased from 14.4 per cent in 2010 to 15.7 per cent in 2020.¹⁴



Sources: GDP Growth (annual %) - Jordan, The World Bank, <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=JO>; Jordan Economic Monitor, Fall 2021: En Route to Recovery, The World Bank, December 16, 2021 ([http://www.dos.gov.jo/dos_home_e/main/linked-html/Emp&Un.htm](https://www.worldbank.org/en/country/jordan/publication/jordan-economic-monitor-fall-2021#:~:text=The%20World%20Bank%20projects%20Jordan%20to%20grow%20by%202.2%20percent%20in%202021; Employment and Unemployment, Department of Statistics (Jordan), <a href=)

However, the same figure shows that economic growth is not necessarily the only determinant of employment: high or rising (or diminishing) economic growth rates do not necessarily result in more (or less) employment. That is because economic growth in past years has been relatively 'job poor', mostly benefitting sectors of the economy that create few highly specialized jobs (finance, ICT, real estate and communication) or jobs for low-skilled laborers that are mainly filled by migrant non-Jordanian workers (construction, manufacturing, tourism), or in the public sector that were found costly and inefficient, with low levels of

¹³ See "World Bank report, economists outline requirements for job creation", *The Jordan Times*, Dec.9, 2019, <https://www.jordantimes.com/news/local/world-bank-report-economists-outline-requirements-job-creation>; ILO, *Decent Work Country Profile JORDAN*, 2013, https://www.ilo.org/wcmsp5/groups/public/---dgreports/---integration/documents/publication/wcms_232764.pdf ; and "World Bank report, economists outline requirements for job creation", *The Jordan Times*, Dec.09, 2019, <https://www.jordantimes.com/news/local/world-bank-report-economists-outline-requirements-job-creation>

¹⁴ UNICEF (2020), *Geographic Multidimensional Vulnerability Analysis – Jordan*, <https://www.unicef.org/jordan/Geographic-Multidimensional-Vulnerability-Analysis>

productivity and implementation capacity.¹⁵ Other factors include the relatively poor absorptive capacity of the private sector, though still officially considered “the main engine for growth and employment” and “the chief driver of investments in the country”.¹⁶ However, MSMEs comprise 98 per cent of the private sector, most of which are family businesses affected by the absence of business planning, high competition from cheaper imported goods, difficult access to financing, low deployment of new human-centered technologies, weak regulatory frameworks, and limited state capacity for policy implementation and monitoring.¹⁷ Moreover, about 60 percent of them operate informally - they are either not officially registered with the government, or employ workers who are not registered with the Social Security Corporation.¹⁸ This explains why the proportion of Jordanians employed in the bloated and overstretched, but ‘safer’ in terms of entry level wages, benefits, working hours, and working conditions, public sector has remained stable at high levels despite governmental intentions to curtail it since 2011:¹⁹ 38.8 percent in 2021 (38.7 per cent in 2012), including about half of the female employees (49.3 per cent – 48.8 percent in 2012) and 36.3 percent of male employees (36.7 percent in 2012).²⁰ The following figure also shows that while economically active women are relatively overrepresented in the public sector, they are relatively underrepresented in the private and in the entrepreneurial sectors.

¹⁵ See Jordan Diagnostic, *EBRD, 2020* that notes that the national Jordan Vision 2025 document described several of the public sector entities as needing capacity building, with departments or staff insufficiently incentivised to provide strong performance and overcome bottlenecks to effective service delivery.

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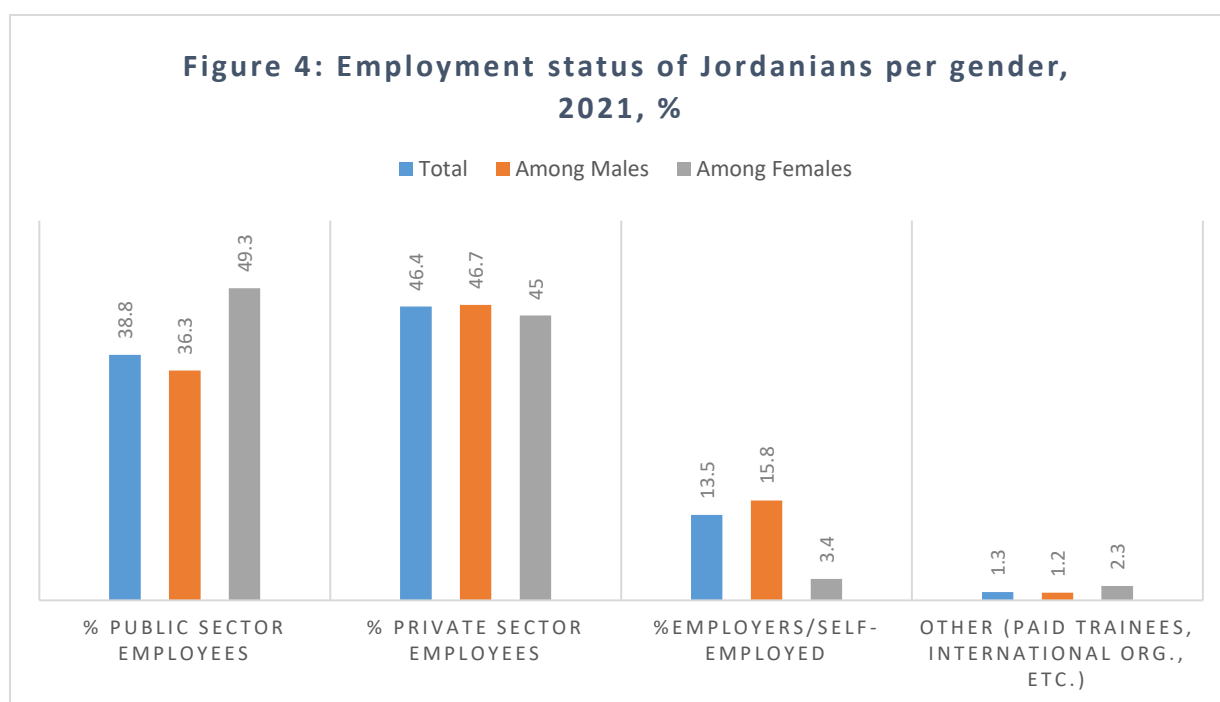
¹⁶ In: The Economic Policy Council (2018), *Jordan Economic Growth Plan 2018–2022*, <https://www.ssif.gov.jo/UploadFiles/JEGProgramEnglish.pdf>

¹⁷ ILO (2022), *World Employment and Social Outlook – Trends 2022*, https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_834081.pdf; MED MSMEs (n.d.); *MSME development policies and programmes in Jordan*, <https://medmsmes.eu/jordan>

¹⁸ In 2020, a study found that Jordan’s informal economy was said to contribute to around 25 per cent of the national income and employ around 40 percent of the Jordanian workforce and around 80 percent of its non-Jordanian workforce, mainly in the construction, tourism and agricultural sectors; see 'Informal economy constitutes around 25 per cent of national income', *The Jordan Times*, February 02, 2020 <https://www.jordantimes.com/news/local/informal-economy-constitutes-around-25-cent-national-income>;

¹⁹ Curtailing public employment and promote private employment is one of the priorities of the *Jordan’s National Employment Strategy 2011-2020*, https://www.ilo.org/dyn/youthpol/en/equest.fileutils.dochandle?p_uploaded_file_id=171. Yet, while real wages in the private sector remained stagnant over the last 10 years, the wage premium for government jobs increased 300 percent. The private-public sector wage gap may crowd out human resources from the private sector, affecting their labor costs and competitiveness; according to Winkler, Hernan, and Alvaro Gonzalez. 2019. *Jobs Diagnostic - Jordan*. World Bank Group

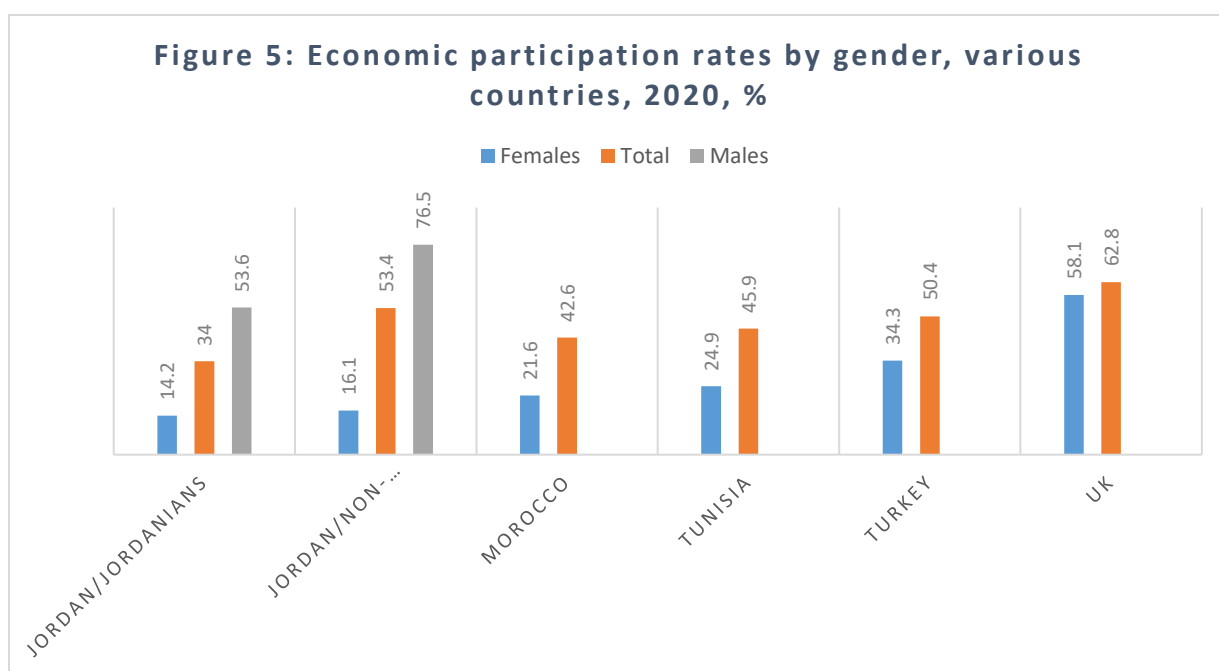
²⁰ Department of Statistics, *Employment and Unemployment Survey, 2021*, http://www.dos.gov.jo/dos_home_e/main/linked-html/Emp&Un.htm This represents one of the largest relative shares of public sector employment in the world. For example, in member countries of the Organization for Economic Cooperation and Development (OECD), only 21 percent of workers are in the public sector; see Winkler, Hernan, and Alvaro Gonzalez. 2019. *Jobs Diagnostic - Jordan*. World Bank Group



Also negatively impacting economic growth with respect to employment is the relatively low participation of Jordanians in the labor market: despite quasi-universal access to primary and secondary education, and the fact that over 39.4 per cent of them graduate from first degree programs in higher education, many Jordanians remain economically inactive, contributing little to the country's economic growth. Economic inactivity affects women especially, who have among the lowest economic participation rates in the world. These have stagnated at about 14 percent in past years, compared to 54 per cent of men, despite relatively higher educational levels.²¹ 60 percent of young women go on to higher education compared to 40 per cent of young men²². Jordanians of both genders have lower participation rates than non-Jordanians residing in Jordan and other populations worldwide.

²¹ Department of Statistics, *Employment and Unemployment Survey, 2021*, http://www.dos.gov.jo/owa-user/owa/emp_unemp_y.show_tables1_y?lang=E&year1=2021&t_no=19

²² According to UNICEF (November 2021), *Youth Transitions to Adulthood in Jordan - Aspirations Vs. Reality*, <https://www.unicef.org/jordan/report-youth-transitions-adulthood-jordan>



Sources: Department of Statistics, *Employment and Unemployment Survey*, 2020; Jordan Strategy Forum, *The Unemployment Challenge in Jordan: Between Demand & Supply*, January 2022.

According to the ILO, closing gender workforce gaps likely increases a country's GDP. In Jordan's case, the GDP per capita could be increased by 10%.

The relatively low economic participation rates are explained in available literature by different factors, including working conditions that do not meet decent standards in the private sector, notably in MSMEs, and prevalent patriarchal cultural norms that tend to ascribe to women a role of a non- (or little-) economically active married person and mother.²³ Jordan regularly ranks low in the Global Gender Gap index—131 out of 156 countries—based on indicators of economic participation and opportunity, educational attainment, health and survival, and political empowerment.²⁴

2.3. The unemployment challenges

As seen above (figure 3), unemployment has increased dramatically since the early 2010s, reaching 24.1 percent in 2021 in the wake of the COVID-19 pandemic. It is considered one of the most pressing challenges for Jordanian authorities, incurring economic costs in terms of output and income, and threatening social and political stability. However, unemployment has

²³ See UNICEF, *Youth Transitions to Adulthood in Jordan: High Aspirations, Challenging Realities*, November 2021, <https://www.unicef.org/jordan/reports/youth-transitions-adulthood-jordan>

²⁴ "Kingdom sees slight progress on global gender gap index", *The Jordan Times*, 4 February 2022.

not affected all segments of the Jordan's population evenly. In 2021 as in previous years, unemployment affected more:²⁵

- **Women** (30.7 percent) than men (22.4 per cent);
- **Youth** (60,9 percent in the 15-19 age group and 47,3 percent in the 20-24 age group) than older groups (25,1 percent in the 25-39 age group, 10 percent in the 40-54 age group, and 2,6 percent in the 55-64 age group).
- **University graduates** (28,5 percent) than Jordanians with lower levels of attainments such as less than secondary (22,9 per cent), illiterate persons (20,5 percent), holders of intermediate diploma (19,4 percent), and holders of the baccalaureate (17,5 percent).
- **Jordanians** (24,1 percent) than non-Jordanians, who in principle need an employer-sponsor (*kafeel*) to reside in Jordan (13,3 percent).

These unemployment patterns indicate different challenges various segments of the Jordanian population face in the labor market. Not only is the number of decent jobs generated by the private economy insufficient, university graduates, and to a lesser extent holders of intermediate diplomas education diplomas, also lack the soft and technical skills needed by the private sector. With respect to women, most of them graduate from education in humanities, and religion faculties, which predisposes them to careers in the limited public or private education sectors. In addition, whatever their educational background, Jordanians are reluctant to take on vocational trades in the agricultural, construction, manufacturing, tourism, and domestic work sectors, because such jobs are not well paid, working conditions are often substandard, and they rarely offer any social protection. They are considered jobs to be carried out by 'cheap' migrant workers. The latter's official numbers have increased over the years, from 315,000 to 349,000 between 2015 and 2019.²⁶ Over half of the jobs created in the private sector, predominantly low-skilled and low-paid, are estimated to be filled by formal and informal migrant workers.²⁷

²⁵ The following data based on: Department of Statistics, *Employment and Unemployment Survey*, 2021, http://www.dos.gov.jo/dos_home_e/main/linked-html/Emp&Un.htm

²⁶ Due to closure of large segments of the economy following the outbreak of the COVID-19 pandemic, their number declined to 220,000 in 2020; *Annual Report of the MoL 2020*, p.24 (http://www.mol.gov.jo/AR/List/percentD8 percentA7 percentD9 percent84 percentD8 percentAA percentD9 percent82 percentD8 percentA7 percentD8 percentB1 percentD9 percent8A percentD8 percentB1_ percentD8 percentA7 percentD9 percent84 percentD8 percentB3 percentD9 percent86 percentD9 percent88 percentD9 percent8A percentD8 percentA9). This figure does not include informal migrant workers, whose number is estimated unofficially at 300,000 persons. According to *Jordan 2025: A National Vision and Strategy*, 658,000 migrant workers work in Jordan, two-thirds in the informal sector.

²⁷ See de Bel-Air, F. (2019), *Jordan: education, labour market, migration* (https://www.seo.nl/wp-content/uploads/2019/01/Annex_B_Jordan.pdf). A similar statement was made by *Jordan's National Employment Strategy 2011-2020*, https://www.ilo.org/dyn/youthpol/en/equest.fileutils.dochandle?p_uploaded_file_id=171

2.4. Facing challenges: plans and strategies

Since the mid-2000s, Jordan has adopted strategies and policies in order to promote inclusive growth and boost the economic participation and employability of Jordanians. For example, the National Employment Strategy 2011-2020, Jordan Vision 2025, the Jordan Economic Growth Plan 2018–2020, and the National Strategy for Human Resource Development 2016–2025. It is beyond the scope of this section to develop the initiatives that have been taken on this basis in the form operational programs and/or legislative amendments. Some of these initiatives have been implemented within the framework of ‘employment creation’ or ‘decent work conditions’ projects conducted under the DWCP and will be discussed below in section 3.3 of this report.

Suffice it here to underscore the main objectives underpinning such national initiatives:

- *Replacing labor migrants*: replacing labor migrants with unskilled and/or less educated unemployed Jordanians is perceived as an ‘easy win’, since it contributes to stemming unemployment without having to create new jobs.²⁸ However, as the failed experience of the National Empowerment and Employment Strategy (launched in 2018) indicates, such replacement is difficult to implement, since Jordanians continue to express reluctance to engage in vocational and technical jobs traditionally practiced by labor migrants.

- *Accelerating the economic participation of Jordanians in private sector enterprises*: measures adopted with this objective in view include the promotion of decent work conditions in private companies through strengthened inspection interventions and legislative changes guaranteeing non-discrimination and equal remuneration in the workplace (per gender and disability status). It also provides for increasing outreach of social security to all workers as a means of reducing the uncontrolled informal economy.

- *Turning the Syrian refugees into assets- the Compact agreements of 2016*: confirming the government’s objective to turn the Syrian refugee crisis into a development opportunity,²⁹ Jordan has issued, in addition to free work permits for Syrian workers, special ‘flexible’ permits that have allowed Syrian workers in the agriculture and the construction sectors to shift from employer to employer, and from sector to sector of the labor market. This has also been considered a step towards the formalization of the workforce.³⁰ However, the main economic

²⁸ It is supported by data indicating that the number of migrant workers (349,000 persons in late 2019) is equivalent to nearly three times (181.5 percent) the number of Jordanian job seekers dropped out of school before the end of the secondary cycle; see Jordan Strategy Forum, *The Unemployment Challenge in Jordan: Between Demand & Supply*, January 2022.

²⁹ See Government of Jordan, *The Jordan Compact: A new holistic approach between the Hashemite Kingdom of Jordan and the international community to deal with the Syrian refugee crisis*, 2016

³⁰ Whereas the objectives of such formalization have not yet been fully met (only about 60,000 out of some 200,000 Syrian workers targeted by the Compact agreement are currently registered with the Ministry of Labour), the formalization policy has had a positive impact on the Syrian refugee population: economic participation rate increased from 52 percent in 2014 to 59 percent in 2018, while the unemployment rate

dividends of the Compact agreement for Jordan have failed to materialize. First, only 15 Jordanian exporting enterprises have benefitted from the European Union's Relaxed Rules of Origin scheme and obtained export licenses. Second, as noted by an EU representative, the Compact has not yet translated into further investments in the sectors benefiting from the new scheme, except for the textile and garment industries.³¹

- *Enhancing the employability of the Jordanians and of the Syrian refugees*: adapting academic and vocational/technical education to the skills needs of the of the private sector companies has been one of Jordan's policies. The establishment in 2019 of skills councils bringing together representatives of the tripartite constituents is considered a key step in that direction (see below section 3.3.A.). Skills training sessions, including entrepreneurship, and recognition of prior learning, have also been identified as instruments likely to enhance the employability of Jordanian and Syrian job seekers.

- *Rebounding on the COVID-19 pandemic factor*: The outbreak of the COVID-19 pandemic in 2020 has affected the national health, education, and economic systems. It has also degraded working conditions for female workers in the private sector more especially, with respect to arbitrary reductions in wages, loss of employment, and work-related violence and harassment.³² More positively, the pandemic has also shed light on existing labor market weaknesses, reinvigorating Jordan's and partners' efforts for inclusive decent job creation, the amelioration of working conditions in private sector enterprises, and social protection covering workers in the informal sector.

Against this background, the Review report examines the role the DWCP has had in mitigating the adverse effects of unanticipated shocks to Jordan's economy and resident population, while paving the way for durable reforms of the labor market conducive to durable improved livelihoods for all.

decreased from 57 percent to 23 percent during the same period; in Tiltne, A., Tyldum, G. (2019), *Syrian refugees in Jordan: better off than before but still vulnerable – a Brief*, Fafo; et Tiltne, A., Zhang, H., and Pedersen, J., (2019) *The living conditions of Syrian refugees in Jordan Results from the 2017-2018 survey of Syrian refugees inside and outside camps*, Fafo.

³¹ "EU-Jordan rules of origin scheme beneficial but yet to reach full potential — stakeholders", *the Jordan times*, December 9, 2019.

³² *Gender Equality and Decent Work in Jordan*, ILO, April 2021, https://www.ilo.org/beirut/publications/WCMS_787222/lang--en/index.htm

Findings of the Review

This section of the report presents the findings of the DWCP Review that are guided by OECD/DAC evaluation criteria and the questions put forward by the ILO's ToR. These findings generate lessons learned and recommendations designed to inform future programming—namely the elaboration of the next DWCP 2023-2027.

3.1. COHERENCE AND RELEVANCE

The Review examines the DWCP's coherence between the priorities and outcomes of the DWCP with those of relevant national and UN-related policies. It then assesses the consistency of its activities and outputs with the overall goals and the attainment of its objectives in evolving contexts. Finally, it briefly considers the impact of the COVID-19 pandemic on the DWCP coherence and relevance.

A. Coherence with national policies and strategies and UN priorities

KEY FINDINGS:

- The Review found that ILO's DWCP is globally coherent with relevant national and UN strategies and policies.
- It nevertheless identifies differences at both national and UN levels that may be considered significant added values to be maintained (focus on decent work conditions and social dialogue for instance) or gaps to be bridged (narrow targeting on Syrian refugees and host communities with respect to employment creation) in the elaboration of the next DWCP. Corresponding recommendations are discussed in section 3.6 of the report.

Through technical, programmatic, and operational support, the DWCP has fed into the national policies and strategies elaborated by Jordan in order to streamline the labor market, develop training and employment, enhance labor participation, create decent jobs (especially in the agricultural, construction and industrial sectors) and increase the capacity of national institutions:

This is the case of Vision 2025, the economic blueprint elaborated in 2015 to guide national efforts over the next ten years and represent a frame of reference for the governments in achieving sustainable growth and enhancing economic reforms. Vision 2025 builds on previous sectoral strategies, including the National Employment Strategy 2011-2020, a foundational document that sought to improve standards of living for Jordanians through

increased employment, wages, benefits, and productivity improvements. ³³Interlinkages between the DWCP and the socioeconomic components of Vision 2025 are identified at various levels, including the development of labor market information required for the development of evidence-based active labor market policies, the promotion of active labor market policies encouraging job creation and entrepreneurship, and the reduction of informal employment. The following table highlights the linkages between the Vision 2025 and the DWCP priorities and outcomes.

Table 1.1: Linkages between national policies and the DWCP

Key documents	Shared objectives with the DWCP/	Linkages with DWCP priority/outcomes
Vision 2025: A National Vision and Strategy	Improve business environment and supporting entrepreneurship	Priority 1, outcome 1.2
	Promote local development	Priority 1, outcomes 1.2, 1.3
	Training and employment of members of poor and vulnerable families in formal sectors (with specific social security rates for 2 years)	Priority 1, outcome 1.2 Priority 2, outcome 2.3
	Increase female economic participation through job counselling, better working conditions in industries and communities, flexible work, childcare facilities, and entrepreneurship.	Priority 2, outcome 2.2, 2.3 Priority 2, outcome 2.1, 2.2.
	Expand vocational training network in accordance with the labour market needs	Priority 1, outcome 1.2
	Reduce informal employment, notably through labour control enforcement and incentive packages	Priority 2, outcome 2.1, 2.2, 2.3.
	Develop labor market information	Priority 1, outcome 1.1.

Further sectoral national economic, human resources development, social protection plans and strategies, as well as the Response Plans to the Syrian Crisis reiterated similar priorities and outcomes, insisting on enhanced economic participation, and the decent and rewarding formal jobs and entrepreneurial for Jordanians, as well as on the orientation of academic and vocational/technical education towards the needs of the private sector. As indicated in the following table:

³³ It sought to reform Jordan's labour market, notably through decent formal job creation, the increase of economic participation among Jordanians, enhanced education and training matching the needs of the labour market, and support for tripartite dialogue. *Jordan's Employment Strategy 2011-2021*, <https://jordankmportal.com/resources/jordans-national-employment-strategy-2011-2020>.

Table 1.2: Linkages between national policies and the DWCP (suite)

Key documents	Shared objectives with the DWCP/	Linkages with DWCP priority/ outcomes
Jordan Economic Growth Plan 2018–2022	Jordanians equipped with the skills to succeed	Priority 1, outcomes 1.2, 1.3
	Jordanians actively engaged in the economy	Priority 1, outcomes 1.2, 1.3
	Decent and rewarding jobs for all Jordanians	Priority 1, outcome 1.2, 1.3 Priority 2, outcomes 2.1, 2.2, 2.3
	Supporting environment to establish business	Priority 1, outcome 1.2
	Participation of Jordanian labour in agricultural sector through private sector projects in rural areas.	Priority 1, outcome 1.2
	Social protection & empowerment of those in need	Priority 2, outcome 2.3
The National Strategy for Human Resources Development 2016–2025	Enhanced engagement of employers to define the orientation of educational agendas in line with private sector needs	Priority 1, outcome 1.2.
	Improve data quality and use of data to aid accountability and improvement	Priority 1, outcome 1.1.
	Reform and enhance vocational training to enable access to the labor market	Priority 1, outcome 1.1.
National Social Protection Strategy 2019-2025	Opportunities for Jordanian families to be economically self-sufficient through decent work and social security	Priority 1, outcome 1.1. Priority 2, outcome 2.3
Jordan Response Plan for the Syria Crisis 2018-2020	- Short-term self-reliance measures to promote access to income in preparation for long term economic opportunities	Priority 1, outcome 1.3.
	- Access to formal and decent employment opportunities	Priority 1, outcome 1.2
	- Support entrepreneurs to develop and scale market-driven businesses within an improved enabling environment	Priority 1, outcome 1.2
	- Promote sustainable development and long-term growth through increased capacity of national and local institutions	Priorities 1,2,3.

For instance, recent national policies have focused essentially on job creation, economic participation and employability, and less on social dialogue and the role of civil society organizations in the reform of labor-related regulatory frameworks. These are addressed by DWCP as essential objectives under Priorities 2 and 3. Moreover, the legal and social protection the DWCP seeks to provide to all workers, including migrant workers, has tended to cover related gaps in Jordanian legislation. This is especially important for the migrant

workers who have been pinpointed by several national strategies as a group to be replaced by nationals on the job market since 2011.³⁴

However, because of the donors community's interest in the durable integration of the Syrian refugees through employment and the improvement of the host communities' living conditions,³⁵ most DWCP employment creation interventions target, although not exclusively, governorates where most of them reside, including Irbid, Mafraq, Zarqa and (East)Amman. This is triggering resentment in southern governorates hosting smaller Syrian communities, but where economic and social stability is also at risk.

The DWCP also aligns with and feeds into two UN frameworks.

First, the segments of the UN Sustainable Development Framework in Jordan (UNSDF - 2018-2022) related to labor market issues and its underlying 2030 Agenda for Sustainable Development, especially with respect to the following Sustainable Development Goals (SDGs)³⁶:

- SDG 1: No Poverty: 1.3. (social protection) and 1.4 (microfinance).
- SDG 4: Quality Education: 4.4. (technical and vocational skills for all); 4.5. (vocational training for the vulnerable)
- SDG 5: Gender Equality
- SDG 8: Decent Work and Economic Growth
- SDG 10: Reduced Inequalities: 10.7 (planned and well-managed migration policies)

Both the UNSDF and the DWCP documents' narrative express concern over decent work and its deficits in Jordan and the need to empower vulnerable groups such as youth, women, persons with disabilities, migrant workers, and refugees. They also share strong linkages in areas such as social support, workforce participation and employment, business environment and public sector performance. As indicated in the following table, the UNSDF, which also

³⁴ This include strategies such as the National Agricultural Development Strategy 2020-2025 or the National Empowerment and Employment Programme in 2019 that aim to reduce the number of foreign workers in targeted sectors at a rate ranging between 10-25 per cent over five years.

³⁵ Since 2016/2017, the Jordanian authorities request that two-thirds of the beneficiaries of internationally-funded projects under the Response to the Syrian Refugee Crisis (outside the Syrian refugee camps) are Jordanians and one-third Syrians. However, some projects apply 50 percent/50 percent quotas upon agreement between the relevant donor and the Jordanian authorities. However, the design of the projects respond primarily to the Syrian refugees' employment needs.

³⁶ The UNSDF's scope is larger than that of the DWCP, since it also covers citizenship, and social and political participation issues. More specifically, the UNSDF 2018-2022 has identified three focus areas for the period 2018–2022, namely (i) strengthening public institutions and services, (ii) empowering people, particularly vulnerable populations, to “claim their rights and fulfil their duties for improved human security and resilience”, and (iii) expanding opportunities for inclusive participation in the political, economic and social spheres, with a focus on expanding the opportunities of the poor and vulnerable, youth, women, persons with disabilities, migrant workers and refugees.

aligns with Jordan's Vision 2025, addresses the decent work issues covered by the DWCP under different sections of its Strategic Priorities and indicators:

Table 2: Links between the UNSDF and the DWCP

UNSDF Strategic Priority & Outcomes	UNSDF Indicators	Links with the DWCP
Strategic priority 1: Strengthened Institutions	- Support to Vision 2025, including education, social protection and TVET	DWCP 1, outcomes 1.2; 1.3., 2.2, 2.3
Strategic priority 2: Empowered People Outcome 2: People especially the vulnerable proactively claim their rights and fulfil their responsibilities for improved human security and resilience.	- Increased women's labor force participation	DWCP 1, outcomes 1.2; 1.3.
	- Child labor reduced	DWCP 2, outcomes 2.2.
	- Maximum number of refugees benefitting from partners' programs	DWCP 1, outcomes 1.2; 1.3.
Strategic priority 3: Enhanced Opportunities Outcome 3: Enhanced opportunities for inclusive engagement of all people living in Jordan within the social, economic, environmental, and political spheres.	- Employment rates for women and youth increase	DWCP 1, outcomes 1.2 and 1.3.
	- The proportion of Youth Not in Employment, Education and Training (NEET) decrease	DWCP 1, outcomes 1.2 and 1.3.
	- Number of Collective Bargaining Agreements (CBAs) at Sector Level increase	DWCP 1, outcomes 1.2 and 1.3.
	- Number of registered Syrian refugees that are NEET decrease	DWCP 1, outcomes 1.2 and 1.3.
	Number of beneficiaries of the Jordan Compact initiatives	DWCP 1, outcomes 1.2 and 1.3.

The ILO office is currently ensuring it will be fully involved in the development by the UN Resident Coordinator Office of the new Common Country Analysis (CCA) and the new UN Sustainable Development Cooperation Framework (UNSDCF) so that the next DWCP is fully aligned with the latter's outcomes.

Second, the DWCP and the ILO's Programme & Budget (P&B) for the years 2018-2019 also share common outcomes. Both stress the need to increase qualitatively and quantitatively employment, including in the agricultural sector, although the P&B document puts more emphasis on youth employment. Both also recommend enhancing the legal and social protection for all workers, including migrant workers, and empowering employers and workers' representative organizations. The following table highlights the linkages between the P&B and the DWCP in more detail:

Table 3: Links between the ILO's P&B 2018-2019 and the DWCP

P&B 2018-2019	DWCP priority and outcome
Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects	Priority 1 outcome 1.2, 1.3. Priority 2 outcomes 2.1, 2.2, 2.3
Outcome 2: Ratification and application of international labor standards (ILS)	Priority 2, outcome 2.2. (activity 2.2.1). Alignment with ILS is also a crosscutting policy driver for all three priorities
Outcome 3: Creating and extending social protection floors	Priority 2 outcome 2.3
Outcome 4: Promoting sustainable enterprises	Priority 1 outcome 1.2
Outcome 5: Decent work in the rural economy	Priority 1 outcomes 1.2, 1.3 (with emphasis on Syrian refugees and host communities)
Outcome 6: Formalization of the informal economy	Priority 1 outcome 1.2, 1.3 (Syrian refugees and host communities). Priority 2 outcome 2.3
Outcome 7: Promoting safe work and workplace compliance including in global supply chains	Priority 2, outcomes 2.1, 2.2
Outcome 8: Protecting workers from unacceptable forms of work	Priority 2, outcomes 2.1, 2.2
Outcome 9: Fair and effective international labor migration and mobility	Priority 2, outcome 2.2
Outcome 10: Strong and representative employers & workers' organizations	Priority 3, outcome 3.1, 3.2., 3.3

B. Consistency of activities and outputs with attainment of outcomes and priorities

The consistency of the DWCP's priorities and outcomes with related activities outputs and (performance) indicators is addressed through the following S.M.A.R.T. criteria. Are they, as well as their performance indicators *Specific*, *i.e.*, accurately defined according to the outcomes they aim to meet? Are they *Measurable*? Are they *Achievable*, either financially or operationally? Are they *Relevant*, or properly aligned with the DWCP objectives? Are they *Time-bound*?

KEY FINDINGS:

- The review assessment found that the DWCP meets relatively well these criteria, except for measurability (lack of workable monitoring instrument) and, to a lesser extent, relevance (insufficient consistency under Priority 1 in the outcome/activities and outputs, and indicators sequencing, especially with respect to the development of job creation capacity of enterprises).

- Measures that can be taken to better ensure the consistency of activities and outputs pertain involve, *inter alia*, a better clarification of employment activities and outputs, and equipping the DWCP document with a strong and feasible monitoring plan. Such recommendations are discussed in more detail in section 3.6 of this report.

Specific: The DWCP document defines means of action and support (activities and outputs) relevant to each priority and outcome. It also allocates key achievement indicators for each outcome and related activities/outputs and also specifies, whenever relevant, the populations targeted by activities, including Syrian refugees and their host communities (Priority 1: employment creation); workers in the special economic zones, migrant workers, child laborers (Priority 2: Decent working conditions); employees in the private education sector and Jordanian and migrant members of trade unions in the construction and garment sectors (Priority 3: Social partners' increased contribution to decent work).

However, the document does not always differentiate, under means of action and support between activities and outputs: some of them are given as activities only (for instance, 'ILO supports the Labor Market Observatory in the MoL' (1.1.1.)), while others are expressed as outputs or result ('Jordanians and Syrians are better prepared for construction jobs' (1.3.1)). This makes it difficult to identify actions from the transformations they intend to operate.³⁷

➤ *Measurable:* The DWCP indicators are provided as either institutional deliverables (e.g., "Policy/regulatory changes based on LMO data and information") or quantitative targets (e.g., "number of workers who are employed in EIIP [cash-for-work] interventions"). However, the DWCP document does not equip quantitative indicators with numbered baselines or targets (although some are provided in the narrative describing the activities). Quantitative targets were only elaborated by ILO one year after the launching of the DWCP and in most cases were not monitored (see below 3.4.A). In this respect, the DWCP document does not provide any global mechanism for informing the DWCP outputs based on data gathered from the different projects. Only in some cases, including the cash-for-work EIIP projects, are outputs from the four related projects centralized, making outputs readily measurable.

➤ *Achievable:* The DWCP 2018-2022 is the third of its kind in Jordan and draws from lessons learned from previous DWCP towards more achievable and effective outputs. In particular, with respect to financial achievability, the current DWCP moved away from the relatively poorly funded activities around 'youth employment' and 'decent work opportunities for

³⁷ It might be that some means of action and support presented as actions (e.g. 1.1.1. ILO supports the Labour Market Observatory (LMO) in the MoL) constitute outputs as such (in case the performance of the LMO is not the ILO's responsibility), although this is not clear.

young Jordanian men and women’ that constituted priorities of the previous DWCP 2012-2017 and refocused on activities that were more favored by donors, such as job creation for Syrian refugees and host communities. In the same vein, the establishment of a Social Protection Floor (SPF), which constituted one Priority of the previous DWCP but could not be attained notably due to a lack of adequate financing, was turned into an activity: the adoption of a “policy for the *gradual* implementation of the national SPF activity” as a means to extend sustainable and adequate social protection coverage for all (outcome 2.3.).

More generally, the DWCP identifies risks likely to affect the achievability of the DWCP and provides for mitigation measures. Unlike the previous DWCP which, according to a previous evaluation, “lacked a proper analysis of risks and assumptions”,³⁸ the current DWCP document attempts to secure planned activities and outputs by identifying potential risks such as the ILO’s partners tripartite constituents not taking ownership of the DWCP, lack of funds, unfavorable social contexts, and by providing corresponding mitigation strategies: the tripartite constituents participating in regular DWCP monitoring meetings, see participating in fund-raising efforts; the implementation of employment and training opportunities to the local population and refugees to reduce any social tension; and regular monitoring by projects of risks in relevant working areas and at national level. However, as will be seen in following sections of the report, these mitigation strategies have proved insufficient to counter the gradual disinterest of the tripartite constituents in the DWCP or the socioeconomic effects of the COVID-19 pandemic.

- *Relevant:* Relevance can be examined at two levels: The DWCP level in terms of adequate alignment between outcomes (objectives), related activities and outputs; and the Projects level in terms of the alignment of the latter’s outputs with the DWCP framework:

DWCP level: the relevance of the DWCP owes primarily to its adoption of results-based management principles involving causal theories of changes (ToC) that clarify for all stakeholders the objectives assigned for each Priority within their socioeconomic group and political contexts. This represents, again, progress compared to the previous DWCP which lacked an explicit ToC, which “created space for multiple expectations to emerge among national constituents”.³⁹ A closer look at the DWCP sequence of outcomes, activities and outputs, and indicators reveals inconsistencies, mainly under Priority 1 (Employment creation). While some activities and outputs are solidly related

³⁸ *Independent evaluation ILO’s Programme of Work in Lebanon and Jordan in Terms of Decent Work and the Response to the Syrian Refugee Crisis 2014-2018*, September 2018, https://www.ilo.org/eval/Evaluationreports/Strategyandpolicyevaluations/WCMS_646718/lang--en/index.htm

³⁹ *Independent evaluation ILO’s Programme of Work in Lebanon and Jordan in Terms of Decent Work and the Response to the Syrian Refugee Crisis 2014-2018*, September 2018, op.cit.

to indicators⁴⁰ others are not. This is, for instance, the case of an activity/output considered key by all stakeholders for enhancing the job creation potential of the private sector (outcome 1.2): “improved access to finance and enhanced business development services for companies, start-ups, and micro-businesses to enhance decent job creation capacity (means of action and support 1.2.3.) Indicators related to the number of SMEs or micro-businesses that were able to open a bank account by virtue of DWCP-related projects since 2018 are missing.

- *Projects level:* The projects designed by the ILO are aligned against the DWCP outcomes and cross-cutting policy drivers, be they livelihood projects included in the Programme of Support to the Compact (POS) or projects responding to decent work or social dialogue concerns.⁴¹ The vast majority of projects refer to decent work as an objective and/or underscore their alignment with the DWCP itself. However, in the case of POS projects, a modus vivendi has at times to be reached between donors’ humanitarian approach that has tended to prioritize the short-term employment needs of the Syrian refugees, and the DWCP’s developmental approach favoring durable decent employment for all:

- In the case of the “Decent Work in Jordan’s Floriculture Sector” project, the donor (Australia) imposed that the proportion of Syrian refugee beneficiaries should be equal to that of the host community beneficiaries - instead of the 70 per cent of host community members / 30 per cent of Syrian refugees prescribed by the Jordanian authorities. However, the proportion of persons with disabilities was lesser than first anticipated by the donor: 14 percent instead of 20 per cent.

- In the case of the cash-for-work (EIIP) projects that have sought to improve the livelihoods of vulnerable Jordanians and Syrians through the provision of decent short-term job opportunities (3 months maximum-not cumulative), the ILO has attempted to reinforce the sustainability of the interventions’ impact through on-the-job vocational training the participants could make use of to find more durable jobs. However, the non-consistency of such attempts has questioned their relevance for social partners such as trade unions representatives that have expressed, during interviews held in January 2022, their concern regarding the sustainability of cash-for-work employment, suggesting that EIIP funds be

⁴⁰ For instance, under the Outcome 1.1. (Timely and accurate tripartite analysis of labor market information allows for evidenced-based policy making to support growth and employment), the activity “ILO’s support for to the (yet not created) Labour Market Observatory” is expected to generate a consolidated /comprehensive labor market information and analysis system; policy/regulatory changes; and information about national employment policies.

⁴¹ All projects insist on the compliance of their interventions and objectives with national and international labor standards (ILS), either with respect to the compliance of industrial enterprises (BWJ and EU-ILO project) or agricultural enterprises (Floriculture, Prospects), to social protection interventions (EUESF) or to migrant worker rights (WIF, FAIR). The four cash-for-work (EIIP) projects also align with ILO norms and standards operating procedures. For most projects, the involvement of the ILO (the guardian and main developer of ILS norms) is considered the guarantee for the compliance of interventions with the ILS (for instance in PRM, EU Madad and AICS projects).

redirected towards more durable employment creation opportunities made available by the issuance of flexible work permits for Syrian refugees that allow them to have more than one employer yearly and to shift from one economic sector to another. ⁴²

- In the case of multi-stakeholder and multi-activities projects comprising humanitarian and developmental activities, such as the Netherlands-initiated Prospects project, the rule has generally been to share activities, the ILO taking over responsibilities in DCWP-related activities such as the job creation, vocational/technical training, and social protection components of the project, leaving humanitarian and legal protection to the UNHCR and academic education to UNICEF.⁴³

Time-bound: The DWCP has a 5-year timespan, during which its objectives should be attained. However, its implementing projects are not necessarily tied to this timeframe. A majority (17/31) of them have timeframes that square with the DWCP closure. Four do not. These may therefore be included in the next DWCP 2023-2027 and contribute to the new priorities and outcomes.

C) Effects of the COVID-19 pandemic on DWCP relevance and coherence to the country context

KEY FINDINGS:

- The COVID-19 pandemic has highlighted the relevance of the DWCP activities in mitigating its adverse effects of on the vulnerable population on Jordan.
- However, the pandemic has affected the DWCP coherence vis-à-vis new policies adopted since its outbreak by Jordan that prioritize its national population. This calls for a strategic reinforcement of the partnership between the ILO and its Jordanian stakeholders, including the tripartite constituents.

The COVID-19 pandemic has highlighted the relevance of the DWCP as a comprehensive and integrated set of interventions, all of which have proven relevant for mitigating its adverse

⁴² ILO, *Decent work results and effectiveness of ILO operations - An ex-post meta-analysis of development cooperation evaluations, 2019–2020*, September 2020; Jersild, Amy, *op.cit.*, and interviews with MoL staff in 2020.

⁴³ This has not prevented the ILO and other UN agencies to collaborate when needed, sharing data and taking common action when necessary. For instance, the ILO and UNHCR jointly submitted a proposal to support the SSC (SSC) in extending short-term income support to highly vulnerable informal workers, bridged with longer-term contributions into the social security system; and ILO and UNICEF are lanaging together the ‘Job Search Clubs’ that bring together job seekers and mentors to facilitate the latter’s access to jobs.

consequences on Jordan's population, in particular in the fields of child labor (Priority 2, outcome 2.2).; the improvement of OSH services (Priority 2, outcome 2.1), the social protection of informal workers (Priority 2, outcome 2.3); the promotion of decent work conditions in the workplace through social dialogue (Priority 3, outcome 3.3) and job creation (Priority 1, outcome 2 and 3). At project level, interventions have been redesigned in order to adapt the delivery of services to the constraints resulting from the lockdown measures imposed by the authorities: on-the-ground delivery of services have been replaced by distance -phone or online- approaches, transportation mechanisms have been put in place to enable vulnerable populations to access basic services, and legal support activities have been undertaken to confront breaches in the employer-employees contractual relationships in the form of arbitrary reductions in wages, for instance.

It has proven more difficult to adapt the DWCP to the sudden reorientation of Jordan's socioeconomic policies as a result of the pandemic towards prioritizing access of Jordanian nationals to employment and social protection, thereby diminishing opportunity spaces for non-Jordanians, including, first, labor migrants and, second, Syrian refugees.⁴⁴ This reorientation took place at a moment when partnership between the ILO and its tripartite constituents within the framework of the ILO governance had already lost much of its salience, which prevented any rapprochement between the DWCP and Jordan's new National Employment Strategy⁴⁵ (see below, Section 3.4.A. of the report).

3.2. VALIDITY OF DESIGN

This section of the Review report examines the tripartite constituents' involvement in the planning, implementation, and monitoring of the DWCP as a whole. Turning to more operational concerns, it then assesses the extent to which the DWCP's design and implementation have integrated relevant crosscutting issues and tried to avoid duplication of initiatives and efforts.

KEY FINDINGS:

- The Review validates the main features of the DWCP's design.
- It nevertheless identifies several gaps with respect to the role of the tripartite constituents in the implementation of the DWCP, the streamlining of some cross-cutting themes across Priority 1 more especially, and measures to avoid duplication of activities.

⁴⁴ A new National Employment Strategy was launched in 2021 to provide subsidized 60,000 job opportunities for Jordanians, targeting the age group of 18-40 through employment in the private sector.

⁴⁵ In particular, the "Recovery Policy document" the ILO prepared in 2020 to respond to the COVID-19 crisis was not adopted by Jordan's government.

- Several of these gaps are however bridged by the implementation Projects' designs. Corresponding recommendations are discussed in section 3.6 of the report.

A. The involvement of the tripartite constituents in the management of the DWCP

The involvement of the tripartite constituents in the implementation and the supervision of the DWCP is considered key, since they are in principle its prime 'owners', the ILO's role being in principle that of a technical facilitator and coordinator. The drafting of the DWCP started in August 2017 with consultations between ILO and the tripartite constituents based on a shared diagnosis of Jordan's socioeconomic situation. Following a tripartite DWCP meeting held in Jordan in March 2018, the ILO and its partners agreed on a comprehensive ToC including the DWCP's new priorities and related outcomes, activities, and outputs for the period 2018–2022.

The sense of ownership of the tripartite constituents vis-à-vis- the DWCP and ensuing responsibilities in its implementation were to be guaranteed by their membership in the National Tripartite Steering Committee' (NTCS). As mentioned in the DWCP document, the NTCS was tasked to monitor and oversee the progress of the DWCP according to an 'implementation plan', notably through technical, evaluation and policy support, based on terms of reference for the NTCS that was to 'set out the governance structure of the DWCP and its mechanisms' without, however, specifying their operational responsibilities within that framework. In addition, the focus of Priority 3 of the DWCP on the empowerment of social partners (trade unions and employers' representatives) through their enhanced role in labor market institutions, improved services to their members, and their increased promotion of decent work conditions in the workplace, may also have been considered as a means of favoring their commitment towards its overall governance.

The DWCP document however fails to specify the role of the tripartite constituents, or each of their role in the production of such strategic documents and, beyond, in their implementation.

Section 3.4.A of this report ('Efficiency') reviews the NTCS's achievements (and its limits) and the level of involvement of the tripartite constituents in the execution and monitoring of the DWCP.

B. Cross-cutting issues

As seen above, the DWCP document Theory of Change took into account crosscutting issues to underlie its design and implementation. Two types of such issues have been considered: Cross-cutting policy drivers (CCPD), referring to norms and principles specific to each Priority,

and cross-cutting aspects (CA) related to the more social, political, and institutional contextual criteria:

Table 4: Cross-cutting issues

CCPD Priority 1: Employment	CCPD Priority 2: Decent work	CCPD Priority 3: Social dialogue
Social dialogue: active labor market policies with social partners; capacity building for private sector to export goods and create jobs; support ministries to improve the labor intensity of infrastructure work	Social dialogue: strengthen social dialogue at the company level	Social dialogue: support social partners to promote decent work and combat discrimination in the workplace; enhance the contribution of social partners to policy-making
Gender equality and non-discrimination: childcare in workplaces; evidence-based flexi-work arrangements; financial inclusion & wage protection for women; promoting female employment	Gender equality and non-discrimination: combat, gender discrimination in the workplace; capacity building for labor inspectors.	Gender equality and non-discrimination: capacity building for tripartite and civil society actors to combat gender discrimination.
ILS: accountability, compliance	ILS: FPRW ⁴⁶ (freedom of association and collective bargaining, freedom from forced labor, child labor and discrimination in employment); revising the labor law and legislation	ILS: Capacity building on labor code analysis and reform
Just transition to environmental sustainability: improving environment and landscaping of public spaces; promote environmental protection		
CAs:		
<div>➤ Inclusive programming in favor of marginalized groups: women, youth, and persons with disabilities</div> <div>➤ Promoting peace and preventing violent extremism</div> <div>➤ Delivering as one UN - Close collaboration with other UN agencies operating within the framework of the UNSDF.</div>		

The review found that the DWCP document consistently integrates the CCPDs, including ILS, in the design of the DWCP, especially under Priorities 2 (decent work) and 3 (role of the social constituents), which involve outcomes and activities around which the ILO and the tripartite constituents have been collaborating since the opening of the former's office in Jordan in

⁴⁶ The 1998 ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up (FPRW) emphasize the universal rights.

2002. Under Priority 1 (employment creation) the gender equality and non-discrimination cross-cutting issue is addressed through focus on decent work placements for women (and youth) in private sector companies, as well as indicators disaggregating most livelihoods activities/outputs by gender. As will be explained below (3.3.A), implementing livelihoods project go beyond the DWCP framework, adopting a gender mainstreaming approach towards gender equality (work) and contributing to the adoption of key legislative amendments to the labor law favoring women's economic participation by removing structural causes of inequality.

➤ *Social dialogue* is limited to ILO supporting each of the tripartite constituents, with little consideration for triggering synergies among them and ensuing participation in their oversight and evaluation of the DWCP. This limited engagement in social dialogue is reproduced at project level, where few projects under the PoS have directly relied on social dialogue with local partners. While it is relatively absent from EIIP projects due to (as seen in 3.1.b above) other projects, considering the “weak social dialogue between stakeholders on the demand and supply sides of the labor market,”⁴⁷ have also engaged with social partners separately, supporting them through capacity building exercises. The Prospect project stands as an exception: in its efforts to support the formalization of workers operating in the agricultural sector, it has sought to help workers organize into committees, in association with the GFJTU and local employers' organizations.

➤ *Transition to environmental sustainability* crosscutting issue underlies cash-for-work EIIP projects (outcome 1.3) that have aimed, under the POS, at the maintenance and cleaning of roads, and the rehabilitation of municipal works⁴⁸ in specific areas of north-Jordan with high concentrations of Syrians. However, environmental sustainability is a nation-wide concern and should therefore also be integrated in other livelihoods-related initiatives across the country (under outcome 1.2.).

Cross-cutting aspects (CA) also underlie to some extent most activities and outputs.

➤ *Promoting peace and preventing violent extremism* through socioeconomic projects is not easy to prove; however, facilitating the inclusion of Syrian refugees in the labor market, and bringing together Syrian refugee and host community members to work

⁴⁷ As stated in *Inception Report (Oct 2020-March 2021), Towards an Inclusive National Social Protection System and Accelerating Decent Job Opportunities for Syrians and Vulnerable Jordanians* (EU-Madad project).

⁴⁸ One project (an ILO/UNESCO venture) has also aimed at the rehabilitation of archaeological and cultural heritage sites.

side by side in the cash-for-work EIIP projects has been proven as useful to soothe communal tensions and foster social cohesion.⁴⁹

- *Delivering as one UN* within the DWCP implementation under the UNSDF framework has to some extent been achieved through the participation of ILO and sister agencies such as the UNHCR, UNICEF, UNESCO in shared projects involving humanitarian, legal protection, and decent livelihoods activities. However, the scope and level of interagency collaboration owes more to project design and parameters than a genuine partnership policy.⁵⁰
- *Inclusive programming*: while the DWCP has more or less included women and youth in its programming, *persons with disabilities*, whom the DWCP documents acknowledges the underrepresentation in the labor market, are not included in its programming. Here again, several livelihood projects explicitly earmark quotas (over 3 percent of beneficiaries) for persons with disabilities⁵¹, while the Better Work Jordan project verifies that garment companies respect the quota of workers with disabilities set by the labor law⁵² and ensures that their needs at the workplace are addressed

C. Avoiding duplication

The project-driven character of the DWCP, entailing a variety of donors and implementing agencies, raises concerns about risks of duplication (or overlapping) of interventions despite coordination structures designed to avoid such risks.⁵³ Neither the DWCP document nor the donor or the Jordanian authorities seem to consider such risks, maybe because the decent work gaps are considered wide enough to bear duplication.⁵⁴

Table 5: Projects and areas of intervention

Employment-Intensive Investment Programmes for Syrian refugees and host communities	EIIP1 (KfW), EIIP2 (MSSRP), EIIP3 (UNESCO), AICS,
Sustainable employment of Syrian refugees (work permits)	PRM, EU-Madad, Prospects, EU/ILO-floriculture sector

⁵⁰ Working in silos has been the norm although common activities have occasionally taken place, as seen above in the case of the Prospects project.

⁵¹ Such as the EIIPs, Floriculture, and Syrian refugee employment schemes (EU/ILO and EU-Madad projects)

⁵² One person for factories employing 25-50 Jordanians and 4 percent of factories employing more than 50 workers.

⁵³ Beside ad-hoc donor coordination meetings, coordination frameworks include the thematic working groups organized by the UNHCR (Livelihoods Working Group established in 2016) and the Jordan Response Platform for the Syria Crisis.

⁵⁴ The screening system put in place by the Ministry of Planning and International Cooperation (MoPIC) does not consistently include duplication as a criterion for accepting internationally funded projects,

Social protection for Syrian and Jordanian informal workers	EUESF, EU-Madad, Prospects
Promotion of women's access to the labor market	WFW, Pay Equity & Childcare, AICS
Protection of migrant workers (recruitment process)	Fair, WIF

Most implementing projects have nevertheless sought to avoid duplications along different modalities. The Addressing the Worst Forms of Child Labor (CL) L project has established a database and standard operating procedures in order to avoid duplication in the case management of vulnerable children likely to dropping out of school. The ILO and donors involved in the cash-for-work projects (GIZ, KfW) have set up a 'cash-for-work' working group in order to harmonize efforts and ensure that interventions remain aligned and coordinated on duplication of registering workers, avoid competition, and support data collection. Other projects intervening in a field already filled with other national and international interventions, have aligned their activities with already existing measures (EUESF, EU-Madad, PRM projects). In the case of the EUESF project, which has sought to provide social protection for informal Syrian and Jordanian workers who lost their job not covered in the COVID and post COVID contexts, such alignment has led to the de-prioritization of emergency care or sick benefits activities already covered through other channels. Finally, the Pay Equity & Childcare and Work for Women projects, both aimed to empower women economically have endeavored to update the host authorities and CSOs about their work in order to help them guide newcomer organizations, to uncovered activities, or ask them to join forces with existing projects.

3.3. EFFECTIVENESS AND PARTNERSHIP

This section of the report examines the extent to which the DWCP's outputs have been achieved and its outcomes enhanced. This is no easy task. The program as a whole has not been properly monitored, and its implementing projects do not all have the same timespan. Moreover, several external factors, including bureaucratic hurdles, political reorientations of Jordan's socioeconomic priorities and, above all, the COVID-19 pandemic, have either suspended, derailed or delayed the course of projects' activities.

Yet, the Review found that the DWCP's effectiveness should also be assessed on account of the operational and finance mobilization framework through which the ILO and its UN and national partners (the tripartite constituents and municipalities, cooperatives, civil society organizations) have actively collaborated - be it at a project level - for the sake of the advancement of the decent work agenda through job creation, decent work conditions for all, and empowered social partners.

The DWCP's results-based management approach focuses on the achievement of outputs and their assessment via indicators, as well as the partnerships established with local, civil society, actors. Outputs will be tested, whenever relevant, against the baselines and expected targets

set during the monitoring exercise conducted by the ILO in 2019. Four types of appreciation ratings for achievements will be used: achieved/partially achieved -and in progress)/not achieved (related to suspended or abandoned interventions).

However, the Review will also take into consideration activities that have not yet delivered (or only partially) expected outputs: progress in the advancement of activities then becomes the object of the review. Moreover, activities outside the original DWCP framework have been conducted during the same period, which still contribute to the DWCP outcomes: they cannot be ignored.



A. Achievements under Priority 1: Employment creation contributes to economic and social stability


KEY FINDINGS:

- Most of the employment creation activities and outputs have achieved or partially achieved their objectives. Activities relying primarily on national institutions are still in progress (Support to the establishment of the Labor Market Observatory (LMO) or have been suspended (Successful implementation of the National Empowerment and Employment Programme (NEEP).
- Results obtained by livelihoods projects have respected their quotas of female/male beneficiaries and consistently reflected on key decent cross-cutting issues such as ILS, gender equality and inclusive programming, as related to the nature of their activities.⁵⁵
- The DWCP has created a durable framework including donors and international and national implementing agencies partnering for the sake of the enhanced employment and employability of vulnerable Syrian refugees and their host communities. Yet, the Review has identified gaps in that framework that need to be properly addressed:
 - The long-term impact of the cash-for-work (EIIP) projects: These projects' designs do not offer clear opportunities of durable integration in the local economy despite the vocational training received on the spot. It remains, as seen above, a cause of concern for the GFJTU that promotes the re-orientation of funds and efforts towards more durable employment creation.
 - Activities and outputs related to the enhancement of the job creation potential of the private sector have remained limited to support for micro-enterprises, which testifies to the yet limited developmental character of the POS.

⁵⁵ The gender balance has depended on the type of activity: while training activities have benefitted to men or women equally, cash-for-work (EIIP) projects, including working and training activities, have eventually involved 30 percent of women, which is considered fairly consistent in such type of interventions.

Detailed achievements assessment

OUTCOME 1.1	TIMELY AND ACCURATE TRIPARTITE ANALYSIS OF LABOUR MARKET INFORMATION FOR EVIDENCED-BASED POLICY MAKING
Activity/output 1.1.1 	ILO support for the establishment of a Labor Market Observatory (LMO) in the MoL
Assessment	<p>NOT ACHIEVED</p> <ul style="list-style-type: none"> - The LMO, which is to centralize information and data produced by different public and private institutions (ministries, SSC, private recruitment agencies, NGOs, projects) has not yet been established. Labor market-related data remains scattered, preventing systematic evidenced-based policy-making.
OUTCOME 1.2	STRENGTHEN THE JOB CREATION POTENTIAL OF THE PRIVATE SECTOR THROUGH ACTIVE LABOUR MARKET MEASURES
Activity/output 1.2.1 	Job matching and referral services for job seekers, with focus on decent work placements for women and youth in private sector companies, is provided by 11 Employment Service Centers (ESCs)
Assessment	<p>PARTLY ACHIEVED</p> <ul style="list-style-type: none"> -The number of ESCs, whose role is to facilitate durable formal employment to vulnerable Jordanian and Syrian refugee job seekers through access to employment information, job and training opportunities and career guidance, has increased from 11 in 2018 to 13 in 2022. - More than 12,000 Jordanian and Syrians job seekers (including 35 percent of women) have received career counselling and e-counselling services and 7,000 have been trained and placed in jobs. This is lower than the target established by the ILO in 2019: 30,000. However, the percentage of beneficiaries retained in jobs after three months is higher than the 45 percent target set in 2019: 49 percent (EU/ILO project); 40 percent of retention after 9 months (EU-Madad).
Activity/output 1.2.2	Skills training and Recognition of Prior Learning (RPL) are provided to allow for improved signaling of competencies and facilitate recruitment
Assessment	<p>ACHIEVED</p> <ul style="list-style-type: none"> - Over 16,000 Jordanian and Syrians (31 percent to 45 percent of which were women according to projects) have had their skills recognized and certified through the RPL process and could apply for occupational licenses since 2017. - 5,000 Jordanian and Syrians (≥50 percent of women) have had classroom or on-the-job training in a variety of sectors (construction, agriculture, childcare, entrepreneurship, garments) since 2018. - These figures exceed the target set in 2019 by the ILO of 16,300.
Activity/output 1.2.3	Decent job creation capacity enhanced for companies, start-ups, and micro businesses through improved access to finance and enhanced business development services

Assessment	<p>NOT ACHIEVED</p> <ul style="list-style-type: none"> - No overall data is available. - Various projects (PRM, AICS and Prospects) provide business services to female micro-entrepreneurs (including home-based businesses), but primarily in a 'graduation' perspective (namely to get beneficiaries self-reliant and independent from institutional assistance). Access to finance and development services for small to medium companies is lacking.
Activity/output 1.2.4.	Access to work permits for Syrian refugees is facilitated in the agriculture and construction sectors
Assessment	<p>PARTIALLY ACHIEVED</p> <ul style="list-style-type: none"> - By April 2021, around 124,221 flexible work permits had been facilitated by the ILO in the agricultural sector (by agricultural cooperatives) and the construction sector (by the GFJTU) This represents about 57 percent of all work permits issued to refugees in Jordan.⁵⁶ - In 2021 alone, half of the total 62,000 work permits (A RECORD) issued to Syrian refugees were flexible permits (31,000) in the agricultural and construction sectors. <ul style="list-style-type: none"> o Target set by ILO for flexible work permits in 2019 was higher: 70 percent.
Activity/output 1.2.5	The National Empowerment and Employment Programme (NEEP) has been implemented successfully
Assessment	<p>NOT ACHIEVED</p> <p>The NEEP, a national program launched in 2018 that aimed to place 68,000 vulnerable Jordanian women and youth in private sector jobs (manufacturing, construction, agriculture, tourism, energy, and services) in place of non-Jordanian workers (Syrian refugee workers not included) over five years with the technical support of the ILO and UNICEF. The program has been de facto suspended due to difficulties in finding Jordanians ready to replace migrant workers.</p>
OUTCOME 1.3	INCREASED JOB CREATION IN THE CONSTRUCTION AND INFRASTRUCTURE SECTORS FOR SYRIANS AND JORDANIANS
Activity/output 1.3.1 	Jordanians and Syrians are better prepared for construction jobs
Assessment	<p>ACHIEVED/IN PROGRESS</p> <ul style="list-style-type: none"> -In the construction sector, a competency-based curriculum was developed and updated by the TVET system in collaboration with the ILO, including both theoretical and practical tests and occupational profiles.

⁵⁶ Source: UNHCR, Livelihoods Working Group - Jordan, *WP Figures as of 31 December 2022*. Flexible work permits in the agricultural sector as issued by agricultural cooperatives through Agricultural Guidance and Employment Units; in the construction sector by the GFJTU through the five Guidance and Support Offices it established in the Azraq and Zaatari refugee camps as well as in Amman, Irbid and Mafraq. The introduction of the flexible permit system is one of the key steps taken by Jordan and the MoL to facilitate the formalization of the Syrian refugee workforce. These also include home-based regulations to encourage the formalization of Syrian-run micro-enterprises.

	-- Some 5,000 Syrian refugees and host community members have received RPL training, and an additional 500 received vocational and on-the-job trainings to support them in accessing formal skills testing and certification, with the aim of formalizing their access to the Jordanian labor market, mainly in the construction and manufacturing sectors.
Activity/output 1.3.2	- Jobs for Syrians and Jordanians are created through Employment-intensive Investment Programme (EIIPs)
Assessment	<p>PARTIALLY ACHIEVED</p> <ul style="list-style-type: none"> - Over 1,250,000 worker days have been completed since 2018. This exceeds the target of 744,000 worker days set by ILO in 2019 for 2022. - For the KfW EIIP project alone, a total of 19,638 Syrian refugees and host community members have been employed (3 months maximum). Women represent about 25 percent of the total number of workers and persons with disabilities represent 3-5 percent. - The Standard Operating Procedures (SOPs) applied to all cash-for-work /EIIP interventions in order to ensure decent work conditions across the entire sectors of interventions, including during the COVID-19 pandemic. - As noted by internal evaluation reports, no guarantee that Syrian and Jordanian beneficiaries get durably included in the labor market following the EIIP experience despite the on-the-job vocational training.

Additional achievements assessment: The effectiveness analysis of the DWCP should also consider the technical assistance the ILO has provided outside the DWCP framework in terms of legislative and institutional support, which nevertheless contributed to DWCP outcomes. These include:

- *In the field of skills development*, the ILO has, since 2019, provided technical support to the sector skills councils⁵⁷ in partnership with private sector enterprises and Chambers of Commerce and Industry, with a view to strengthening labor market information in several industrial sectors, and enhancing the image of TVET. ILO technical assistance was also provided to the Technical and Vocational Skills Development Council (TVSDC) under the aegis of which the skills councils operate, especially related to licensing, accreditation, testing and certification.⁵⁸
- *In the field of female employment*: In 2019, the ILO in collaboration with tripartite and civil society partners⁵⁹ have promoted, within the PayEquity and the WFW projects,

⁵⁷ Created by virtue of the Vocational and Technical Skills Development Law of 2019 in order to facilitate the private/public/CSO dialogue around the latter's needs.

⁵⁸ See *Promoting Decent Work in Jordan*, ILO, 2020, https://www.ilo.org/beirut/countries/jordan/WCMS_474549/lang--en/index.htm

⁵⁹ The DWCP document establishes as a mean of action and support under outcome 3.3. (Enhanced engagement of social partners to promote Decent Work in the workplace through social dialogue) enhanced advocacy capacity of tripartite and civil society partners to combat gender discrimination in the workplace with a focus on violence and harassment, pay equity, the provision of day-care facilities in the workplace and flexitime arrangements (3.3.4).

significant amendments of the labor legislation aimed at encouraging women's participation and employment in the private sector. These cover the three-day paternity leave, relative equal pay for work of equal value principle and penalties, flexi-work arrangements, and day care facilities for children of male and female workers. Such steps, coupled with regulatory steps designed to improve decent work conditions at the place of work, are likely to increase the participation of men and women in the labor market (they are addressed in more detail under sub-section B and C).

B. Achievements under Priority 2: Decent work for all create a level playing field for male and female Jordanians, refugees, and migrants

KEY FINDINGS:

- Legal progress has been reported in several sectors, such as inspection and OSH, safe corridors for migrant workers, the status of domestic workers, child laborers and inclusive social protection. However, such progress still has to be sustained on the ground by sound implementing by-laws and regulations
- As evidenced since the COVID-19 pandemic, worsening economic conditions have weakened employer compliance with decent work/OSH and SSC regulations since these imply costs that not all employers have the capacity to cover.
- Limited awareness by employers and employees of labor regulations remains a matter of concern, especially in formal or informal MSMEs sectors which constitute the vast majority of enterprises in Jordan. The primary issues outside the non-garment factories in 2020 were in the areas of management systems, occupational safety and health, social dialogue, and wage payment.

Detailed achievements assessment

OUTCOME 2.1	EFFECTIVENESS AND EFFICIENCY OF LABOR INSPECTION AND OSH SERVICES, AND THEIR PREVENTIVE ROLE, ENHANCED IN LINE WITH THE RELEVANT ILS
Activity/output 2.1.1.	National OSH services improved, and labor inspection effectiveness enhanced based on adequate analysis and planning
Assessment	IN PROGRESS <ul style="list-style-type: none"> - Since 2018, the MoL has continued to reform its labor inspection system under ILO technical guidance and support. In 2019, a national conference on labor inspection paved the way towards a Memorandum of Understanding (MoU) between the MoL and the ILO signed in 2020 to develop a reliable, modern, and unified inspection system based on the labor law's provisions; in particular:

	<p>-</p> <p>The MoL and ILO concluded a MoU in May 2020 aimed to strengthen, under the aegis of ILO's BWJ, its inspection directorate on Strategic Compliance Planning in such sectors as construction, car mechanics, chemical manufacturing, and garment/textile.⁶⁰ The BWJ, which has an established section at the MoL offices in Amman and in Irbid, is to support the upgrading of the MoL's e-inspection system. In early 2022, inspectors have been gradually equipped with cameras and tablets are now linked to the databases of 21 partner institutions, including the SSC and Chambers of Commerce and Industry. Inspections are also to mainstream gender and a children protection in interventions. Interactions of workers with the MoL's Inspection Directorate has been facilitated with the establishment of a hotline accessible through English and Asian languages.</p> <p>- Despite such progress, the MoL has not yet delivered the outputs expected by the DWCP, including the production of an annual report in line with the requirements of Labour Inspection Convention no.81, 1947.⁶¹</p> <p>- The outbreak of the COVID-19 pandemic has prompted the MoL to establish a comprehensive occupational safety and health management system. In 2021, it conducted a business analysis of labor inspection/OSH activities of its central and regional directorates in order to develop electronic labor inspection system and data bases, and to improve related data and statistics.⁶² -</p> <p>- A lack of awareness by employers (and employees) of labor regulations remains a matter of concern, especially in formal or informal MSMEs sectors which constitute the vast majority of enterprises in Jordan, especially in the areas of management systems, occupational safety and health, social dialogue, and wage payment.⁶³</p>
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OUTCOME 2.2	IMPROVED WORKING CONDITIONS FOR MALE AND FEMALE JORDANIANS, MIGRANTS AND REFUGEES, INCLUDING IN SPECIAL ECONOMIC ZONES THROUGH A STRENGTHENED REGULATORY FRAMEWORK AND COMPLIANCE WITH ILS
Activity/output 2.2.1.	The national legal and regulatory framework is improved in alignment with international labor standards
Assessment	ACHIEVED

⁶⁰ A BWJ section was established at the MoL in Amman and in Irbid.

⁶¹ This annual report should include laws and regulations relevant to the work of the inspection service, staff of the labor inspection service and all relevant statistics (industrial accidents, occupational diseases, inspection visits, workplaces liable to inspection and the number of workers employed therein, etc.). The MoL Labour inspectorate actually imports most of its statistics related to from the Social Security Corporation.

⁶² The strengthening of OSH procedure may enable Jordan to ratify the Occupational Safety and Health Convention (no.155) that calls for the implementation and periodic review of coherent national OSH policy with employers' and workers' organizations.



⁶³ As indicated by a recent report published within the Prospects project: *Opportunities for extending social security coverage in Jordan*, ILO Regional Office for the Arab States, 2021; also see Better Work Jordan, *Annual Report 2021 - An industry and Compliance Review*, pp.15-16.

	The legal work undertaken by the ILO and CSOs through its provision of capacity building on international labor standards and the legal review regarding the conformity of national legislation with ILS on OSH, and on the situation of vulnerable groups of workers, such as domestic, agricultural, and migrant workers paved the way for significant progress in the latter's legal status, as evidenced in sections 2.2.1. (OSH), 2.2.3 (fair recruitment); 2.2.4. (redress of employer-employee relationship) and 2.3.2. (extension of the social security coverage- including in the agricultural sector).
Activity/output 2.2.2.	Working and living conditions of workers in SEZs in the garment, chemicals, plastics, and engineering sectors will be improved through compliance services and three workers' centers
Assessment	<p>PARTIALLY ACHIEVED</p> <ul style="list-style-type: none"> - The strategic compliance plan to non-garment sectors in Special Economic Zones (SEZ), including the chemicals, plastic, and engineering sectors, is proceeding under the guidance of BWJ. - However, in the garment sector in the SEZ, factories have continued not to comply with the implementation of a strategic compliance plan, and 81 per cent of factories failed to fully implement all provisions of the Collective Bargaining Agreement (CBA).⁶⁴ - The workers' centers in the SEZ⁶⁵ have taken an increasing role in protecting foreign migrants against employers' infringement of labor law through legal assistance and regular mediation between workers, employers, and government, especially since the outbreak of the COVID-19 pandemic. The centers have also worked with the SSC to facilitate the registration of informal workers (over 500 cases in 2020).
Activity/output 2.2.3 	Fair recruitment processes, in accordance with the ILO General Principles and Operational Guidelines for Fair Recruitment (GPOG-2016) are established for migrant workers admitted to Jordan.
Assessment	<p>PARTIALLY ACHIEVED</p> <ul style="list-style-type: none"> - A key element of the GPOG, the zero-fee policy for recruited labor migrants, has been adopted. Effective since January 2019, the zero-fee policy for labor migrants based on a CBA engaging the MoL and all social partners in the garment sector in the SEZ is currently under implementation and is accepted by a majority of garment factories.⁶⁶

⁶⁴ According to the BWJ, in 2020, 55 percent of factories fail to provide pregnancy tests for workers; 30 percent factories had workers who paid recruitment fees, and 74 percent had compliance violations with worker accommodations. In addition, at least 12 factories failed to address a new provision in the 2019 CBA that calls for factories to establish a violence and harassment policy. Partly as a result of the pandemic, non-compliance increased in 2020 compared to 2019 in some areas such as timeliness and accuracy of payments. Noncompliance violations to concerned areas of OSH, such as the safety and cleanliness of worker accommodations, were exacerbated by the pandemic (*Annual Report 2021 – An Industry Compliance Review*).

⁶⁵ The Al-Hassan Workers' Centre is managed by the national Workers' Centre Association, which includes government, employer, and union representatives, to provide social and legal services to garment workers.

⁶⁶ In 2018, the BWJ tripartite Project Advisory Committee, comprising representatives of the tripartite constituents, decided that the program would start reporting factories as non-compliant if workers recruited after 1 January 2019 paid any recruitment fees or related costs at all.



	<ul style="list-style-type: none"> - However, the proportion of factories committed to implementing the zero-recruitment fee policy has decreased from 75 percent in 2019 to 68 percent in 2020.⁶⁷ - Under the FAIR project, 'knowledge sharing events' in Jordan and in the country of origin were launched in order to support the implementation of the GPOG (videos, trainings, etc.) and ensure 'safe corridors' for labor migrants.⁶⁸
Activity/output 2.2.4 	Measures are adopted to redress employer-worker relationships, through workers' facilitated freedom of movement, their right to terminate employment or change employers (domestic employees)
Assessment	<p>ACHIEVED</p> <p>In July 2020, Jordan introduced amendments to Regulation No 90/2009 of domestic workers and similar categories (cooks, gardeners) that reduce their dependence on their employers/sponsors and are consistent with ILS (Domestic Workers' Convention, 2011 (No. 189). The new regulation:</p> <ul style="list-style-type: none"> - Clarifies the employer obligation to pay wages within 7 days of the due date and considers 'hours of work' the time during which domestic workers remain at the disposal of the employer - Improves the privacy of domestic workers when filing a complaint (no employer interference) - Establishes a right to terminate the contract in cases of physical or sexual abuse or a violation of domestic workers' fundamental rights and to look for a new job. - Anticipating the Regulation, the GFJTU had set up a special committee for migrant domestic workers with the support of the Arab Trade Union Confederation, with a view to increasing the voice and representation of domestic workers in March 2019.
Activity/output 2.2.5 	The National Framework on Child Labour (NFCL) is piloted in targeted municipalities, with integrated protection, education, and livelihoods services
Assessment	<p>PARTIALLY ACHIEVED</p> <ul style="list-style-type: none"> - The National Framework to Combat Child Labour, the umbrella structure involving line ministries and CSOs has piloted, with the assistance of the ILO, an electronic database and tracking system (the Child Labour Monitoring System (CLMS) operated by the MoL) in East Amman and in rural areas. - In 2021, in response to the reported expansion of child labor following the outbreak of COVID-19 pandemic, the NFCL coordination mechanisms were strengthened and an operating procedures manual for handling working children and beggars prepared by the National Council for Family Affairs was approved by the government in March 2021.⁶⁹ - However, the by-law that formally instructs ministries to operate within the NFCL in the field has not yet been promulgated. As a result, the CLMS is

⁶⁷ According to BWJ *Annual reports* 2020 and 2021.

⁶⁸ In the context of the COVID-19 pandemic, employers and the TU in the garment sector facilitated travel arrangements allowing migrant workers to travel back to their home countries. This resulted from an agreement between the trade union and employers with the support of BWJ.

⁶⁹ The ILO has also developed a toolkit on occupational hazards and risks to children working in agriculture along with guidelines on how to remove children from work; *Promoting Decent Work in Jordan*, ILO, *op.cit.*

	not fully efficient. The NFCL has admittedly not been able to respond to the sheer number of children and families requiring support to sustainably withdraw children from employment. ⁷⁰
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OUTCOME 2.3	SUSTAINABLE AND ADEQUATE SOCIAL PROTECTION COVERAGE IS EXTENDED FOR ALL IN NEED AND CONTRIBUTES TO FORMALIZING THE INFORMAL ECONOMY
Activity/output 2.3.1 	A policy for the gradual implementation of the national Social Protection Floor is adopted by tripartite stakeholders to extend social security coverage to all groups of society
Assessment	<p>IN PROGRESS</p> <ul style="list-style-type: none"> - In May 2019, Jordan launched the Social Protection Strategy and Poverty Alleviation (SPSPA) for 2019-2025 that includes, in line with ILS,⁷¹ the notion of social protection floors, including access to at least a basic level of social security throughout people's lives. - The significant gaps in the coverage of the social security highlighted by the COVID-19 pandemic amongst Jordanian and non-Jordanian workers prompted the SSC to accept in early 2021, with the support of the ILO and through social dialogue with the social partners, the extension of its coverage to informal Jordanian, refugee, and migrant informal workers (2-year support). - The adoption in 2021 of a by-law specifying the modalities of implementation of the labor law in the agricultural sector may support the formalization of its workforce (see below)
Activity/output 2.3.2 	Social security coverage is extended under the umbrella of the SSC, ensuring sustainable and adequate benefits (based on actuarial valuations), following increased awareness of workers and employers, e-based administration and strengthened social security policies
	<p>IN PROGRESS</p> <ul style="list-style-type: none"> - As part of its technical assistance to the SSC, the ILO is conducting the tenth Actuarial Review of its social security schemes based on data of 31 December 2019. The review measures the financial viability of the SSC in light of the recent extension of new categories of beneficiaries (flexible work, Syrian refugees with flexible permits, financial support, and formalization of uninsured workers within the COVID-19 context⁷²) and new social benefits (subsidies for childcare since 2019, for instance). - In an effort to increase the number of subscribers, the SSC adopted a by-law making coverage mandatory for self-employed workers in the agriculture, construction, transport, tourism, public service and maintenance and art and media sectors. It has also expanded the number

⁷⁰ As recognized by the ILO and UNICEF in: *ILO-UNICEF Joint Programme serves to support the operationalisation and implementation of the Jordanian National Social Protection Strategy (2019-2025)*- Revised Standard Joint Programme Document,

⁷¹ This includes the Social Protection Floors recommendation 2012 no. 202.

⁷² In addition, in 2020 the SSC adopted a by-law to the Social Security Law that made coverage mandatory for previously uncovered groups: self-employed workers in the agriculture, construction, transport, tourism, public service and maintenance and art and media sectors.

of its branch offices in the country and launched a new website with simplified procedures for obtaining electronic services and communicating with current and potential subscribers (in different languages, including English, Hindi and Bengali), with special features for persons with disabilities.

- In a social dialogue session on Social Security supported by the ILO, civil society actors, including the GFJTU, called for more consultation and a better monitoring of recent steps taken within the COVID-19 pandemic context.⁷³.

C. Effectiveness under Priority 3: Social partners increase their contribution to decent work

KEY FINDINGS:

- Although the social partners (workers' and employers' organizations) are members of the main national institutions that regulate the labor market, social dialogue is widely perceived to be a government dominated process. Workers' and employers' organizations lack the expertise, as well as the financial, human and communication resources, to actually influence decision-making processes. Their secretariats are understaffed and can hardly cover the research and informative duties they are supposed to endorse (position/vision papers, strategic views on public policies, impact of their interventions in DWCP projects, etc.)

- Yet, social partners, including CSOs, have played a significant role in advancing the human and social rights of vulnerable groups, such as women and migrant workers in the workplace through amendments to the labor laws, CBAs, and public awareness campaigns. The implementation of such progress remains to be carefully monitored. The GFJTU has also raised its national profile by being mandated by the MoL to issue, as an ad hoc activity, flexible work permits to Syrian refugee workers in the construction sector since June 2017.⁷⁴


- However, the structure and capacities of their secretariats have remained limited, preventing them from capitalizing on such achievements to influence significantly tripartite social dialogue discussions or bargaining agreements.


- Increased donor investments on social dialogue, in terms of additional human and financial resources, and technical support are required to enable social partners to carry out their responsibilities efficiently.

⁷³ For a complete review of comments of the GFJTU and CSOs, see *Social Dialogue Session on the Social Security Law*, International Labour Organization, Amman, Jordan, October 13, 2021

⁷⁴ In the same way, agricultural cooperatives were given authority to issue non-employer specific (flexible) work permits for agricultural workers in the end of 2016; see Stave E.S. et. Al. (2021), [Impact of work permits on decent work for Syrians in Jordan, ILO, p.21.](#)

Detailed achievements assessment

OUTCOME 3.1	IMPROVED CONTRIBUTION OF THE SOCIAL PARTNERS TO THE SOCIAL SECURITY BOARD, THE COUNCIL FOR TVET AND SECTOR SKILLS BODIES
Activity/output 3.1.1. 	Enhanced contribution of social partners to policy-making processes with evidence-based recommendations
Assessment	<p>NOT ACHIEVED</p> <ul style="list-style-type: none"> - The GFJT's website is still not operational, while the JCI's website mainly contains technical and legal information about Jordan's industries and partnerships. The position papers both bodies have developed (for instance in favor of a minimum wage tied to inflation) as well as the studies they have produced on the exportation of Jordanian industries towards Europe under the Compact, have required ILO support.⁷⁵ Therefore, their input in the national labor committees has remained limited: - The Tripartite Committee, which is charged by labor law to make decisions regarding minimum wage, allowances for extra-work and trade union activities at national level only convenes at the MoL's initiative. In the absence of unanimous decision among the tripartite constituents, the decision falls to the Council of Ministers. In the other tripartite institutions, such as the Board of the SSC that convenes monthly,⁷⁶ the social partners have more clout, even though their role remains a reactive one. - The creation of skills councils in 2019, aimed to better adapt the vocational and technical institutions programs to the needs of the private sector under the aegis of the newly created Technical and Vocational Skills Development Commission (TVSDC) may give the JCI, as the representative of the private sector, additional influence on national economic policies.

OUTCOME 3.2	IMPROVED SERVICES PROVIDED BY SOCIAL PARTNERS TO THEIR MEMBERS
Activity/output 3.2.1. 	Improved services provided by social partners to their members
Assessment	<p>Partially ACHIEVED</p> <p><u>Employers (JCI):</u></p> <ul style="list-style-type: none"> - Registration of formal enterprises with a regional JCI Chamber is mandatory. However, the rules defining the functioning of the Chamber discriminate against small enterprises endowed with less than JOD 30,000 in capital and 10 staff members that cannot participate in board elections or integrate the boards. These represent 88 percent of the

⁷⁵ See *EU-Jordan Rules of Origin: The Initiative's Potential to Attract Investment for Employment*, Jordan, 2019, <https://www.jci.org.jo/investment/img/investen1.pdf>

⁷⁶ Headed by the Ministry of Labour, the board also includes representatives of the Central Bank, the Social Security Investment Fund, the Armed Forces and security apparatus, and professional trade associations.

18,000 industrial enterprises, including many enterprises with a female head.⁷⁷

- The JCI represents the interests of industrial enterprises in tripartite committees and provides general services such as supporting them in administrative procedures. Since the early 2010s, in order to balance its priorities, it has set up a SMEs technical support unit to help affiliated enterprises overcome their traditional financial and entrepreneurial challenges.⁷⁸ The assistance to SMEs has extended, in collaboration with the ILO, to the enhancement of their export capabilities (since 2018) and, more recently, to boosting the productivity of 15 agro-food SMEs employing or serving Syrian refugee and host community members, who have been impacted by the COVID-19 pandemic.

- Under the Compact agreement, the JCI has assisted enterprises willing to export their products towards EU countries under the Relaxed Rules of Origin (RoO). Due to constraints related to eligibility criteria (15 percent of employees must be Syrian refugees) and to difficulties in finding exporting opportunities in EU countries, only 10 exporting enterprises are actually benefitting from the RoO scheme out of 16 enterprises who have obtained an export license. However, these results exceed the target of 12 certified enterprises by 2022 set by the ILO monitoring exercise in 2019.

Workers (GFJTU):

- The GFJTU represents the 17 officially recognized trade unions operating in Jordan. Affiliated workers represent only some 12 percent of the total workforce; yet the agreements trade unions conclude with the other tripartite constituents cover all workers of the sector involved, including the migrant workers. Migrant workers are permitted to be members of trade unions, but cannot vote in union elections, be members of union boards, participate in bargaining processes; nor can they form separate unions.



- In addition to the representation of workers' interests in tripartite institutions, the unions conclude collective or enterprise level bargaining agreements with employers⁷⁹ and provide legal and financial or in-kind support to registered members. They have also implemented awareness campaigns among male and female workers about their rights and have been instrumental in organizing Syrian workers and other migrant workers in the construction and in the garment sectors, more especially. This, according to trade union representatives, has resulted in an increase in the number of migrant workers registered with the respective unions in past

⁷⁷ These larger enterprise members of the Board nevertheless employ over 60 percent of the workforce.

⁷⁸ This unit is understaffed (1-2 staff). The ILO has recently recruited an expert to help the unit to develop its SME activities.



⁷⁹ The employers are recognized as having usually had the last word on the contents of the CBA or most of the enterprise-level bargaining agreements.

	<p>years. However, trade unions have so far been absent in most small enterprises outside these sectors.⁸⁰</p> <p><u>Cooperatives:</u> Under the Prospect project, the National Cooperatives Strategy was adopted. It aims to create a reliable service infrastructure for cooperatives and unions, and autonomous, self-reliant cooperatives providing efficient services to members.</p>
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OUTCOME 3.3	ENHANCED ENGAGEMENT OF SOCIAL PARTNERS TO PROMOTE DECENT WORK IN THE WORKPLACE THROUGH SOCIAL DIALOGUE
Activity/output 3.3.1. 	Collective bargaining agreements negotiated in the construction and agro-food industries
Assessment	<p>NOT ACHIEVED</p> <p>No collective bargaining agreements (CBAs) such as those concluded in the garment sector (2013) and in the private education sector (2017), have been negotiated, as planned in 2019, in the construction and agro-food industries since 2018 despite ILO facilitation efforts. Rather, bargaining agreements have been concluded at the enterprise level between individual companies and corresponding trade unions. The target of four CBAs concluded by 2022 by the ILO in 2019 has not been met.⁸¹</p>
Activity/output 3.3.2 	Tripartite and civil society partners have enhanced advocacy capacity to combat discrimination of migrant workers in the workplace
Assessment	<p>IN PROGRESS</p> <ul style="list-style-type: none"> - Despite their secondary status in trade unions, migrant workers have been the main beneficiaries of several tripartite initiatives to combat discrimination in the workplace, whether with respect to the right of domestic workers (see above, activity 2.2.4) or fair recruitment and conditions of work (2.2.3) and on conditions of work in the workplace, especially in the garment and construction sectors (3.2.1). However, as stated above (3.2.1), the trade unions' outreach to SMEs (especially in the large informal sector) remains to be validated. - Within the Prospects project, the GFJTU and representatives of the employers in the agricultural sector have played a key role in the organization of the agricultural workers into farm worker management committees.

⁸⁰ As indicated in the BWJ *Annual Report 2021*, "There are several unions representing different sectors that could be involved with the various factories, but neither workers nor managers were aware of the unions", p.15.

⁸¹ The reasons for such failure pertain to disagreements between trade unions and employers on the one hand; and between the social partners and third parties, such as the contractors' association in the construction sector, on the other. More generally, according to ILO specialists, it seems that operating 'in silos' at ad hoc - enterprise level is the approach favoured by most employers.

Activity/output 3.3.3 	Social partners ensure that the private education sector CBA for pay equity is implemented in full
Assessment	<p>PARTIALLY ACHIEVED</p> <ul style="list-style-type: none"> - The CBA signed between the Union of Workers of Private Education and the Owners of Private Schools Association in 2017 resulted from a national civil society “Stand Up with Teachers” campaign, that aimed to mobilize public attention on the substandard working conditions of the 40,000 (mostly female) teachers in private schools, including wages under the minimum wage standards. The CBA provides for wage and allowances protection (minimum wage standards) through mandatory digital wage transfers.⁸² The measure, which is part of the Regulation of Registration and Licensing of Private and International Schools, is mandatory for the accreditation of private schools. - However, a study conducted by the ILO and the JNCW in May 2020 showed that only 42 percent of male and 43 percent of female teachers had been able to create e-wallet financial accounts due to technical issues. As a result, a significant number of teachers had not been able to receive their wages during lockdown periods. Using these figures as a baseline, the tripartite partners have attempted to solve the issue with the Ministry of Digital Economy and Entrepreneurship and Jordan’s Central Bank. As a result, a significant jump in the establishment and use of e-wallets, yet to be determined, is said to have been achieved by mid-2020. - In collaboration with the CSOs (more particularly Sadaqa and Ahel NGOs in the Pay Equity project) the ILO has continued to lobby the government to make sure that teachers wages are protected as per legislation and that no school is licensed if wages are not being paid digitally.⁸³ - Efforts are also made to strengthen the capacity of trade unions to mobilize and represent the interests of female employees in the education sector.
Activity/output 3.3.4 	Tripartite and civil society partners have enhanced advocacy capacity to combat gender discrimination in the workplace with a focus on violence and harassment, pay equity, the provision of day-care facilities in the workplace and flextime arrangements
Assessment	<p>(ACHIEVED/IN PROGRESS)</p> <p>Tripartite and civil society partners have successfully mobilized to combat gender discrimination, notably through amendments in the labor law:</p> <ul style="list-style-type: none"> - <u>Violence and harassment</u>: Jordan’s labor law does still not explicitly prohibit violence or harassment in the workplace. A draft law aligned to the ILO’s recent violence and Harassment Convention, 2019 (No. 190)

⁸² This is in line with the *National Financial Inclusion Strategy 2018–2020* that promotes digital financial services, especially e-payments and e-wallets to improve transparency and monitoring.

⁸³ A similar initiative aims to establish a Collective Bargaining Agreement in the Private Health Sector, where infringements of the (mostly female) workforce’s rights have been reported.

has been discussed by the Parliament since 2019, revolving around the introduction of the term 'sexual harassment' in labor law. Position papers by social partners have supported sensitization campaigns launched by CSOs, the JNCW and the NCPE among members of Parliament in 2020 and in 2021. Two public campaigns were also conducted, showcasing testimonials and quotes from victims and survivors, legislators, employers, as well as influencers on digital media platforms.

At the sectoral level, garment employer and employee organizations have amended the CBA by including a clause on addressing violence, harassment, and discrimination in recruitment and at work in line with the guidance in Convention 190 on Violence and Harassment, as well as another first-time clause on the need for supporting workers' psychological health.

- Pay equity: In Jordan, the wage gap for women and men working similar jobs with similar education and experience in Jordan's private sector is estimated at about 17%.⁸⁴ The "Stand Up with Teachers" campaign also prompted the ILO, the government, and social partners, including the JNCW and the NCPE, to address the wage gap issue. This has resulted in the introduction of the notion of "wage discrimination", defined as gender-based inequality, into the labor law in 2019.⁸⁵

Day-care facilities: Another 2019 amendment to the labor law resulting from CSO lobbying activities concerns the relative relaxation of conditions to establish day care centers in enterprises. Whereas the establishment of day-care facilities was previously required when there were at least 20 female employees in the workplace, the amended law specifies that establishing a day care facility is required when the employees cumulatively have at least 15 children under the age of 5. The MoL, CSOs and the ILO has collaborated to set up a National Framework for Workplace Daycare Centres and have provided training to day-care providers on early childhood development across the country.⁸⁶

Flexi-time arrangements: Flexible work, applicable to certain groups including employees with family responsibilities and employees who provide care for a relative, was enacted in 2017 as a by-law. In April 2018, the Minister of Labour issued instructions requiring employers with a minimum of 10 employees to present the forms of flexible work arrangements available for such categories of employees.

⁸⁴ See *Gender discrimination, wage inequality challenge women in Jordan*, 18 Septembre 2021, <https://jordan.un.org/en/149672-gender-discrimination-wage-inequality-challenge-women-jordan#:~:text=In%20Jordan%2C%20the%20gender%20pay,the%20median%20wage%20for%20females>.

⁸⁵ Employers that discriminate against women based on gender are imposed a penalty ranging from JD500-1,000.

⁸⁶ During the pandemic, the ILO, CSOs and the SSC also supported 1,600 registered nurseries that had been forced to suspend their activities so that they could go back to business.

3.4. EFFICIENCY

This section first examines how well the DWCP has been managed and monitored, then examines the ILO DWCP's resource mobilization strategy since 2018.

KEY FINDINGS:

- The Review's assessment of the DWCP's efficiency is mixed. Neither the tripartite constituents nor the ILO staff involved in the implementation of projects have been able (or willing) to monitor its results based on projects results. The National Tripartite Steering Committee, composed of ILO and tripartite constituent representatives, has stopped meeting since the outbreak of the COVID-19 pandemic in 2020.
- The DWCP funding strategy has been successful, based on the ILO's status as the lead UN agency for elaborating and implementing livelihoods programs in Jordan since 2002, and its proactive funding strategy involving a screening of potential financial contributions worldwide.
- However, this donor-oriented strategy has led to the inclusion of projects that social partners have been reluctant to endorse, such as the cash-for-work (EIIP) projects, which represent 62 percent of the POS total budget since 2018.

A. The management of the DWCP

The DWCP document provided for a multi-layered governance model, with:

- The ILO's Amman Office in charge of the general management of the DWCP under the leadership of the ILO Country Coordinator, and with the support of the Regional Office for Arab States in Beirut (who provides general oversight down to the project level), and the technical and resource mobilization unit at Geneva Headquarters.
- The National Tripartite Steering Committee (NTCS), involving tripartite constituent and ILO representatives, validating the 'DWCP implementation plan' and providing technical, monitoring, evaluation, and policy support.

The absence of a proper DWCP implementation plan, and the lack of clear assignment of responsibilities and definition of roles amongst the ILO and the tripartite constituents with respect to supervision or monitoring of the DWCP, have negatively affected the functioning of the NTCS.

Representatives of the social partners confirm that they consider themselves as 'owners' of the DWCP. However, ownership does not necessarily entail leadership. They primarily define ownership in terms of opportunities for technical assistance and involvement in

internationally funded projects. Discussions between the ILO and the tripartite constituents within the NTSC have focused more on the specific projects they were engaged in, rather than on the advancement of the DWCP as a whole. The regular monthly NTSC meetings that took place during the early days of the DWCP gradually became less frequent and stopped with the outbreak of the COVID-19 pandemic in 2020, when legislation was replaced by Defence Orders. The reorientation of national priorities toward recovering from the pandemic by promoting rapid private sector-led job creation for Jordanian youth and women⁸⁷ has shifted the government's attention away from the DWCP, particularly its predominant PoS component.⁸⁸

The monitoring of the DWCP as a framework for action has remained minimal. While the tripartite constituents expressed little interest, the ILO staff in Beirut and Amman have not pursued the monitoring exercise started in 2018- 2019, when baselines and yearly targets were set for each of the DWCP's 24 outputs until year 2022. ILO staff involved in the implementation of the projects admitted that project-related implementation and monitoring procedures were time-consuming and allow for little reporting at the DWCP level. Those output indicators have also not been adapted since 2018 to the new socioeconomic contexts brought about by changes in national policies or by the COVID-19 pandemic. Consistent monitoring has therefore taken place at project level only, primarily under the guidance and results criteria of donor countries, without or with little consideration for the DWCP's results framework.⁸⁹ Moreover, there has been a significant lack of reporting on the DWCP for internal use or public information except to a limited extent for the POS.⁹⁰ This has undermined the visibility of the DWCP as an instrument for advancing the decent work agenda. The DWCP today appears fragmented into its implementing projects and their specific objectives and outputs. ILO and tripartite constituent staff concur that they rarely refer to it at project-level discussions or with external stakeholders.

⁸⁷ This is a core element of Jordan's new National Employment Programme. The number of beneficiaries is set at about 63,000 persons.

⁸⁸ As the *Annual Report* of the EU/ILO project December 2019-November 2020 put it: "The spike of unemployment among Jordanians make it difficult to advocate for more employment for Syrian refugees".

⁸⁹ Most ILO CTAs and NCs admitted that project implementation and monitoring procedures were time-consuming and did not allow for any reporting at DWCP level. In the words of an evaluation report about an EIIP project: "Given the short timeframe for implementation of phases and the need to develop a new results framework for each new phase, there is little time to reflect, engage project stakeholders, and plan. The results have been a rather top-down approach to planning with the donor and ILO quickly coming together to hammer out a new results matrix for continued funding", Jersild, Amy, *Evaluability Assessment Employment through Labour Intensive Infrastructure in Jordan Programme (Phases 4 and 5)*, ILO, KfW, GIZ, 29 July 2021, p.18.

⁹⁰ The only reports available on the internet concern activities and achievements of the POS. ILO, *Programme of Support to the Jordan Compact – Programme Support 2018*, https://www.ilo.org/beirut/areasofwork/employment-policy/syrian-refugee-crisis/jordan/WCMS_670182/lang--en/index.htm

ILO support to Syrian Refugees and Host Communities Jordan, Lebanon, Turkey, Iraq and Egypt, March 2021, https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---ilo-ankara/documents/publication/wcms_776051.pdf

B. Resource Mobilization for the DWCP

There is no clear pattern of collaboration between the ILO and its donors, despite the fact that donors consider the ILO an excellent fit given its unique tripartite structure—implying strong relations with the government, private sector, and worker organizations—coupled with its extensive experience in managing and executing decent work programs in Jordan. These characteristics make it a key implementing partner for livelihoods interventions.

Donors' decisions to fund livelihoods projects depend on a variety of considerations, including the vulnerability of the target population compared to those of other countries in the region, as well as the relevance of the themes they want to promote, which often include ensuring local and international stability, promoting socioeconomic development, advancing gender equity, reinforcing the private sector, and enhancing working conditions, among others. The comparatively higher allocation of funding for POS projects (86%) reflects the importance the response to the Syrian refugee crisis has taken in donor agendas since 2016, as covering both Jordan's stability/economic development interests and their own migration concerns. Several donor countries have directly approached the ILO to contribute to interventions they intended to fund within the response to the Syrian refugee crisis, including Germany (the KfW-EIIP project), the EU (EU-Madad project on social protection) and Australia (Floriculture livelihoods project).⁹¹

- On the ILO side, the adequate funding of the Jordan Office, relying mostly on extra-budgetary resources, has led it to adopt a two-pronged fundraising strategy. On one hand, the ILO has traditionally used the relevance of the DWCP as a coherent set of priorities and related objectives to mobilize resources, but with limited effect: donors are more inclined to fund interventions responding to precise outputs, especially in the field of job creation. It has thus also relied on a pro-active fundraising approach, systematically approaching donor entities multi-bi and UN development partners expressing intentions to engage in interventions likely to contribute to DWCP outcomes.

C. Achievements in a timely manner

Most of the DWCP's implementing projects have not achieved their results timely, mainly because of external factors: time to obtain the government's approval of the project (from a few weeks to a few months) and the outbreak of the COVID-19 pandemic that not only suspended activities but also prompted projects to reorient activities in line with beneficiaries'

⁹¹ The strategic relevance of projects responding to the Syrian refugee crisis for donor countries has downplayed traditional project evaluation criteria such as efficiency-related timely implementation of interventions. Donors have readily accepted the implementing agencies' requests for the no-cost extensions of their contracts due the delays caused by administrative bottlenecks, the COVID 19 pandemic, or the time taken to establish partnerships with local institutions and sound governance and coordination mechanisms.

new needs. However, as seen in the previous section, most of the Priorities and their outcomes were more or less met during the duration of the DWCP.

3.5. SUSTAINABILITY AND IMPACT

This section first examines the long-term impacts of the DWCP and its implementing projects, asking: has the DWCP strengthened the capacity of constituents and national institutions and strengthened the enabling environment (policies, laws, skills, attitudes, etc.) in a sustainable manner? Has the DWCP contributed to long-term intended/unintended social, economic, and/or political changes in Jordan?

KEY FINDINGS:

- The DWCP has contributed in many ways to supporting sustainable institutional development and creating an enabling environment in the labor market, either by building capacity within the tripartite constituents' staff, by supporting the establishment of durable partnerships, or by promoting amendments to relevant legislative frameworks.
- Despite its sustainable operational and institutional achievements, the DWCP is not considered an agent of change by national stakeholders. This is due to contextual factors, such as the deterioration of economic conditions since 2018, a lack of trust in the adequate implementation of national legislation and social policies, and to the fact that the DWCP has been inadequately monitored and underreported. In addition, the DWCP fragmentation into many different pillars and projects makes it difficult to assess its overall significance.

A. The DWCP as an instrument of sustainable institutional development and strengthened legislative and regulatory environment

There is evidence that the DWCP implementing projects have contributed to the sustainable development of the tripartite constituents and other local institutions. As stated by ILO and UNICEF, programming for sustainability is part of their country program and is factored into their actions through long-term and continuing work to support systems strengthening and capacity building with government partners, social partners and civil society actors.⁹² Interviews with representatives of the tripartite constituents confirmed that they had durably benefitted from the capacity building exercises and technical assistance provided by the ILO and partner institutions (such as UNICEF and specialized CSOs). Capacity-building also resulted

⁹² ILO-UNICEF Joint Programme serves to support the operationalisation and implementation of the Jordanian National Social Protection Strategy (2019-2025)- Revised Standard Joint Programme Document, op.cit.

from their direct involvement in DWCP projects. For example, through its collaboration with BWJ, the MoL has ensured the reform of its Inspection Directorate aimed at more reliable and efficient services will be sustained. The JCI was assisted in developing a comprehensive database of the skill needs of private sector enterprises and is playing a leading role in the functioning of the skills councils. The GFJTU has increased its outreach to workers in the garment, construction, and agricultural sectors. However, as already noted, the social partners' relatively weak secretariats have so far prevented them from capitalizing on such achievements and emerge as key actors in tripartite national institutions.⁹³

The strong partnerships developed between the ILO and local partners have also created sustainable mechanisms designed to ensure the continuity of activities beyond the duration of the projects. Sustainability is best served when such mechanisms are enshrined in law (such as amendments to labor law concerning pay equity, day-care facilities, or flexi-time arrangements), or in a MoU or a CBA (for instance the BWJ/MoL MoU about the improvement of inspections, or the CBA in the garment sector addressing violence and harassment in the workplace).

The social cohesion brought about by the cash-for-work EIIP projects, which bring together Syrian and Jordanian workers in work interventions, is also a sustainable achievement

B. The DWCP as an agent of change?

Most stakeholders believe that, despite undeniable operational achievements, the activities undertaken under the DWCP have not yet contributed to long-term socioeconomic changes. Interviews with national stakeholders identified the following reasons:

- *Continuous deterioration of socioeconomic conditions:* As a result of increasing unemployment and poverty rates since 2010, coupled with poor job creation (see Section 2), the DWCP and livelihoods schemes are mainly considered socioeconomic mitigators rather than drivers of sustainable growth. The sequence of economic shocks to Jordan's economy, including the world financial crisis of 2008, the Syria refugee crisis since 2011, and the outbreak of the COVID-19, has exacerbated the sense of helplessness among stakeholders and the Jordanian population at large.
- *Humanitarian aid versus development:* The prevalence of the PoS within the DWCP portfolio, with its focus on the livelihoods needs of the Syrian refugees reinforces its image as a primarily humanitarian rather than a development scheme. This perception is

⁹³ Sustainable institutional development within the framework of the DWCP's implementation was also observed in other national institutions. At municipal level, the EIIP projects may lead to reinforce working relationships between line ministries (MoL, Ministry of Local Administration and Ministry of Public Works and Housing), although operational cooperation between the ILO and those ministries during the implementation of the projects have been limited.

compounded by the fact that, six years after the conclusion of the Compact agreement and its promises of economic growth and prosperity for all, the vast majority of Syrian refugees, and many among host community members, remain poor. As a result, the humanitarian-development nexus the DWCP embodies is still not understood.

- *Progressive legislation and policies without significant impact:* Implementation of socially progressive laws promoted by the DWCP has not been consistent in Jordan. As stated by the UNCT Common Country Assessment of the Hashemite Kingdom of Jordan 2017, while progress in Jordan has brought elements of various national, social, economic, and political laws closer to the principles and norms of the main human rights conventions and declarations, complete implementation or enforcement thereof has not necessarily taken place.⁹⁴ Moreover, the effectiveness of national policies designed to promote women's economic participation or to formalize the labor market must still to be validated. While the percentage of women in the labor market has stagnated at low levels, the informal sector is widely believed among observers to have increased, especially amongst non-Jordanian workers, in the large MSME sector.
- *The difficulty of identifying DWCP as a strong operational framework:* While the DWCP has remained a reference document for the design of all projects, it has not been used to its full potential as a planning and monitoring and reporting framework. This, and the fact that its three Priorities are not reported on in common, has made it difficult for stakeholders to assess its achievements as a whole and compare it against macroeconomic trends.

4. BEST PRACTICES, LESSONS LEARNED, AND RECOMMENDATIONS

The DWCP is based on good design principles, designed by the ILO in collaboration with the tripartite constituents, which should be retained for the elaboration of the next DWCP. For example:

- The establishment of a ToC around priorities, outcomes, related activities and outputs, performance indicators, and concern for the integration of cross-cutting drivers and risk mitigation strategies.
- The establishment of a committee (the NTSC) including the tripartite constituents and the ILO as a supervising and monitoring body that also supports the governance of the DWCP and ensures that social partners take ownership of the DWCP.

⁹⁴ UN Country Team Common Country Assessment of the Hashemite Kingdom of Jordan, February 2017, <https://jordan.un.org/en/41803-un-common-country-assessment-hashemite-kingdom-jordan-2017>

- The alignment of the DWCP with other relevant national and UN frameworks.
- The establishment of operational partnerships with local actors, including the tripartite constituents, local authorities, and civil society institutions to foster effectiveness and promote sustainability. Building such sustainable partnerships has been a mainstay of the DWCP implementing projects.

However, because of misunderstandings about the modalities of its management among the ILO and the tripartite constituents, the lack of monitoring and, more generally, external shocks that have altered the original context upon which it was called upon to operate, the DWCP has ceased to be identified by the tripartite constituents as a driving force for influencing their policies and regulating the advancement of the implementing projects. This should not conceal the significant achievements operated by its implementing projects. While not all the expected activities and resulting outputs were delivered (the establishment of the Labour Market Observatory, or CBAs in the construction and agro-food sectors for instance), considerable progress was achieved in training, recognition of prior learning, and decent employment. Moreover, significant efforts have been made to ameliorate decent work conditions in medium to large enterprises and to align the recruitment of migrants with international labor standards. In parallel, owing to the public mobilization campaigns launched by the social partners and CSOs, significant legislative measures, though yet to be properly implemented, have been taken to combat discrimination against migrant workers (most recently in the agricultural sector) and female employees in private schools, while facilitating the access of women to the labor market.

It is beyond the scope of this report to provide recommendations at the project level. Each project is equipped with its own monitoring and evaluation systems. The recommendations put forward below aim to rehabilitate the DWCP as the central instrument for promoting and executing the decent work agenda in Jordan. Such recommendations stem from the identification of weaknesses and gaps in the DWCP's coherence and relevance, design, and efficiency. The modalities of their implementation may be determined by the answers the main stakeholders give to the following questions:

- *For the tripartite constituents:* Is the DWCP to be considered a country program document fully engaging them as 'owners' in charge of its supervision, or a UN (ILO) initiative? What does ownership mean exactly? Does it include participation in the DWCP's governance, including monitoring of results?
- *For the ILO:* Should the next DWCP be considered a programmatic instrument lending itself to monitoring and evaluation procedures, or, acknowledging the operational predominance of the projects in the timetables of the ILO's Jordan Office's staff, should it be turned into a normative 'code of conduct' establishing decent work parameters the projects' design and implementation should comply with? If the first alternative is retained, how can the DWCP be made into a more central instrument for the ILO staff?

- *For the UN:* Should the next UNSDF recognize the ILO's unique status as a tripartite structure bringing together government, employer, and worker representatives, as well as its rich experience in promoting decent work agendas, integrating it as a leader in the promotion of decent work in Jordan?

Where the ILO and the tripartite constituents decide to maintain the DWCP's current 'architecture' as a comprehensive set of priorities, outcomes, activities and outputs, and performance indicators underpinned by crosscutting issues and consideration for risks and mitigation strategies, the following sets of recommendations should be considered by the ILO and the tripartite constituents altogether during the preparation of the next DWCP (2023-2027). Some recommendations aim to improve the DWCP general governance, while other more sectoral recommendations pertain to the improving the DWCP performance vis-à-vis OECD/DAC review criteria

DWCP general governance:

Equip the DWCP document with a monitoring instrument including baselines, targets, and data collection procedures, in addition to a timetable specifying progress assessments on an annual or bi-annual basis. This entails the full commitment of ILO staff involved in the implementation of the projects to this approach, which may also lead to changes in the functioning of the ILO office in Jordan.

Addressed to	Priority	Timing
ILO ROAS, ILO Jordan, and the tripartite constituents.	High	Short term: during the preparation of the next DWCP

Include in the next DWCP document an implementation plan including supervision procedures for the NTSC, with clear responsibilities assigned to the ILO and each of the tripartite constituents.

Addressed to	Priority	Timing
ILO ROAS, ILO Jordan, and the tripartite constituents.	High	Short term: during the preparation of the next DWCP

Organize regular meetings with all stakeholders, including the main donors, to capture progress made towards the achievement of the DWCP's outcomes and priorities, and adapt strategically to contextual political and socioeconomic changes.

Addressed to	Priority	Timing
ILO ROAS, ILO Jordan, the tripartite constituents, the main donors	High	Medium, long term: during the implementation of the DWCP

The ILO and the UNCT should develop synergies between the DWCP and the UNSDF frameworks to better identify areas of mutual concern. In particular, the next DWCP should more explicitly define its coherence within the larger UNSDF and the modalities of its cooperation with other UN agencies.

Addressed to	Priority	Timing
ILO ROAS, ILO Jordan, and the UNCT	Medium/High	Short term: during the preparation of the next DWCP, UNSDF

The achievements of the DWCP under its three priorities should be consistently reported, circulated among stakeholders, and diffused publicly. This may enhance the attention of a wider range of donors.

Addressed to	Priority	Timing
ILO ROAS, ILO Jordan as main actors	Medium/High	Medium, long term: during the implementation of the DWCP

Sectoral performance:

Relevance and coherence:

Better align the sequence of outcomes, activities and outputs, and performance indicators. In particular, the relationship between the activities and their outputs should be better explained.

Addressed to	Priority	Timing
ILO ROAS, ILO Jordan	Medium	Short term: during the preparation of the next DWCP

Develop the job creation component of Priority 1 of the DWCP related to strengthening the job creation potential of the private sector. This could give the DWCP a strategic edge likely to capture donor and government interest.

Addressed to	Priority	Resources	Timing
ILO ROAS, ILO Jordan, and tripartite constituents (and Jordanian Government)	Medium/High	High	Short term: during the preparation of the next DWCP

Implement decent employment creation and environment preservation schemes in governorates less affected by the Syrian refugee crisis for the sake of economic and social stability.

Addressed to	Priority	Resources	Timing
ILO ROAS, ILO Jordan, and tripartite constituents (and Jordanian Government)	Medium/High	High	Short term: to medium term: during the preparation and implementation of the DWCP

Set quantitative baselines and targets for performance indicators in the DWCP document.

Addressed to	Priority	Timing
ILO ROAS, ILO Jordan, tripartite constituents	Medium	Short term: during the preparation of the next DWCP

Design validity:

Crosscutting issues should be streamlined more systematically across employment priority indicators, especially with respect to social dialogue, persons with disabilities, and environmental sustainability.

Addressed to	Priority	Timing
ILO ROAS, ILO Jordan	Medium/High	Short term: during the preparation of the next DWCP

The next DWCP document should identify and underscore the interconnectedness between the three priorities of the DWCP (for instance the impact of decent work conditions (under Priority 2) and legal measures to encourage female economic participation (under Priority 3), and on employment (Priority 1).

Addressed to	Priority	Timing
ILO ROAS, ILO Jordan, tripartite constituents	Medium	Short term: during the preparation of the next DWCP

The next DWCP document should consider additional risks, including the duplication of interventions, delays in the implementation of projects caused by registration procedures, and the establishment of partnerships with local actors required to ensure efficiency and sustainability.

Addressed to	Priority	Timing
ILO ROAS, ILO Jordan, tripartite constituents	Medium/High	Short term: during the preparation of the next DWCP

Sustainability:

Increase donor investments in the social partners' ability to adequately carry out their tasks within the DWCP and vis-à-vis their constituencies.

Addressed to	Priority	Resources	Timing
ILO ROAS, ILO Jordan, donor countries	High	High	Medium to long term

Invest in institutional and local partnerships (CSOs, municipalities, etc.) set up by the projects over the course of their activities.

Addressed to	Priority	Resources	Timing
ILO ROAS, ILO Jordan, and tripartite constituents	Medium / High	Medium / High	Medium to long term

Engage donors to improve the design of the cash-for-work EIIP projects in order to enhance the employability of Syrian and Jordanian beneficiaries, including the extension of work periods, connection with the Employment Service Centers or other external training service providers.

Addressed to	Priority	Resources	Timing
ILO ROAS, ILO Jordan, tripartite constituents, donor countries	Medium/High	High	Medium to long term

Ensure the adequate monitoring of amendments to the labor law achieved under the DWCP

Addressed to	Priority	Resources	Timing
ILO ROAS, ILO Jordan, tripartite constituents, donors	High	High	Medium to long term

ANNEX 1

Priority activities and objectives of the DWCP

Priority 1 Employment creation contributes to economic and social stability		
Outcomes	Means of action and support (activities and outputs):	(Outcome) indicators:
1.1: Timely and accurate tripartite analysis of labor market information allows for evidenced-based policy making to support growth and employment	1.1.1. ILO supports the Labour Market Observatory (LMO) in the MoL.	1. Policy/regulatory changes based on LMO data and information. 2. Consolidated / comprehensive labor market information and analysis system. 3. Share of NEEP and JRP in the LM and figures on employment rated of beneficiaries.
1.2: The job creation potential of the private sector in targeted sectors is strengthened through business development support and activation programs	1.2.1. Job matching and referral services for job seekers, with focus on decent work placements for women and youth in private sector companies, is provided by 11 Employment Service Centres (ESCs).	1. Percentage of jobseekers referred to private companies are recruited and remain on the job after three months (disaggregated by nationality). 2. Percentage of work permits in the agricultural and construction sectors facilitated by the ILO (gender disaggregated). 3. Number of private sector companies that changed their Human Resource Development practices to attract and retain Jordanians and Syrians.
	1.2.2. Skills training and Recognition of Prior Learning (RPL) are provided to allow for improved signaling of competencies and facilitate recruitment.	
	1.2.3 Decent job creation capacity has been enhanced for companies, start-ups, and micro businesses through improved access to finance, enhanced business development services including developing capacities for export readiness.	
	1.2.4 Access to work permits for Syrian refugees is facilitated in the agriculture and construction sectors.	
	1.2.5 The National Empowerment and Employment Programme is implemented successfully.	
1.3: Increased job creation in the construction and infrastructure sectors for Syrians and Jordanians	1.3.1 Jordanians and Syrians are better prepared for construction jobs and Jordanian companies are better prepared to respond to future reconstruction needs in the region.	Indicators (disaggregated by gender, nationality, and age): 1. Number of workers who are employed in EIIP interventions. 2. Number of working days created in public construction programs and infrastructure sectors.
	1.3.2 Jobs for Syrians and Jordanians are created through Employment-intensive Investment Programme (EIIPs).	

Priority 2 Decent working conditions for all create a level playing field for male and female Jordanians, refugees, and migrants		
Outcomes	Means of action and support (activities and outputs)	(Outcome) indicators
2.1: Effectiveness and efficiency of labor inspection and OSH services, and their preventive role, enhanced in line with the relevant ILS	2.1.1 National OSH services improved, and labor inspection effectiveness enhanced based on adequate analysis and planning.	1. Availability of a national system for reporting work-related accidents, injuries, and diseases. 2. Number of violations in sectors where the strategic compliance plan is implemented. 3. Production of annual report in line with requirements of Labour Inspection Convention, 1947 (No. 81).
	2.2: Improved working conditions for male and female Jordanians, migrants and refugees, including in Special Economic Zones through a strengthened regulatory framework and compliance with ILS	2.2.1 The national legal and regulatory framework is improved in alignment with international labor standards. 2.2.2 Working and living conditions of workers in SEZ in the garment, chemicals, plastics, and engineering sectors improved through compliance services and three workers' centers. 2.2.3 Fair recruitment processes, in accordance with the ILO General Principles and Operational Guidelines for Fair Recruitment (2016) are established for migrant workers admitted to Jordan and for Jordanian workers seeking to work abroad. 2.2.4 Measures are adopted to redress employer-worker relationships, through workers' facilitated freedom of movement, their right to terminate employment or change employers. 2.2.5 The National Framework on Child Labour is piloted in targeted municipalities, with integrated protection, education, and livelihoods services.
2.3: Sustainable and adequate social protection coverage is extended for all in need and contributes to formalizing the informal economy	2.3.1 A policy for the gradual implementation of the national Social Protection Floor is adopted by tripartite stakeholders to extend social security coverage to all groups of society.	1. Strategic measures taken by the Government to improve workplace compliance in SEZs. 2. Adoption of a new regulation on domestic workers, in accordance with the ILO General Principles and Operational Guidelines for Fair Recruitment (2016), to be implemented and enforced efficiently. 3. Piloting of the National Framework on child labor in targeted municipalities, which will generate lessons learned for scaling up to the national level.
	2.3.2 Social security coverage is extended under the umbrella of the SSC, ensuring sustainable and adequate benefits (based on actuarial valuations), following increased	1. Piloting of a new benefit, documented and replicable. 2. Change in percentage share of women, men and children receiving social security benefits.

	awareness of workers and employers, e-based administration and strengthened social security policies.	
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Priority 3 Social partners increase their contribution to Decent Work		
Outcomes	Means of action and support (activities and outputs):	(Outcome) Indicators:
3.1: Improved contribution of the social partners to the Social Security Board, the Council for TVET and sector skills bodies	3.1.1 Enhanced contribution of social partners to policy-making processes with evidence-based recommendations.	1. Number of recommendations developed by social partners on reforming the Labour Law in accordance with ILS, and adoption by the Government. 2. Number of studies on skills anticipation by tripartite sector skills bodies that lead to changes in competency standards and curricula. 3. Number of position papers on Decent Work developed by social partners and promoted to policymakers.
3.2: Improved services provided by social partners to their members	3.2.1: Improved services provided by social partners related to employability and rights at work.	1. Number of Jordanian and migrant members of the GFJTU in the construction and garment sectors joining as a result of improved services provided. 2. Number of companies exporting goods to the EU under the ROO agreement, following the support provided by JCI.
3.3: Enhanced engagement of social partners to promote Decent Work in the workplace through social dialogue	3.3.1 Collective bargaining agreements negotiated in the construction and agro-food industries.	1. Number of CBAs negotiated by social partners and endorsed by policymakers. 2. Design of an action plan for the implementation of the CBA in the education sector by social Partners. 3. Percentage of private schools paying salaries via bank transfer.
	3.3.2 Tripartite and civil society partners have enhanced advocacy capacity to combat discrimination of migrant workers in the workplace.	
	3.3.3 Social partners ensure that the private education sector CBA for pay equity is implemented in full.	
	3.3.4 Tripartite and civil society partners have enhanced advocacy capacity to combat gender discrimination in the workplace with a focus on violence and harassment, pay equity, the provision of day-care facilities in the workplace and flexitime arrangements.	

ANNEX 2

LIST OF PROJECTS

(In yellow background: projects non taken into account in the report)

Project Code	Project Title	Total Budget	Source of Fund	Priority and outcomes	Start / End Date
PROGRAMME OF SUPPORT FOR THE COMPACT AGREEMENT					
JOR/17/08/DEU 106766 502247 "EIIP 1"	Employment through Labour Intensive Infrastructure in Jordan Phase III	\$5.612.149	German development bank KfW (EUR 5 million)	Priority 1, outcome 1.3	Nov-18-May-21
JOR/18/05/DEU 106919 502287 "EIIP 1"	Employment through Labour Intensive Infrastructure in Jordan – Phase IV	\$22.753.128	Germany, KfW Development Bank	Priority 1, outcome 1.3	Dec-18-Aug-21
JOR/19/03/DEU 107190 502424 "EIIP 1"	Employment through Labour Intensive Infrastructure in Jordan, phase V	8.722.336,00	Germany/KfW	Priority 1, outcome 1.3	Nov-19-Jul-22
JOR/19/09/ITA 107636 502552 "AICS"	Towards a more inclusive economy through immediate job generation and enterprise development in Jordan	1.125.112,51	Italy	Priority 1, outcome 1.2, 1.3	Aug-20-Feb-22
JOR/17/02/IBR 106577 502168 "EIIP2"	Support to the MSSRP to assess, monitor and increase the labor-intensity of its capital investments	\$778.563	Government of Jordan (Ministry of Municipal Affairs)	Priority 1, outcome 1.3	Mar-18-Dec-21
JOR/19/04/UNE 107796 502584 "EIIP3"	Decent Jobs for Cultural Heritage	245.742,00	UNESCO	Priority 1, outcome 1.3	Oct-20-Jan-22
JOR/18/54/EUR 106916 502270 "EU/ILO"	EU-ILO collaboration in the monitoring of labor aspects in the implementation of the EU rules of origin initiative for Jordan Phase II (COMPONENT – Syrian)	\$1.511.277	European Union	Priority 1, outcome 1.2	Dec-18-Nov-22
JOR/20/01/EUR 107800 502578 "EU-Madad"	Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians	11.985.945,46	European Commission	Priority 2, outcomes 1.3, 2.3	Oct-20-Sep-23

JOR/19/50/NLD 107273 502422 "Prospects"	PROSPECTS – Inclusive jobs and education for refugees and host communities in Jordan	9.605.898,99	NLD / MFA	Priority 1 outcomes 1.2; priority 2; outcome 2.3	Jul-19-Jun-23
JOR/21/02/CEF	Collaboration to engage and equip youth and adolescents with adequate job search and employability skills through the Job Search Clubs Programme with the objective of enabling job seekers to find a suitable job within the shortest feasible period	151.858,80	UNICEF	Priority 1 outcomes 1.2.	Aug-21-May-22
JOR/19/05/USA 107209 502407 "PRM"	Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan– Second Year	\$4.713.883	US Department of State (Bureau for Population, Refugees and Migration)	Priority 1 outcomes 1.2;	Sep-19-Sep-21
JOR/21/01/USA 108317 502777 "PRM"	Formalizing Access to the Legal Labour Market for Refugees and Host communities in Jordan Phase III	2.394.899,00	US Department of State (Bureau for Population, Refugees and Migration)	Priority 1 outcome 1.2;	Sep-21-Sep-22
JOR/18/09/NOR 106802 502258 "CL"	Addressing the Worst Forms of Child Labour Agriculture in Jordan	\$2.048.316	Norway, Ministry of Foreign Affairs	Priority 2 outcome 2.2;	Nov-18-May-22
JOR/20/52/NOR 107911 502258 "CL"	Addressing the Worst Forms of Child Labour – the Jordanian agriculture sector	1.108.883,49	Norway/Ministry of Foreign Affairs	Priority 2 outcome 2.2	Nov-20-May-22
JOR/19/02/AUS 107235 502370 "Floriculture"	Decent Work in Jordan's Floriculture Sector	2.394.539,00	Australia/DFAT	Priority 1 outcome 1.2	Jul-19-Jun-22
OTHER PROJECTS					
JOR/11/03/REV 103149 501049 "Better Work Jordan"	Revenue budget Better Work Jordan	\$1.900.000	Revenue from BWJ	Priority 2 outcome 2.2	Dec-11-Dec-22
JOR/14/50/USA 104579 500848 "Better Work Jordan"	Better Work Jordan Phase II	\$4.730.000	USDOL	Priority 2 outcome 2.2	Sep-14-Dec-20

JOR/19/51/USA 107339 500848 "Better Work Jordan"	Better Work Jordan Phase III ⁹⁵	2.900.000,00	USDOL	Priority 2 outcome 2.2	Dec-19-Dec-23
JOR/20/50/USA 107901 500848 "Better Work Jordan"	Better Work Jordan Mental Health Project	1.550.000,00	USDOL	Priority 2 outcome 2.2	Nov-20-Dec-23
JOR/17/50/REV 106235 502044 "Better Work Jordan"	Better Work Jordan - USDOL Revenue Budget	\$497.088	Private / Non-State Actors	Priority 2 outcome 2.2	Jan-17-Dec-22
JOR/18/10/CAN 107017 502346 "Better Work Jordan"	Strengthening the capacity of the trade union in Jordan's garment sector (Under better Work Jordan)	\$455.548	Canada, Employment and Social Development Canada	Priority 3 outcome 3.3	Mar-19-Sep-21
JOR/20/02/IFC 107599 502624 "Better Work Jordan"	Enhancing Awareness and Access to Protection on Gender-Based Violence in Al Hassan Industrial Zone (Under better Work Jordan)	219.365,50	IFC	Priority 2 outcome 2.2	Jun-20-Jun-22
JOR/20/02/IFC 107599 502624 "Better Work Jordan"	Enhancing Awareness and Access to Protection on Gender-Based Violence in Al Hassan Industrial Zone (Under better Work Jordan)	219.365,50	IFC	Priority 2 outcome 2.2	Oct-20-Oct-22
JOR/18/10/CAN 107017 502346 "Better Work Jordan"	Strengthening the capacity of the trade union in Jordan's garment sector	\$455.548	Canada, Employment and Social Development Canada	Priority 3 outcome 3.3	Mar-19-Sep-21
JOR/16/50/RUS 106110 106013 glo 501943	Applying the G20 Training Strategy (Jordan)	\$1.032.820	Russian Federation	Priority 1 outcome 1.2	Jan-17-Jun-21
JOR/18/04/NOR 107213 502403 "Equity&Childcare"	Strengthening the Right to Pay Equity and Childcare in Jordan	\$269.592	Norway/Ministry of Foreign Affairs	Priority 2 outcome 2.2	Sep-19-Dec-21
JOR/18/52/CHE 106874 502285 "FAIR"	Integrated Programme on Fair Recruitment (FAIR) - Phase II - Jordan component	\$336.009	Switzerland, Swiss Agency for Development and Cooperation	Priority 2 outcome 2.2	Nov-18-Oct-21

⁹⁵ The BetterWork Project also has a PoS dimension, for it is in charge of monitoring the compliance of exporting companies with international core labour standards required to export to EU countries.

Work for Women (WFW)	Promoting Employment and Decent Work for Women in Egypt, Jordan and Palestine	\$1,266,568	SIDA (Sweden)	Priority 1 Outcome 1.2	Jan. 19-Dec.22
Work in Freedom (WIF)	ILO-DFID Partnership Programme on Fair Recruitment and Decent Work for Women Migrant Workers in South Asia and the Middle East -Phase II	\$9,632,887	DFID (UK)	Priority 2 Outcome 2.2	Mer.18-Mar.23
JOR/19/01/FAF 106993 502330	Establish the knowledge foundation on the	\$23.164	Fafo Foundation	?	Feb-19-Dec-22
JOR/20/01/RBS 107684 501758	Strengthened capacity of member States to ratify and apply international labor standards and to fulfil their reporting obligations	150.000,00	RBSA	Priority 2 outcome 2.2	Jul-20-Oct-21
JOR/20/51/UND 108059 502521	Socio-Economic Empowerment of Vulnerable Women in Ghor Al Safi through Improving Access to Safe and Green Public Spaces and Livelihood Opportunities (COVID-19 MPTF)	129.835,00	UNDP	Priority 1 outcome 1.2	Jan-21-Jan-22
JOR/20/05/JOR 108024 502670	Technical advisory services for strengthening, extension and reform of social security programs in Jordan, including the Tenth Actuarial Review of the Social Security Corporation	235.019,00	Jordan/Social Security Corporation	Priority 2 outcome 2.3	Jan-21-Jan-24
Total (Jordan)		\$89.800.337	Ref pgms: \$75,152,528		

ANNEX 3

Evaluation Question Matrix (EQM)

Questions	Measure(s)/ Indicator(s)	Data sources	Data collection method	Informants	Analysis/ assessment
RELEVANCE AND COHERENCE					
To what extent is the DWRC relevant and coherent with national social and economic strategies, as well as with the UN overall approach?	<ul style="list-style-type: none"> - The goals and objectives of the DWCP do support national priorities. - The DWCP is aligned with the goals of the UNSDF and more generally those of the 2030 Agenda for SD. 	<ul style="list-style-type: none"> - National visions, strategies, and plans - The UNSDF - CCA 	<ul style="list-style-type: none"> - Desk Review - Structured interviews 	<ul style="list-style-type: none"> - ILO Jordan - MoPIC - Tripartite cons. and other social partners - UNSDCF 	<ul style="list-style-type: none"> - Identification of relevant national initiatives and in the UNSDCF. - Triangulation of different data sources.
Are the activities and outputs of the DWCP consistent with the overall goals and the attainment of its objectives?	<ul style="list-style-type: none"> - Clearly defined intervention logic in the DWCP (ToC). 	<ul style="list-style-type: none"> - DWCP 2018-2022 document - UNSDF 	<ul style="list-style-type: none"> - Desk Review - Structured interviews 	<ul style="list-style-type: none"> - ILO Jordan - Tripartite cons. other social partners - UNSDCF 	<ul style="list-style-type: none"> - Analysis of intervention logic - Methodology used for developing decent work reflects expectations
How did the pandemic affect the relevance and coherence of the DWCP to the country context?	<ul style="list-style-type: none"> - Specific adaptation and mitigating interventions. 	<ul style="list-style-type: none"> - Assessments of COVID-19 social and economic effects. 	<ul style="list-style-type: none"> - Desk Review (including media reports) - Structured interviews 	<ul style="list-style-type: none"> - ILO Jordan - Tripartite cons. and other social partners - MoSD 	<ul style="list-style-type: none"> - Identification of impacts of the pandemic on the DWCP activities and outputs and mitigation steps.
1.3. What measures can be taken to ensure the relevance/coherence of the future DWCP with constituents' priorities and needs?	<ul style="list-style-type: none"> - Ongoing monitoring, review, and lessons-learned activities. - Discussions with stakeholders. 	<ul style="list-style-type: none"> - DCRW internal documents, interim reports 	<ul style="list-style-type: none"> - Structured interviews - Prospective analyses, statements. 	<ul style="list-style-type: none"> - ILO Jordan - Tripartite constituents and other social partners 	<ul style="list-style-type: none"> - Identification of new opportunities and challenges for the next DWCP
VALIDITY OF DESIGN					
Has the DWCP carried out a proper consultation and involvement of tripartite constituents	<ul style="list-style-type: none"> - On par involvement of the tripartite social partners in the stages of the DWCP. 	<ul style="list-style-type: none"> - DWCP 	<ul style="list-style-type: none"> - Desk Review - Structured interviews 	<ul style="list-style-type: none"> - ILO Jordan - Tripartite cons. - Other social partners 	<ul style="list-style-type: none"> - Methodology of tripartism and its implementation in the various aspects of the DWCP

during planning, implementation, and monitoring?					
To what extent did the DWCP's design avoid duplication of efforts?	<ul style="list-style-type: none"> - Pre-identification of programs and existing gaps. - Coordination with UNSDCF/other UN agencies. 	<ul style="list-style-type: none"> - DWCP - National plans and strategies. - UNSDF 	<ul style="list-style-type: none"> - Desk Review - Structured interviews 	<ul style="list-style-type: none"> - ILO Jordan - Tripartite constituents and other social partners - UNSDCF/other UN agencies 	<ul style="list-style-type: none"> - Identification of synergies - Coordination versus duplication
To what extent have crosscutting issues been integrated into the design and execution of the DWCP (2018-2022)?	<ul style="list-style-type: none"> - The different parts of the DWCP are based on ILS, gender, environmental sustainability 	<ul style="list-style-type: none"> - DWCP 	<ul style="list-style-type: none"> - Desk Review - Structured interviews 	<ul style="list-style-type: none"> - ILO Jordan - Tripartite cons. 	<ul style="list-style-type: none"> - Verification of integration of cross-cutting issues - Identification of possible gaps
What are the main design elements that should be retained for future DWCPs?	<ul style="list-style-type: none"> -Recommendation question 	<ul style="list-style-type: none"> - Matrix of results - Interim evaluation of the DWCP 	<ul style="list-style-type: none"> - Desk Review - Structured interviews 	<ul style="list-style-type: none"> - ILO Jordan - Tripartite cons. - Other partners (incl. donors) 	<ul style="list-style-type: none"> - Identification of relevance of DWCP design as such and within execution: lessons learned informing future DWCPs.
EFFECTIVENESS AND PARTNERSHIP					
To what extent have expected outputs and outcomes been (or are being) achieved? What are the reasons for achievement and non-achievement?	<ul style="list-style-type: none"> - The DWCP has met its objectives in terms of outputs and outcomes. - Reasons for achievement have been notified. 	<ul style="list-style-type: none"> - DWCP 2018-2022 - Documents related to Better Work and all other projects undertaken under the DWCP 	<ul style="list-style-type: none"> - Desk Review - Structured interviews 	<ul style="list-style-type: none"> - ILO Jordan - Tripartite cons. - Donors and actors of DWCP-related projects. 	<ul style="list-style-type: none"> - Comparison between expected results and results obtained.
Did the attainment of results benefit equally men and women?	<ul style="list-style-type: none"> - Men and women benefitted equally/equitably from DWCP (in non-gendered interventions). 	<ul style="list-style-type: none"> - Documents related to Better Work and all projects undertaken under the DWCP. 	<ul style="list-style-type: none"> - Desk Review - Structured interviews 	<ul style="list-style-type: none"> - ILO Jordan - Tripartite cons. - Donors and actors of DWCP-related projects (inc. UN Women) 	<ul style="list-style-type: none"> - Outputs and outcomes are analyzed through gender lenses (according to nature and context of projects).
How well did the results reflect on crosscutting issues (cci)?	<ul style="list-style-type: none"> - The interventions undertaken under the DWCP strengthened 	<ul style="list-style-type: none"> - Documents related to Better Work and all projects 	<ul style="list-style-type: none"> - Desk Review - Structured interviews 	<ul style="list-style-type: none"> - ILO Jordan - Tripartite cons. 	<ul style="list-style-type: none"> - Cross-check analysis: results versus cci.

	ILS and other issues in Jordan	undertaken under the DWCP		-Donors and actors of DWCP-related projects.	
How effective have partnerships been among tripartite constituents and ILO and/or other partners? How to improve these relationships for future DWCP development?	- Coordination (or gaps in) between tripartite constituents and ILO has facilitated (or not) reaching expected results.	- (If available): Proceedings of meetings and joint statements between ILO and tripartite constituents.	- Desk Review - Structured interviews	-ILO Jordan - Tripartite cons. - UNHCR (Syrian refugees)	- Analysis of social dialogue quality amongst tripartite constituents
What type of donors are currently or could be involved in the DWCP? What are the current gaps in resources and what are the implications for resource mobilization?	- Donors have substantially contributed to the implementation of the DWCP - Impact of any gap on DWCP implementation	- Program and budget for the Biennium 2020-2021) - Project documents	- Desk Review - Structured interviews	- ILO Jordan - Tripartite cons. - Actors of the DWCP-related projects	- Mapping of actors and donors. - Financial analysis: identification of gaps, shortage of funds
How did the Covid-19 pandemic affect the attainment of results? How well has the DWCP actors adapted and responded to the pandemic?	- Effect of the pandemics on the economy - Mobilization of the DWCP actors in order to mitigate the crisis - Effects on DWCP's outcomes / outputs	- Literature Review on the pandemic and socioeconomic impacts. - ILO relevant assessments	- Desk Review - Structured interviews	- ILO Jordan - Tripartite cons. - Actors of the DWCP-related projects.	- Analysis of the Covid-19-related social crisis and impact on ILO programming - Identification of policies and projects to attenuate the crisis.
EFFICIENCY					
How well has the DWCP been implemented, managed, coordinated, monitored, and reported on?	- The DWCP has overall been managed efficiently in line with early preparations - The DWCP and related projects was monitored regularly	- DWCP - Interim M&E reports - Projects' internal documents	- Desk Review - Structured interviews	- ILO Jordan - Tripartite cons. - Actors of the DWCP-related projects.	- Analysis of the DWCP along managerial lines. - Identification of managerial issues.
Have the results been achieved in a timely manner?	- The DWCP and its related projects have been implemented according to planned timeline	- Interim M&E reports - Projects' internal documents	- Desk Review - Structured interviews	- ILO Jordan - Tripartite cons. - Actors of the DWCP-related projects.	- Analysis of advancement of DWCP and related projects.
To what extent have resources been mobilized for the	- Based on the achievements of the previous DWCP, the	- Programme and Budget for the Biennium	- Desk Review - Structured interviews	- ILO	- Analysis of coherence between programming and

implementation of the DWCP?	ILO has mobilized enough resources to fund the DWCP.	2020-20201) and previous reports			financing of activities
What were the implications of Covid-19 on resource use and implementation?	- The Covid-19 response may have derailed implementation course of the DWCP & available resources	- Possible interim reports post March 2020	- Desk Review - Structured interviews	- ILO - Actors of the DWCP-related projects.	- Identification of impacts of Covid-19 response of resources and their allocation
How can efficiency be fostered through the harmonization between the DWCP development and the UNSDCF development?	- Harmonization between the ILO/DWCP and UNSDCF allows for efficiency	- DWCP - UNSDF document	- Desk Review - Structured interviews	- ILO - UNSDCF	- Identification of points of convergence and synergies between the DWCP and UNSDCF
SUSTAINABILITY AND IMPACT					
Has the DWCP strengthened the capacity of constituents and national institutions and strengthened an enabling environment (policies, laws, skills, attitudes, etc.) in a sustainable manner?	- The DWCP strengthens the capacity of ILO's social partners and reinforces the social environment durably	- Interim reports	- Desk Review - Structured interviews	- ILO Jordan - Tripartite cons. - NGOs specialized in labor market issues - Actors of the DWCP-related projects.	- Identification of DWCP's institutional achievements
To what extent has the DWCP been contributing to long-term intended / unintended social, economic, and/or political changes in Jordan?	- Through its interventions, the DWCP has contributed to long term positive political/social / economic changes	- Interim reports	- Desk Review - Structured interviews	- ILO Jordan - Tripartite cons. - NGOs specialized in labor market issues - Actors of the DWCP-related projects.	- Identification of DWCP's political, socioeconomic, protection achievements
LESSONS LEARNED, BEST PRACTICES, AND RECOMMENDATIONS					
What are the main lessons learned and best practices of the DWCP and interaction with the ILO according to the constituents and other stakeholders?	- The tripartite constituents and other stakeholders have evaluated their collaboration with the ILO within the DWCP		- Structured interviews	- Tripartite cons. - Actors of the DWCP-related projects. - NGOs specialized in labor market issues	- Analysis of the ILO's partners' stances towards the DWCP: project and development into recommendations

				- Actors of the DWCP-related projects.	
What are the current needs and priorities of the constituents? How can these be formulated as recommendations for the development of the new DWCP?	- The constituents have identified their current needs and priorities that feed recommendations for the preparation of the next DWCP		- Structured interviews	- Tripartite cons.	- Analysis of the tripartite constituents needs priorities and development into recommendations.

ANNEX 4

List of interviews

ILO: Former Office Coordinator	12 January
ILO: Better Work CTA	18 January
GFJTU	19 January
ILO: EIIP projects	19 January
Embassy of Norway	20 January
Phenix (NGO)	23 January
ILO: Prospects project – Chief Technical Advisor	24 January
ILO: Country Coordinator Jordan	24 January
ILO: Work for Women Project CTA	25 January
ILO: AICS Project National Project Coordinator	25 January
National Aid Fund	26 January
ILO: EUES project - CTA	27 January
ILO Beirut: Employer Specialist	27 January
ILO Beirut: Workers' specialist	28 January
ILO Beirut: Head of Programming	31 January
ILO: Support for the Compact former coordinator	31 January
Embassy of Norway	1 February
ILO: Child Labour Project - National Coordinator	2 February
ILO: Floriculture - National Coordinator	2 February
Netherlands Embassy	3 February
EU delegation	6 February
ILO Beirut: Partnerships	15 February
Chamber of Industry	16 February
ILO Beirut: Specialist Private sector	22 February
Ministry of Labour	28 February