



## THIRD ITEM ON THE AGENDA

**Evaluation****Independent evaluation of the ILO country programme for the Hashemite Kingdom of Jordan: 2002–07****I. Introduction**

1. This summary presents key findings and recommendations from the independent evaluation of the ILO country programme of support for the Hashemite Kingdom of Jordan. The review period (2002–07) covers the implementation of ten ILO projects and technical advisory services with a total value of US\$8,800,129. Within the context of the Decent Work Country Programme (DWCP), the ILO developed another three pipeline projects, two of which began implementation in 2008.

**II. Evolution of the country programme**

2. In August 2006, Jordan approved the first DWCP in the Arab region for 2006–09. The Government and the social partners endorsed an implementation plan for the DWCP in May 2007.
3. The development of the DWCP followed the implementation of a series of individual technical assistance activities and projects that responded to the strategic objectives established for the two biennia preceding the formal launching of the DWCP. The activities preceding the DWCP were categorized under the respective strategic and operational objectives of the programme and budgets of each biennium but lacked complementarities and a common goal. Nonetheless, those activities paved the way for a transition to a more cohesive and integrated approach to implement the Decent Work Agenda in Jordan within the framework of the DWCP priorities.

**III. Country programme status**

4. The analysis shows that the results of the projects and the emerging DWCP are significant and instructive, although their sustainability remains questionable. The Decent Work

Agenda in Jordan continues to face a number of legal and practical challenges. Exceptions to workers' rights persist in law and in fact, while reforms remain in the legislative pipeline. An overall priority of the country is to improve enforcement of its obligations under international labour standards. In addition, only the first steps toward institutionalizing the tools and processes for meaningful tripartism have been achieved.

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

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

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

6. The ILO has contributed to institutional and staff development in the Ministry of Labour (MoL), with tangible progress in building its capacity to plan and to produce and manage relevant information essential to perform its role. However, the Ministry has recently received international assistance from a range of agencies and donor institutions, challenging existing capacities to effectively coordinate and manage ILO assistance. ILO projects suffered repeated delays as a result of new ministerial-level appointments and consequent personnel changes.<sup>1</sup> Even so, the evaluation found that the ILO's constant and open discussion with project partners and beneficiaries was extremely important in rescheduling activities to address emerging needs. As a result, the Ministry was in a better position to focus and express more specifically the future activities that would be needed and the desired outcomes.

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

7. Finding its niche within this DWCP priority, the earliest project in the ILO's Jordan portfolio sought to develop marketable production skills and self-employment for young Jordanians.<sup>2</sup> Progress towards established outcomes has been slow owing to a series of management, technical and financial problems, which have impeded project outputs. The host institution still considers the project important and relevant, and a new project strategy is being developed that would more effectively address the prevailing needs and ensure the project's sustainability.
8. To address the urgent demand to develop national expertise in the field of community-based rehabilitation for persons with special needs, the ILO helped to establish the first academic centre in the region to provide formal training in community-based rehabilitation.<sup>3</sup> The centre presents a good example of constituent ownership of an ILO project, with significant in-kind contributions from the Government of Jordan.

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

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

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

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

## **DWCP priority 2: Improved governance and social dialogue**

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

10. Sustainable improvements in the number and quality of labour inspectors are evident as a result of extensive ILO training programmes.<sup>5</sup> However, determining the degree of actual performance improvement would need further inquiry, with exogenous challenges relating to the reliability of data on inspection visits and the status of labour inspectors in the institutional hierarchy.
11. Jordan still faces serious challenges to its efforts to control and eliminate forced labour and trafficking in and through the country. ILO efforts to raise awareness among diverse ministries and other relevant social actors on how to address these issues have been relevant to national needs, but a lack of project monitoring precludes an accurate assessment of the outcomes achieved.

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

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

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

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

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

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

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

## DWCP priority 3: Enhanced social protection

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

13. A five-year programme on child labour was completed in September 2007, enabling the ILO to help integrate the issue of child labour into the national budget, legislation and educational programmes.<sup>9</sup> While the project was considered relevant and efficient and brought about a positive change for institutions and beneficiaries, its effectiveness may not be at the desired level, given the sheer volume and growing magnitude of the problem of child labour in Jordan. Some child labour indicators worsened throughout the performance period.
14. Finally, the ILO's International Migration Programme has been providing global knowledge-based advisory services to support the establishment of a migration directorate and migration policy within the MoL. Despite this technical assistance, progress has been slow, while multiple local and international actors have become involved in the issue. Within the context of this evaluation, such efforts stand out as opportunities for needed synergy. The lack of coordination among the different partners poses a challenge for the ILO's onward planning and strategic placement in the country.

## IV. Conclusions and recommendations

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

15. Although it is important for the ILO to maintain its vital role in promoting labour law reform, international labour standards and best practices in the implementation of decent work, it is clear there is a large number of overlapping functions, failures of coordination and inconsistencies with other UN agencies in Jordan. UN staff who participated in the UN Country Team (UNCT) focus group conducted by the evaluation team were not familiar with the ILO's operations in the country, much less with the ways in which these activities support United Nations Development Assistance Framework (UNDAF) outcomes.
16. The ILO must identify partner UN agencies to work towards a favourable and integrated UNDAF/agency outcome. To do so will require a new operational strategy and programme-management model that promotes better coordination and maximizes synergies among project offices and personnel, enabling the ILO to operate as one with the UNCT and strategic partners.
17. A single location for housing and coordinating projects would give greater cohesion to the ILO's presence and visibility in the country. A national coordinator would articulate and manage the DWCP and ensure much neglected communication with the UN Country Team, and would ensure coordination among all resident and visiting ILO personnel, which lies beyond the scope of current project managers, chief technical advisers and the Regional Office for the Arab States.
  - *Recommendation 1:* The evaluation team recommends that the Regional Office devise a strategy to put in place an in-country coordinator for its Jordan programme within

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

the parameters of the approved allocation for the implementation of the DWCP for Jordan.

## Programme and project monitoring and evaluation

18. Conceptual gaps remain between the DWCP and technical cooperation projects. They have been conceived and developed separately. While the DWCP-era documents advocate a more holistic, integrated approach, the lack of coherence of the ILO's message in-country could undermine this transition, as well as the effectiveness and sustainability of interventions. The incomplete nature of monitoring plans and lack of appropriate SMART (Specific, Measurable, Attainable, Relevant and Time-bound) indicators in the ILO projects underscore the limitations of their evaluative potential and impedes the measurement of progress towards established outcomes.
- *Recommendation 2:* The evaluation team recommends that the Regional Office take stock of current monitoring and evaluation activities and practices at the programme and project levels. This would help identify weaknesses and strengths and allow the development of a project and programme management approach that would promote innovation and flexibility, encourage problem solving, and manage risks as key elements of the DWCP.
  - *Recommendation 3:* Management and staff at all levels should be trained to create and implement the linkages among technical cooperation projects and programme outcomes, not just project outputs. The outcome of this capacity-building will be demonstrated by the identification of relevant qualitative and quantitative indicators for future programme and project designs and monitoring and evaluation plans. These capacity-building activities could be financed from training credits in the region plus project inputs.

## Risk management

19. The attainment of outcomes has been in question too many times, mostly owing to the absence of a risk identification and mitigation strategy. This has been proven over the review period, which has seen a high turnover of MoL officials and two restructurings in the last 18 months.
- *Recommendation 4:* Project and programme planning needs to pay greater attention to lessons learned from past programming cycles and develop risk-management strategies in advance to avoid or mitigate the hazards, delays and costs of project achievements that are negatively affected by externalities.

## Maintain balanced tripartite consultation and involvement

20. In cases where tripartite coordination and consultation were lacking, impediments to the attainment and sustainability of ILO programme and project outcomes have occurred. In general, ILO management will have to promote greater constituent involvement throughout the programme and project cycle to increase the effective transfer of ownership of outcomes.
- *Recommendation 5:* The capacity of constituents should be strengthened, and they should be given opportunities to become more active partners in the ILO's results-

based management of its programmes and projects. This would involve making them partners in design, monitoring and evaluation, thus emphasizing the important role they can play in the attainment and sustainability of results.

## V. Comments from the Office on the evaluation

21. The Regional Office welcomes the evaluation conclusions and recommendations at this juncture in the implementation of the Jordan DWCP. The conclusions and recommendations are timely and will help improve programme and project coherence with national development frameworks, including the national agenda and the UNDAF, as well as in-country coordination among projects and UN agencies.
22. Mindful of the need to improve programme coordination both within the ILO and with the UN Country Team in Jordan, the Regional Office fully endorses *recommendation 1*. The Regional Office is seeking to establish an ILO programme management unit for projects in Jordan and to improve project coordination within the limits of the available resources.
23. As the Regional Office moves forward to strengthen results-based management in its operations, it also endorses *recommendations 2, 3 and 4*. Preliminary steps have already been taken towards compliance with these recommendations. In July 2008, the Regional Office organized a training workshop for chief technical advisers, programme and project specialists on results-based management, risk analysis and ILO monitoring and evaluation policies and procedures. The Regional Office is also recruiting a monitoring and evaluation officer to strengthen its regional programming unit. The officer will provide capacity building to programme and project staff and constituents on the design of measurable, results-focused projects and monitoring and evaluation plans.
24. Finally as for *recommendation 5*, the Regional Office will devise a training strategy for national constituents to enhance their knowledge and commitment to results-based management and DWCP implementation.

## VI. Tripartite constituents' comments

25. The following tripartite assessment concerning the evaluation of the ILO Country Programme for Jordan: 2002–07 was endorsed by the Ministry of Labour, the Jordan Chamber of Industry and the General Federation of Jordanian Trade Unions.
26. The panel would like to note that substantial progress has been achieved through the cooperation of the tripartite members and with the technical assistance of the ILO in the past few years.
27. The constituents wish to commend the ILO and the evaluation team for the timeliness and usefulness of this evaluation. The participatory aspect of the methodology was particularly appreciated. It is also important to highlight the ILO's efforts and support in reaching important milestones in the implementation of the Decent Work Agenda.
28. The tripartite members fully endorse *recommendation 1*, but would like to add that the national coordinator should be independent and represent the interests of all three tripartite constituents of the ILO programme in Jordan, and ensure that their inputs and concerns are equally represented in the management and coordination of the ILO programme. Close coordination with all national constituents would ensure the attainment of outcomes and their sustainability.

29. As for *recommendations 2, 3, and 4*, the constituents fully concur with the findings and recommended actions and further encourage the ILO to involve constituents in capacity-building activities on results-based management and in risk assessment and management. This will also ensure the inclusion of current and future needs that should be included in future Decent Work Country Programmes.
30. As for *recommendation 5*, the constituents look forward to participating in the development of constituent capacity-building activities in order to be able to better support the ILO country programme and account for the sustainability of results achieved.
31. ***The Committee may wish to recommend to the Governing Body that it request the Director-General to take into consideration the above findings and recommendations as well as any observations by the Committee, in continuing support to Jordan through the DWCP.***

Geneva, 10 October 2008.

*Point for decision: Paragraph 31.*