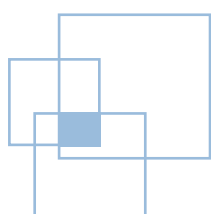




International
Labour
Organization

A Resilient Labour Market to Drive Inclusive Economic Growth for All

Outline of a Programme of Support to the Jordan Compact



Regional Office for Arab States

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List of Abbreviations

BW	Better Work
BWJ	Better Work Jordan
CLU	Child Labour Unit
CLMS	Child Labour Monitoring System
DOS	Department of Statistics
DWCP	Decent Work Country Programme
EC	European Commission
EIIP	Employment Intensive Investment Programme
E-TVET	Employment, Technical and Vocational Education and Training
EU	European Union
GCC	Gulf Cooperation Council
GDP	Gross Domestic Product
GFJTU	General Federation of Jordanian Trade Unions
GNI	Gross National Income
ICT	Information Communications Technology
ILO	International Labour Organization
JCI	Jordan Chamber of Industry
JIC	Jordan Investment Commission
KAB	Knowledge, Attitudes and Behaviour
LABADMIN	ILO Labour Administration Department
LED	Local Economic Development
MOA	Ministry of Agriculture
MOE	Ministry of Education
MOI	Ministry of Interior
MOITS	Ministry of Industry, Trade and Supply
MOL	Ministry of Labour
MOMA	Ministry of Municipal Affairs
MOPIC	Ministry of Planning and International Cooperation
MOPWH	Ministry of Public Works and Housing
MOSD	Ministry of Social Development
MSME	Micro, Small and Medium Enterprises
NAF	National Aid Fund
NES	National Employment Strategy
NFCL	National Framework to combat Child Labour
OSH	Occupational Safety and Health
QIZ	Qualified Industrial Zone
ROAS	ILO Regional Office for the Arab States
SEZ	Special Economic Zone
SSC	Social Security Corporation
TVET	Technical Vocational Education and Training
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNHCR	United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
VCD	Value Chain Development
VTC	Vocational Training Corporation
WANA	West-Asia North Africa Institute

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Executive Summary

AN INCLUSIVE AND SUSTAINABLE GLOBAL RESPONSE TO REFUGEE CRISES MUST INCLUDE DECENT WORK.¹

The international focus on more development-oriented, sustainable responses to large movements of refugees has been growing apace since 2015, leading up to the United Nations Summit on Addressing large movements of refugees and migrants and the US Leaders' Summit on the Global Refugee Crisis, both to be held in New York in September 2016. The 2015 European Union-African Union Valletta Summit Action Plan also highlights the importance of addressing the root causes of destabilisation, forced displacement and irregular migration, by promoting economic and equal opportunities, strengthening the resilience of vulnerable people, and enhancing security and development. In July 2016, the ILO organised a tripartite meeting to develop a set of guiding principles on access of refugees and other forcibly displaced persons to the labour market.

BOTH REFUGEES AND HOST COMMUNITIES AFFECTED BY THE SYRIA CRISIS SUFFER FROM POVERTY.

The Syrian crisis continues to significantly affect neighbouring countries hosting the large numbers of refugees fleeing the conflict. With over 4.8 million persons of concern outside Syria,² most of whom are residing in non-camp settings in host countries, the impact of such a significant presence can be felt in almost every aspect of life for both the refugees and the host communities. Savings and other resources are being depleted, pushing families further into poverty and debt. Host governments are struggling to deal with the mass influx of people, which has affected their capacity to deliver public services to vulnerable populations – services which were under pressure even before the crisis.

THE JORDAN COMPACT OFFERS AN OPPORTUNITY TO PROMOTE GROWTH AND DECENT WORK.

Owing to the protracted nature of the crisis, Jordan, with assistance from the international community, has adopted a resilience-based development approach, as expressed most recently in the Jordan Response Plan 2016-2018 and the Jordan Compact. Growth, resilience and economic stability are at the heart of the Jordan Compact, presented at the “Supporting Syria and the Region” conference in London, UK, on 4 February 2016. The conference placed the spotlight on the critical role of decent work in the intervention strategy, highlighting the nexus between humanitarian action and development cooperation. The Jordan Compact, which seeks to create 200,000 jobs for Syrian refugees, marks a transition to a comprehensive approach that takes into account long-term development goals. This has created greater clarity and purpose at the policy level, in particular in relation to the labour market, economic and investment environments.

¹ The ILO defines “decent work” as work that is productive and delivers a fair income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men: <http://www.ilo.org/global/topics/decent-work/lang--en/index.htm>.

² Syria Regional Refugee Response, Inter-agency Information Sharing Portal, UNHCR, 16 August 2016: <http://data.unhcr.org/syrianrefugees/regional.php>.

THE EU-JORDAN TRADE AGREEMENT WILL CONTRIBUTE TO THE IMPLEMENTATION OF THE JORDAN COMPACT AND THE CREATION OF DECENT WORK.

The recently-signed EU-Jordan trade agreement with relaxation of the “rules of origin” will allow Jordanian companies easier access to the EU market, conditional on achieving specific increases in the share of Syrian refugees in their workforce. The expansion of this regime beyond the 18 selected Special Economic Zones (SEZs) also depends on Jordan creating 200,000 job opportunities for Syrian refugees.

THE ILO PROPOSES AN INTEGRATED PROGRAMME OF INTERVENTIONS TO SUPPORT THE CREATION OF DECENT WORK UNDER THE JORDAN COMPACT.

The ILO programme has three main objectives and three cross-cutting actions. This Three Plus Three (3+3) approach highlights the necessity of addressing the decent work needs of the national population alongside those of the refugees, and tackling long-term labour market weaknesses together with immediate challenges. Three Plus Three will:

- I. Strengthen labour market governance for improved compliance with decent work principles.
- II. Support the development of an enabling environment to underpin improved private sector productivity and creation of decent work.
- III. Support the immediate creation of decent jobs for Syrian refugees and Jordanians to ease current conditions.

The programme identifies three cross-cutting actions:

1. Conducting research and analysis to support evidence-based policy-making;
2. Strengthening social dialogue and social partnerships to develop sustainable national solutions;
3. Raising awareness and improving the education of all actors to enhance the participation of Syrian refugees in the labour market.

IMPLEMENTATION OF THE PROPOSED PROGRAMME WILL START IMMEDIATELY.

An inception phase from August to December 2016 will lay the groundwork for implementation of the programme of support in January 2017. Programme activities will draw substantially on the ILO’s long experience in Jordan and the expertise of the ILO’s Regional Office for the Arab States (ILO-ROAS) in Beirut, Lebanon, and ILO HQ in Geneva, Switzerland, cutting across all aspects of the decent work agenda.

I. Situation Analysis

Introduction

Now into its sixth year, the Syrian crisis continues to significantly affect neighbouring countries hosting the large numbers of refugees fleeing the conflict. As at August 2016, UNHCR estimates that there are over 4.8 million persons of concern outside Syria, with some 6.5 million people displaced internally. The consequences of such large movements of people are compounding the high level of vulnerability of Syrian refugees in host countries.³ Many still face difficulties in accessing services, affecting their ability to provide food, housing, health and trauma care, and other basic needs for their families. Savings and other resources are being depleted, pushing families further into poverty and debt. In Jordan, for example, 87 per cent of registered Syrian refugees fall below the national poverty line, and there is evidence that poverty among refugees increased by several percentage points between 2013 and 2015.⁴ Host governments are struggling under the mass influx of people, which has affected their capacity to deliver public services to vulnerable populations – services which were under pressure even before the crisis.

Owing to the protracted nature of the crisis, Jordan, with assistance from the international community, has adopted a resilience-based development approach, as expressed most recently in the Jordan Compact and in the Jordan Response Plan 2016-2018. Growth, resilience and economic stability are at the heart of the Jordan Compact, which was presented at the “Supporting Syria and the Region” conference in London, UK, on 4 February 2016. The conference placed the spotlight on the critical roles of livelihoods and education, highlighting the nexus between humanitarian action and development cooperation. Decent work lies at the heart of this intersection.

The Government of Jordan has pledged to create 200,000 jobs for Syrian refugees in exchange for preferential access to European markets and grants and concessional loans to support the Jordan Response Plan. The Plan marks a transition to a comprehensive approach that takes into account long-term development goals. It addresses the socioeconomic impact of the crisis through promoting the resilience of national systems, structures and institutions, whilst striving to maintain social and economic stability and meet the basic humanitarian needs of both the crisis-affected host communities and refugees. This has created greater clarity and purpose at the policy level, in particular in relation to the labour market, economic and investment environments.

The EU-Jordan trade agreement that has just been signed with relaxation of the “rules of origin” will allow Jordanian companies easier access to the EU market conditional to a share of their employees being Syrian refugees.⁵ The expansion of this regime beyond the 18 selected SEZs also depends on Jordan creating 200,000 job opportunities for Syrian refugees. The trade agreement discusses the

³ Regional Refugee and Resilience Plan (3RP) in response to the Syria Crisis 2016-2017-, Mid-Year Report, June 2016.

⁴ The Welfare of Syrian Refugees, Evidence from Jordan and Lebanon, World Bank and UNHCR, 2016.

⁵ 15% and 25% after three years to reach the target of 200,000 Syrians being involved in full time jobs.

role of the ILO as a third party monitoring body to ascertain the number of Syrian refugees employed and as a provider, upon request, of technical assistance and capacity-building.

Against this backdrop, and based on its close relationship with Jordan over many years in strengthening the enabling environment for decent work and social justice, the ILO has developed this programme of support for the Jordan Compact. Designed to support national systems, structures and institutions through capacity-building, the programme will assist in formulating a sustainable labour market response to the Syrian refugee crisis. In addition, it will help strengthen the enabling environment for robust labour market governance and compliance to underpin access to decent work for refugees and Jordanians.

With an established team of technical specialists, ILO-ROAS has provided significant support over the years to related activities in Jordan, including the launch of the country's first Decent Work Country Programme (DWCP), which ran from 2012 to 2015. In light of the Syrian refugee crisis, the DWCP is being extended from 2016 to 2017, seeking to address the impact on the labour market and mainstream the response to the crisis across decent work interventions. The ILO programme of support will build on the DWCP and align itself with key national development strategies, including Jordan 2025, the National Employment Strategy (NES) 2011-2020 and the Jordan Response Plan for the Syrian Crisis 2016-2018.

Economic and employment challenges

Jordan's population has grown exponentially in the last six decades, from just over 1.3 million in 1952 to more than 9.6 million in 2016 – a figure which includes Syrian refugees.⁶ The population is predominantly young, with more than half of Jordanians under the age of 25 and youth aged 15-24 constituting 16 per cent of the working-age population in 2015. The majority of Jordanians live in urban areas, with 60 per cent living in Amman and the three adjacent governorates.

A recent national poll following the June 2016 World Bank Global Economic Prospects Report highlighted growing concerns over the state of Jordan's economy. Economic growth remains weak at 2.4 per cent in 2015, a marked decline from 2014. Domestic and foreign investment levels remain low and the latest forecasts indicate the risk of deflation (-1.6 per cent in May 2016). Public debt has risen in each of the last five years and Jordan's trade deficit in 2015 was USD10.2 billion.

Jordan has had double-digit unemployment rates, hovering around 12 per cent since 2009, and increasing to 14.7 per cent in the second quarter of 2016. Unemployment rates among women were almost double those of men in 2016, 23 per cent and 13 per cent respectively. The most recent figures from 2015 indicate that youth constituted almost half (48.3 per cent) of the total number of unemployed. Even in periods of high economic growth, such as in 2006-2008, the economy failed to generate jobs in the numbers and of the quality necessary to tackle the unemployment problem.

⁶ According to UNHCR, as at 20 July 2016 there are 657,099 registered Syrian refugees in Jordan: <http://data.unhcr.org/syrianrefugees/country.php?id=107>.

According to the Ministry of Labour (MOL), skills mismatch, changing demographics and weak labour market information systems have all contributed to structural unemployment.

In terms of the dynamics of the economy and the labour market, the primary challenge for Jordan is to create large numbers of jobs with decent working conditions to retain high skills and increase the currently low labour-force participation rates, a commitment already described as “top priority” in the NES. Job-poor growth in Jordan has been further compounded by strong segmentation in the labour market between the private and public sectors, men and women, nationals and migrants, as well as between the formal and informal economies. The Syrian refugee crisis has merely accentuated this multi-layered segmentation, bringing to the fore the urgency for improved labour market governance and protection in line with international labour standards and to promote inclusive growth and decent work for all.

According to ILO 2015 estimates, the Jordanian economy would need to create approximately 57,000 new jobs every year for the next seven years to successfully absorb new Jordanian entrants only into the labour market. In turn, this would require a sustained annual growth rate of 6.1 per cent, when real GDP growth reached 3.1 per cent in 2014, and is projected by the World Bank to fall to 2.5 per cent in 2015. In its national development vision document Jordan 2025, the government aims to achieve a growth rate of 7.5 per cent by 2025. To achieve this target, it has prioritized specific clusters to spur growth and employment, including: construction, engineering and housing, transportation and logistics, tourism, healthcare and health tourism, energy and renewable energy, information technology and innovation, agriculture, and educational and financial services. Some of these sectors have been identified in the present ILO programme as areas of activity.

Jordan 2025 is also seeking to increase female participation in the workforce from 15 to 27 per cent over the coming decade. To achieve this goal, policies have to address the cultural, legal and institutional discriminatory practices that underlie these low female participation rates. These practices include wage discrimination, which continues to be a challenge, with men earning an estimated 13.2 per cent more than women for comparable work. Cultural discrimination further discourages lower-skilled women from taking up jobs in hotels, in factories or in locations that are geographically distant or require night shift work. Transportation difficulties, including frequent delays in public transportation, unreliability, high costs and limited services to places of residence, further exacerbate these cultural challenges, which also impact on Syrian refugee women’s participation in the labour market.

On the legal front, even though Article 72 of the labour law makes the provision of day-care in the workplace compulsory, it is still not prevalent. Jordanian women are therefore still deprived of the structural social support services necessary to promote their participation in the workplace, when research clearly shows a negative association between the presence of young children and the probability of female employment. This issue has been identified as a potentially key challenge in the employment of Syrian refugee women, for which reason interventions to address child care are included in the programme of support.

Migration and wages

Although the MOL raised the minimum wage for all Jordanian workers from JOD150 (USD212) per month to JOD190 (USD268) per month in 2011,⁷ this still does not apply to certain segments of the labour force, including migrant workers in different contexts. ILO statistics confirm that almost one-third of those employed in 2010 were classified as extremely, moderately or near poor. The working poor in Jordan are particularly vulnerable to sliding into deeper levels of poverty partly because of the downward pressure on wages caused by the influx of Syrian refugees in the informal labour market.

Jordan had 324,410 legally registered foreign workers in 2014, the majority (65.3 per cent) of them Egyptians. Others were from Bangladesh, Sri Lanka, the Philippines and India. According to MOL figures, the total number of registered and informal migrant workers was 627,777 in 2014, 73 per cent of them Egyptians. The highest share of legally registered non-Jordanians are employed in agriculture (33.4 per cent), transformative industries (22.7 per cent), producers of private non-profit services to households (19.4 per cent), wholesale and retail trade (6.5 per cent), construction (6.3 per cent) and food and accommodation (4.8 per cent). The majority of those employed in the Qualified Industrial Zones (QIZs) are also non-nationals, with their numbers reaching 39,114 in 2014, compared with 12,698 nationals. It is estimated that migrants have filled over half of lower-skilled jobs created in Jordan since 2007.

Foreign nationals do not have equal access to the Jordanian labour market. Article 12 of the labour law states that they are only able to participate in employment if they have qualifications that are not readily available in the Jordanian labour market, or if they are occupying jobs for which there is surplus demand. Their work permits become invalid if they change employers or perform a different kind of job. Furthermore, all applications for a work permit must be accompanied by a copy of the work contract, valid passport, and the associated employer's vocational licence and social security registration, although Jordan has adapted the system for Syrian refugees (see below). In addition, a wage gap persists between migrants and nationals: the median monthly wage of migrant workers (JOD200/USD283) is JOD80 (USD113) less than that of Jordan nationals.

Labour market challenges

Around 20 per cent of the almost 660,000 UNHCR-registered Syrian refugees live in camps. Otherwise, the majority, 76 per cent, are located in the urban settings of Amman, Irbid and Mafraq. According to 2015 figures, in Amman, Syrian refugees make up approximately 7 per cent of the population, in Irbid 12 per cent and in Mafraq 52 per cent.

⁷ Excluding Jordanians working in the garment sector.

Owing to the challenges facing Syrian refugees in accessing the labour market from the outset of the crisis at the end of 2011, most sought and continue to seek work in the informal economy where they are paid lower wages and work longer hours, often without any contract or social protection. Many do not receive training or information relating to occupational safety and health and are not members of either a trade union or professional association. Until recently, a key obstacle to entry to the formal labour market was the work permit system. This system is well established in Jordan in respect of regular migrant workers. However, in the case of Syrian refugees, the situation is less clearly defined and understood, including by labour directorates and employers, sometimes leading to social tension over perceived competition in the labour market.

In 2015, the ILO estimated that 50 per cent of Jordanian and 99 per cent of Syrian refugee workers were working in the informal economy. Foreign workers in the informal economy are predominantly employed in the retail, construction and agricultural sectors. Working conditions and occupational safety and health are poorly administered owing to the lack of outreach of social partners, weak social dialogue and weak government capacity to enforce labour standards. In 2016, the MOL had only 170 labour inspectors with the responsibility of monitoring and enforcing labour standards across the country.

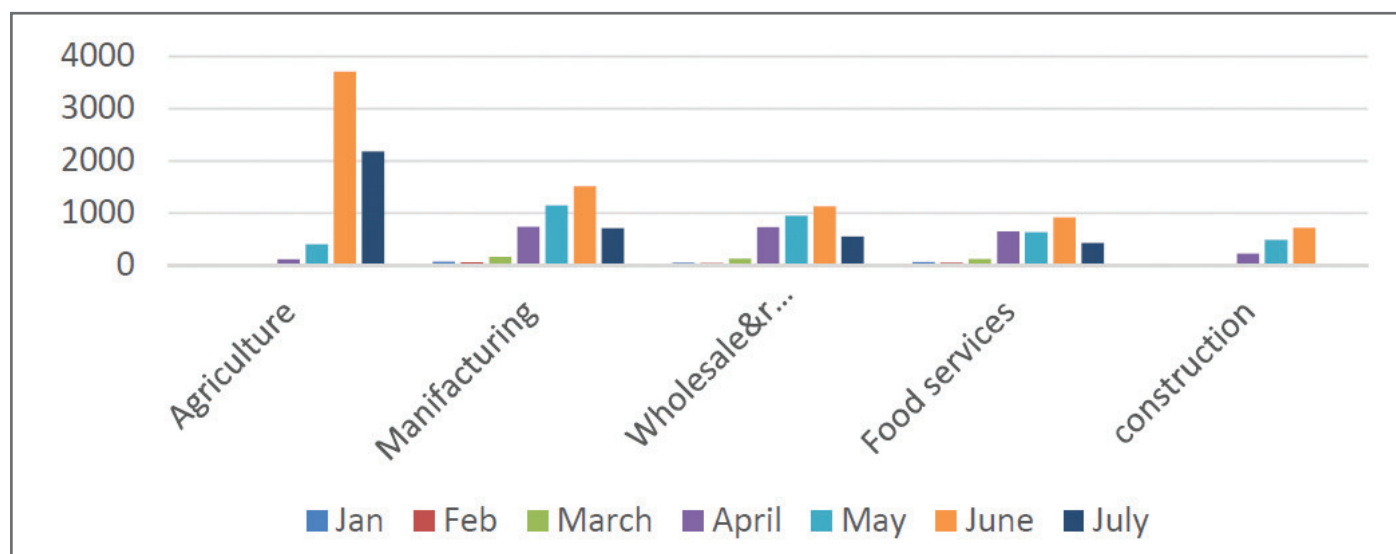
According to the ILO's evaluation of the NES, one of the priority challenges in the next phase of the DWCP will be to improve labour market governance in terms of compliance with the labour law and international labour standards, with emphasis on transitioning from the informal to the formal economy. This will require stronger leadership by the MOL for the implementation of the National Framework on Transition to Formality. This has also been identified as a key output of the ILO programme of support for the Jordan Compact.

Several policy decisions have been implemented to stimulate labour market opportunities for Syrian refugees and Jordanians, including a moratorium in June 2016 on new migrant workers entering Jordan.⁸ In addition, as of April 2016, the MOL announced a grace period of three months for Syrian refugees working without a work permit to regulate their employment status. This included waiving fees related to obtaining a permit to mobilise refugees and employers alike and accepting the Ministry of Interior (MOI) identity card instead of a passport. This decision was extended for a further three months in July 2016.

Initially, despite the new MOL regulation, only around 6,500 Syrian refugees had applied for work permits by May 2016. This was to be expected, given the previous challenges that existed in accessing the formal labour market and the time required for information on the new regulation to reach all key actors, including labour directorates and employers. With support from the ILO and others through advocacy and awareness-raising, as well as partnerships with sector organizations, the number of work permits being issued for Syrian refugees sharply increased to over 20,000

⁸ The moratorium excluded the garment and domestic work sectors.

by the middle of July 2016. Nevertheless, of particular concern was the very low number of work permits issued to Syrian refugee women, at around 2 per cent of the total. A breakdown per sector is presented below:



Protection concerns

According to the Social Security Corporation (SSC) figures, between 27-36 per cent of Jordanian workers hold contracts without any form of social insurance specified. In addition, Jordan is struggling to meet the humanitarian health needs of refugees amidst continuous demographic changes, whilst also strengthening its own health insurance benefits package to achieve universal health coverage for Jordanians.

Social protection is conceived, delivered and supervised through several government agencies, public and semi-public institutions in Jordan, including the SSC. The National Aid Fund (NAF) delivers social protection benefits to households in need using a set of means-tested programmes, but is not accessible to Syrian refugees who are not formally employed. Their principle source of aid benefits remain largely humanitarian actors. Since November 2014, Syrian refugees have no longer been receiving free access to healthcare due to funding constraints. As a result, the percentage of Syrian refugees suffering from non-communicable diseases who were unable to access medication or health services doubled from 24 per cent in 2014 to 58 per cent in 2015.

The incidence of child labour among Syrian refugees is a major child protection issue that emerged in the very earliest stages of the crisis and has continued to grow. According to the 2016 National Child Labour Survey, which included Syrian refugee and migrant worker households in the sample, there are currently 78,000 child labourers in Jordan, including 11,000 Syrian child labourers.⁹ Since 2011, Jordan's efforts to address the issue have been through the design and implementation of the National Framework to Combat Child Labour (NFCL) led by the MOL's Child Labour Unit (CLU).

⁹ National Child Labour Survey of Jordan, Department of Statistics, Ministry of Labour, Centre for Strategic Studies (University of Jordan), ILO, August 2016.

In addition, a new Juvenile Law passed in 2014 identified child labourers as children in need of special protection, leading to the establishment of a CLU within the Ministry of Social Development (MOSD). Key challenges in addressing the issue among Syrian refugees include the high level of economic insecurity and difficulties in accessing decent work for parents, as well as ineffective linkages between humanitarian child protection referral mechanisms and the national child labour monitoring system.

The ILO response to date

As part of the wider UN response to the Syrian refugee crisis in Jordan, the ILO initiated a series of pilot projects in 2013, working closely with local stakeholders in Mafraq and Irbid to support enhanced access to employment in host communities. Three interlinked projects focused on:

- supporting evidence-based policy development to ensure an employment-rich national response;
- combating the increasing incidence of child labour;
- enhancing access to employment opportunities and livelihoods for crisis-affected communities.

In these early stages, the ILO sought to enhance the limited knowledge base on Syrian refugees in the labour market. In collaboration with the Norwegian FAFO Institute for Applied International Studies, a study was conducted in 2015 on the impact of Syrian refugees on the Jordanian labour market, providing evidence-based policy recommendations to address challenges facing refugees and host communities in their search for work and livelihoods.¹⁰ In addition, two child labour assessments were carried out to determine the nature, pattern, distribution, dynamics and causes of child labour in the agricultural and urban informal sectors for Jordanians and Syrian refugees, suggesting policy options, including legislation and protective measures to tackle child labour.¹¹

Furthermore, the ILO supported local actors in Irbid and Mafraq in developing three-year local economic development (LED) plans, identifying key activities to boost business growth and employment. These plans have contributed to the community-based component of this ILO programme of support for the Jordan Compact.

To address the growing challenge of child labour among Syrian refugees, a series of capacity-building workshops were organised targeting local partners, and a new resource manual was developed on skills and livelihood training for older children. Further programme activities included developing child labour monitoring teams and a network of child support centres to respond to the needs of the children and their families in a holistic manner.

¹⁰ Impact of Syrian refugees on the Jordanian labour market, FAFO, ILO, 2015.

¹¹ Rapid assessment of child labour in the agricultural sector in Jordan, ILO, 2014; Rapid assessment of child labour in the urban informal sector in three governorates of Jordan (Amman, Mafraq and Irbid), ILO, 2014.

In terms of improved access to employment and livelihood opportunities, the ILO carried out participatory value chain development (VCD) activities with local stakeholders in the agro-business sector with potential for expansion to other sectors, including renewable energies, tourism and solid waste management. Indeed, this potential is reaffirmed in this programme of support.

In addition, the ILO piloted an employment-intensive investment programme (EIIP) creating employment opportunities in affected host communities, mainly through the maintenance and upgrading of rural roads and water harvesting for vulnerable farms. Job creation in collaboration with cooperatives in Mafraq, including for the cultivation and production of medicinal plants in greenhouses, contributed to reducing social tensions in host communities. These activities also addressed the employability of women and men in crisis-hit communities by improving their skills and facilitating their transition to work, for example, through job matching, employment services and entrepreneurship development. The ILO also supported Syrian refugees in Za'atari Camp and host communities in Mafraq in accessing economic development and self-reliance opportunities, thereby reducing aid dependence and improving living conditions.

More recently, the ILO has launched a new EIIP endeavour in collaboration with German development bank KfW and the MOL, Ministry of Public Works and Housing (MOPWH) and Ministry of Agriculture (MOA) in Mafraq and Irbid. The programme focuses on construction and maintenance of schools and support to local farmers through improving agricultural feeder roads, water cisterns and terracing of slopes. The goal is to create or increase asset value in public, agricultural and environmental infrastructure.

The outcome of the February 2016 London conference has played a significant part in reinforcing the ILO's approach in addressing the labour market impacts of large movements of refugees in Jordan and beyond. In highlighting the humanitarian and development nexus in these movements, decent work has moved to front and centre of the sustainable response emphasising the need for the ILO to continue its efforts to bring the full force of its world of work mandate to bear, leveraging the broad base of its expert labour market technical support units.

The programme of support will increase and enhance regular and direct engagement with the refugee and host communities to ensure that action is more concretely linked to actual needs and expectations of these populations. Recognising the critical need of a stronger evidence base and more detailed knowledge on the impact of refugee movements on host country labour markets, the programme outcomes will be documented, analysed and shared with national and international actors. Knowledge and lessons learned will also inform broader efforts by the ILO on countries impacted by the Syrian and other refugee crises.

Key considerations

In the course of its response activities to date, including the situational analysis carried out to inform the DWCP extension, the ILO has identified three key areas of action to be targeted by the programme of support and that link directly to the proposed strategic interventions:

1) CURRENT LABOUR MARKET GOVERNANCE NEEDS TO BE STRENGTHENED TO ENSURE EFFECTIVE COMPLIANCE WITH DECENT WORK PRINCIPLES BY THE PRIVATE SECTOR.

- Policies that underlie labour market regulation do not systematically rely on evidence.
- While initial research has identified underlying weaknesses and challenges within the labour market, more targeted research is required to better inform policy and decision making.
- Regulations are not applied consistently which can lead to widespread misunderstanding of requirements and highlights the importance of further strengthening of the labour inspectorate through capacity-building.
- Increased efforts are required to strengthen the capacity of social partners and promote the role of social dialogue. This would include enhancing the representation and organization of workers, including refugees, and ensuring improved representation of micro- and small enterprises in employers' organizations.
- There is a need for improved coordination of social protection benefits to reduce coverage gaps and avoid overlaps that reduce efficiency in social spending.
- Given the growing evidence of increasing numbers of working children, including refugees, it would be important to enhance rehabilitation services and address ineffective linkages between the humanitarian child protection referral mechanisms and the NFCL.

2) COMPANIES LACK SUFFICIENT CAPACITY AND AN ENABLING ENVIRONMENT TO BENEFIT FROM THE RELAXED EU "RULES OF ORIGIN" AND STIMULATE GROWTH AND JOB CREATION.

- Private sector companies will need to upgrade work processes and quality assurance mechanisms to comply with EU quality standards.
- Syrian refugee and host community workers will need to upgrade their skills and obtain certification for new jobs created as a result of the relaxed "rules of origin".
- Private sector companies would benefit from the engagement of business organizations that can advocate for evidence-based improvements in the business environment.

3) INCREASED EMPLOYMENT THROUGH THE RELAXED “RULES OF ORIGIN” WILL ONLY OCCUR OVER TIME, WHICH CREATES AN IMMEDIATE NEED FOR FORMAL JOB CREATION.

- Current infrastructure work in construction, maintenance and rehabilitation carried out by various ministries and government departments offers significant employment intensive opportunities for refugees and host communities.
- The current sector-based approach of the MOL on issuing of work permits for Syrian refugees should expand.
- The efficiency of employment services and their outreach to refugees needs to be improved.
- The local employment strategies designed for Mafraq and Irbid need more resources to maximise their potential for job creation for refugees and host communities.

II. Core Components of the Programme of Support

The five-year programme of support to the Jordan Compact (2017-2021) builds on previous and ongoing ILO activities in the country, as well as recent research and analysis. ILO principles, notably the application of fundamental principles and rights at work, international labour standards, social dialogue and partnership, gender equality, non-discrimination and equal treatment, underpin the specific means of action.

The proposed measures emphasize the importance of taking immediate steps to: (a) strengthen labour market governance, with a special focus on compliance programmes for the SEZs that will benefit from the new EU-Jordan trade agreement; (b) improve the capacity of the private sector to stimulate growth and job creation by strengthening the enabling business environment, company production processes and the competencies of refugee and host community workers; and, (c) improve the labour intensity of various infrastructure projects, and implement local economic development plans for immediate job creation.

Development objective and strategic goals

The programme is embedded in the following development objective:

TO CONTRIBUTE TO INCLUSIVE ECONOMIC GROWTH, SOCIAL JUSTICE AND STABILITY BY BUILDING A RESILIENT LABOUR MARKET UNDERPINNED BY DECENT WORK PRINCIPLES.

The ILO programme is based on a Three Plus Three (3+3) approach, which involves three key policy goals accompanied by three cross-cutting actions. The three strategic goals of the programme are:

1. Strengthen labour market governance for improved compliance with decent work principles.
2. Support the development of an enabling environment to underpin improved private sector productivity and creation of decent work.
3. Support the immediate creation of decent jobs for Syrian refugees and Jordanians to ease current conditions.

¹² Adopted in 1998, the ILO Declaration on Fundamental Principles and Rights at Work commits member States to respect and promote principles and rights in four categories, whether or not they have ratified the relevant Conventions. These categories are: freedom of association and the effective recognition of the right to collective bargaining, the elimination of forced or compulsory labour, the abolition of child labour and the elimination of discrimination in respect of employment and occupation. These rights are universal and apply to all people in all States, regardless of the level of economic development.

Outcomes and main activities

The proposed activities have been devised with immediate actions rooted in a longer term perspective of inclusive economic growth. While activities aim at supporting the more immediate challenges related to the inclusion of Syrian refugees in the labour market, they also focus on addressing underlying weaknesses of the labour market, its segmentation, the large share of the informal economy and limitations on the scope and implementation of compliance systems and mechanism. The expected benefits of the strategy will extend beyond the inclusion of Syrian refugees in decent jobs, as the ILO programme intends to support the Jordan Compact to improve the resilience of the Jordan labour market as a whole. The outcomes and main activities of the programme are presented in table 1 below.

Table (1): Outcomes and main activities of the ILO Programme of Support for the Jordan Compact

Strategic Pillars	Outcomes	Main Activities
1.Strengthen labour market governance for improved compliance with decent work principles.	1.1 Strengthened evidence-base for more effective regulatory frameworks for labour market governance.	1.1.1 Establish a labour market observatory in the MOL as a clearing house of existing data and to conduct additional qualitative research. 1.1.2 Provide technical assistance to enhance the scope of the regular labour force survey to cover refugee households. 1.1.3 Undertake mapping and feasibility studies for the gradual integration of refugees into the social protection floor. 1.1.4 Design, produce and disseminate awareness-raising materials related to the labour market regulatory framework for refugees, employers and Jordanians.
	1.2 Key changes in legal and policy frameworks are informed by social dialogue.	1.2.1 Implement capacity building for employers' organizations and trade unions on issues related to Syrian refugees, their inclusion in the labour market and non-discrimination and equality of treatment. 1.2.2 Develop knowledge products and implement capacity-building for the national tripartite committee to enable the facilitation of consultation sessions on work permit regulations, revision of the labour code and the transition from the informal to the formal economy. 1.2.3 Facilitate an evidence-based process for setting the minimum wage.
	1.4 Improved compliance with decent work principles in the informal economy.	1.4.1 Undertake compliance assessments to identify potential systems and shortcomings in at least three sectors of the informal economy. 1.4.2 Implement capacity-building programmes for labour inspectors and social partners for sector-specific framework of interventions in the informal economy.
	1.5 Child labourers and forced labourers are identified, withdrawn and rehabilitated.	1.5.1 Strengthen the capacity of actors responsible for implementing the NFCL to identify and withdraw Syrian refugee and Jordanian child labourers. 1.5.2 Partner with service providers, including those delivering services as part of humanitarian assistance to Syrian refugees, to expand the range and scope of their rehabilitation services to child labourers. 1.5.3 Strengthen the capacity of anti-trafficking units in relevant ministries and of relevant civil society organizations to identify, withdraw and rehabilitate victims of trafficking and increase successful prosecutions.

Strategic Pillars	Outcomes	Main Activities
2. Support the development of an enabling environment to underpin improved private sector productivity and the creation of decent work.	2.1 Sector-level plans are developed and adopted to tackle internal and external challenges to access the EU market.	2.1.1 Conduct at least 6 sector-based assessments to identify external and internal challenges facing businesses that could benefit from relaxed rules of origin. 2.1.2 Carry out needs assessments of relevant sector-level organizations to assist in the development of capacity-building programmes. 2.1.3 Support sector-level organizations to adopt plans for tackling these challenges through capacity-building, mobilising partnerships with other key actors, such as the EU.
	2.2 Availability of competent and productive Jordanian and Syrian refugee workers is increased for targeted occupations related to the revised EU-Jordan trade agreement.	2.2.1 In collaboration with the private sector, tripartite partners and TVET service providers, design and implement short-term training programmes for Syrian refugees and Jordanians with on-the job components in targeted occupations. 2.2.2 Establish “Recognition of Prior Learning” services for Syrian refugees and Jordanians working in the informal economy.
	2.3 Targeted companies have improved work environments in place in line with EU quality standards.	2.3.1 Provide training and in-company coaching for companies in the targeted sectors for improved compliance to EU quality standards in the workplace. 2.3.2 Provide training to HR units in companies for better management of the competencies and talents available. 2.3.3 Provide “Work Improvement in Small Enterprises” and similar ILO training for sub-contracted MSMEs in the value chains related to exports to the EU.
	2.4 The business enabling environment is enhanced and supports the capacities of companies to export and create decent work.	2.4.1 Based on the needs assessments carried out in 2.1.2 , strengthen the capacity of sector-level organizations to organize evidence-based advocacy campaigns to promote improvements to the business environment that would underpin enhanced exports and creation of decent work. 2.4.2 In collaboration with other partners, including the EU, support efforts to promote Jordan among foreign investors and buyers.

Strategic Pillars	Outcomes	Main Activities
3. Support the immediate creation of decent jobs for Syrian refugees and Jordanians to ease current conditions.	3.1 The employment intensity of infrastructure programmes is increased.	3.1.1 Provide technical assistance to relevant line ministries to increase the number of workdays for Syrian refugees and Jordanians in infrastructure programmes. 3.1.2 After demonstration projects, facilitate high-level consultations for employment intensive approaches to be mainstreamed in the tendering processes of these ministries.
	3.2 Issuing of work permits and the placement of Syrian refugees and Jordanians in formal employment is facilitated.	3.2.1 Support sector-based organizations to act as focal points for the issuing of work permits. 3.2.2 Strengthen the quality and the outreach of employment services for Syrian refugees and Jordanians.
	3.3 Local economic development initiatives in targeted governorates generate decent jobs and promote social cohesion.	3.3.1 Undertake value chain analysis in targeted sectors identified under the LED strategies adopted in Irbid and Mafrq and implement their recommendations for job creation. 3.3.2 Institutionalise and empower the LED committees to implement the LED strategies for accelerating job rich and inclusive economic growth within an enabling environment. 3.3.3 Support Syrian-Jordanian joint ventures with financial and technical assistance, including cooperative enterprises where relevant.

Cross-cutting actions

- I. Strengthening the capacity of government, social partners and other relevant actors for tripartite and social dialogue and partnership
All programme components require strong tripartite and social dialogue and partnership especially in developing, implementing and monitoring effective policies.
- II. Supporting evidence-based policy-making and implementation
Data collection, evidence-based analysis and effective dissemination will be undertaken and inform all policy interventions along the three pillars.
- III. Enhance advocacy, awareness-raising and education
A systematic and continued approach to advocacy, awareness-raising and education among all actors and partners, including Syrian refugees, is essential.

III. Strategy

The programme proposes a broad range of interventions that seek to address the increasingly urgent needs of Syrian refugees and host communities, while supporting the government, social partners and other national and international stakeholders at all levels in developing and implementing policy. It is anticipated that some elements of the programme will get under way very quickly, building on ILO and other interventions to date. Others are more dependent on external factors and actors, for example the eventual impact of the revised EU-Jordan trade agreement, the relaxation of the rules of origin, and the future level of domestic and foreign investment. Early pilot projects on local economic development activities will focus on the importance of bringing jobs to where vulnerable populations are located. This component will also support the development of skilled, competent and productive labour supply for the medium-term strategy linked to the opening of new opportunities in the SEZs. These two parallel tracks of intervention will be fully integrated and mutually supportive.

The activities are presented in the form of outputs, and the sequencing and list of priorities will be established in collaboration with national and international partners; these priorities may have to be adjusted in real time depending on how the enabling environment evolves.

STRATEGIC PILLAR 1: STRENGTHEN LABOUR MARKET GOVERNANCE FOR IMPROVED COMPLIANCE WITH DECENT WORK PRINCIPLES.

Outcome 1.1: Improved evidence-base for more effective regulatory frameworks for labour market governance.

This component involves making evidence-based recommendations for the strengthening of the regulatory framework to reflect the realities of the labour market and decent work principles. With the support of the ILO, a labour market observatory will be established within the MOL and act as a clearing house of data already available from the Department of Statistics (DOS), other national institutions and international organizations. The “DevInfo Portal” being developed by the MOL will be updated and constantly improved with technical assistance from the ILO. Information will be made available to all national and international actors through this portal to ensure transparency, accountability and swift remedial action. Additional qualitative research will be identified and undertaken by the observatory to complement quantitative data.

A procedure will be put in place to facilitate communications between the MOL and other institutions and organizations and the observatory on research-related issues and benefit from evidence-based responses in a timely manner, either from existing data and analysis or through new research activities. The observatory will undertake research in a number of relevant areas, including for example:

- knowledge, attitudes and behaviour surveys of key groups, including refugees, host communities and employers, regarding needs and expectations to facilitate access to the labour market;
- sector specific assessments for improving the issuance of work permits;
- labour supply surveys to analyse wages and working conditions to support the inclusion of Syrian refugees and Jordanians in specific occupations and sectors;
- continuous assessments to monitor Syrian refugees' specific contributions to the state and the economy;
- impact of regulatory changes on employment levels and working conditions of Jordanians and Syrian refugees.

The Ministry of Planning and International Cooperation (MOPIC) requested ILO technical assistance to improve the labour force survey with a revised sample frame updated from the latest sample, and an additional component focusing on migrants and Syrian refugees. The work is currently being undertaken.

Additional research will be undertaken to map out the benefits Syrian refugees receive from various humanitarian aid institutions to feed into a consultation on improved coordination of these benefits and the establishment of a possible link to the Jordanian Social Protection Floor. Evidence-based discussions will also be arranged with the SSC on the possible development of portability arrangements of refugee worker benefits in the eventuality of resettlement or alternative labour mobility programmes. In addition, discussions may anticipate a future bilateral arrangement with Syria once return becomes possible.

Information materials on the regulatory framework and relevance for different groups, such as employers, Syrian refugees and Jordanians, will be developed jointly with the MOL. These will be disseminated widely through a range of communications methods, including SMS, social media, regular briefings to sector-level organizations and town hall meetings organized in collaboration with UNHCR. Reference materials will also be prepared for labour inspectors and local labour directorates to clarify existing regulations. Regular feedback meetings will be organized with labour inspectors to identify aspects of regulations that need further clarification.

Outcome 1.2: Key changes in legal and policy frameworks are informed by social dialogue.

Capacity-building will be provided to the General Federation of the Jordan Trade Unions (GFJTU) and the Jordan Chamber of Industry (JCI) about all aspects relating to the inclusion of Syrian refugees in the labour market. In addition, the national tripartite committee will benefit from support

through capacity-building and information to facilitate work sessions relating to: (a) revision of policies on closed occupations, sector quotas and work permit limitations by company; (b) revision of the labour code and related regulations, in particular in relation to freedom of association and non-discrimination; (c) implementation of the National Framework on Transition to Formality.

Outcome 1.3: Improved compliance with decent work principles in the SEZs through an expansion of the Better Work programme.

The ILO's Better Work Jordan (BWJ) programme will develop a specific support and implementation strategy on labour market governance and compliance with labour law and labour standards in the identified SEZs in collaboration with the ILO's Labour Administration Department (LABADMIN). The strategy will focus on job creation across a range of identified sectors, including the garment sector, benefiting both Jordanians and Syrian refugees and reinforcing compliance with labour law and international labour standards as a key element in processes relating to the relaxation of the "rules of origin".

An assessment of the identified sectors that may trade under the revised "rules of origin" will be carried out in the second part of 2016 for further discussions with national and international partners ahead of the development of an implementation strategy. Better Work (BW) aims at monitoring compliance with national and international labour standards at the enterprise level and assisting garment factories to effectively remediate non-compliance issues. The range of services include:

- assessments of participating factories' compliance with labour law, international core labour standards and the industry-wide collective bargaining agreement;
- development in collaboration with factories action plans and periodic progress reports;
- advisory and training services to build the capability of factories to improve and maintain compliance;
- supporting the establishment of effective worker-management committees to drive sustainable improvement of working conditions.

Based on the results of 2016 assessment on sectors that may export to the EU market, it will be determined to what extent regular BW services will be maintained and/or modified for these sectors. Significant differences are anticipated in the value chains of the products that will benefit from the relaxed rules of origin. Differences will also exist in the capacity of social partners at sector level to represent the interests of their members and enter dialogue on collective bargaining agreements.

Therefore, as part of the assessment, BWJ will determine the reporting lines for non-compliance results and how the related trade or other incentives are harnessed to encourage continuous improvement. This will require further discussion with key actors, including the MOL, European Commission and industry partners themselves. The assessment will also seek to establish more detailed information on companies likely to enter the SEZs to determine which BW advisory and training services may be

effective in supporting them to improve working conditions. Different compliance issues and business models will determine adaptation of the approach. The assessment will provide the substance and groundwork for the elaboration of an implementation plan and timeframe to be agreed with key national and international stakeholders.

BW and LABADMIN will use the opportunity of the assessment exercise to explore how the capacities of the MOL, particularly the labour inspectorate, and industry stakeholders can be enhanced to contribute to stronger compliance in a sustainable manner. This would include looking beyond the SEZ facilities to the eventual Phase II of the EU-Jordan trade agreement across the national economy, identifying potential monitoring and capacities of other stakeholders along the compliance chain. This extension process will be discussed in more detail at an appropriate time with national and international stakeholders.

Outcome 1.4: Improved compliance with decent work principles in the informal economy.

With the support of LABADMIN and other relevant ILO technical services, labour law compliance assessments will be carried out in at least three relevant sectors in the informal economy to identify gaps and weaknesses in compliance systems and potential groups that can support monitoring, such as labour inspectors, trade union officials, municipal business licence inspectors, occupational safety and health (OSH) inspectors, MOPWH supervisors, agricultural extension officers, civil society and community-based organisations. The assessments will examine systems, structures, human and financial resources of these different actors to be able to fulfil compliance and monitoring functions effectively.

On the basis of the above, capacity-building and systems strengthening activities, including supervisory and reporting mechanisms, will be developed for different groups. These will aim at creating a more comprehensive and integrated system for compliance, monitoring and data collection and sharing in the informal economy to improve protection of Syrian refugee and Jordanian workers. Activities in the informal economy will further inform efforts to pursue the policy to regularise informal economy employment, working closely with employers and other relevant actors.

Outcome 1.5: Child labourers and forced labourers are identified, withdrawn and rehabilitated.

The ILO has been supporting the elimination of child labour by building the capacity of national actors responsible for the implementation of the NFCL, improving the evidence base of the incidence of child labour and linking the NFCL to humanitarian service providers to address Syrian refugee child labour. In order to strengthen these efforts, further support will be provided to the relevant national actors, in particular the MOL, Ministry of Education (MOE) and MOSD, to set specific numerical targets of children to be identified, withdrawn and rehabilitated. The programme will also support some rehabilitation services, either directly or by partnering with service providers, including those involved in humanitarian assistance.

The 2015 US Department of State Trafficking in Persons report¹³ indicates growing evidence of trafficking and forced labour of Syrian refugees. While the legislative framework to address trafficking and forced labour is well established in Jordan, administrative capacities and enforcement mechanisms, particularly in the informal and agricultural sectors, remain weak. Therefore, the programme will strengthen capacities to identify and investigate suspected cases and reinforce prosecution, protection and prevention measures to enforce strong deterrents and provide appropriate support to victims. This support will not only target the Anti-Trafficking Units of the MOL and MOI, but also civil society organizations addressing the issue.

STRATEGIC PILLAR 2: SUPPORT THE DEVELOPMENT OF AN ENABLING ENVIRONMENT TO UNDERPIN IMPROVED PRIVATE SECTOR PRODUCTIVITY AND THE CREATION OF DECENT WORK.

Outcome 2.1: Sector-level plans are developed and adopted to tackle internal and external challenges to access the EU market.

As the revised EU-Jordan trade agreement opens new market opportunities for the private sector, enterprises of all sizes will need to be able to: (a) draw upon relevant talents and skills of workers; (b) improve workplace environments; and, (c) benefit from an enabling environment for growth and job creation. In this context, the ILO will support at least six sector-based rapid assessments that will feed into the development of action plans by the social partners, other sector-level organizations and the Ministry of Industry, Trade and Supply (MOITS) to tackle internal and external challenges linked to accessing the EU markets through the relaxation of the rules of origin.

¹³ U.S. Department of State, Office to Monitor and Combat Trafficking in Persons, Trafficking in Persons Report, Jordan, 2015: <http://www.state.gov/j/tip/rls/tiprpt/countries/2015243464/.htm>.

Outcome 2.2: Availability of competent and productive Jordanian and Syrian refugee workers is increased for targeted occupations related to the revised EU-Jordan trade agreement.

Through this component, the ILO will support the skills development of Syrian refugee and Jordanian workers through short-term programmes that will facilitate their recruitment in companies established in the SEZs identified in the revised EU-Jordan trade agreement. These programmes will be designed in collaboration with employers, with an important on-the-job component, and implemented through relevant training service providers. Further training will also be provided to facilitate the progression of targeted beneficiaries within the companies towards higher responsibilities. “Recognition of Prior Learning” services will also be made available for Syrian refugees and for Jordanians working in the informal economy to allow their skills to be recognised for facilitated recruitment into jobs that match their qualifications.

Outcome 2.3: Targeted companies have improved work environments in place in line with EU quality standards.

Production processes, workplace environments and quality assurance systems in companies in the SEZs will be improved through in-company mentoring and support by international sector experts. A special focus will be on compliance to relevant EU quality standards. In addition, the ILO will support capacity-building for human resource officials to ensure better management of worker competencies and talents. Support will also be provided through “Work Improvement in Small Enterprises”¹⁴ and other relevant ILO training for sub-contracted MSMEs in the value chains related to exports to the EU.

Outcome 2.4: The business enabling environment is enhanced and supports the capacity of companies to export and create decent work.

Based on the assessments carried out under outcome 2.1, the programme will support capacity-building of sector-level organizations to organize evidence-based advocacy campaigns to promote improvements to the business enabling environment. These improvements would underpin enhanced export and job creation capacities. In collaboration with other partners, including the EU, the programme will also support efforts to promote Jordan among foreign investors and buyers, further strengthening capacities to access the EU markets.

¹⁴ See ILO WISE+ http://www.ilo.org/travail/whatwedo/projects/WCMS_119287/lang--en/index.htm

STRATEGIC PILLAR 3: SUPPORT THE IMMEDIATE CREATION OF DECENT JOBS FOR SYRIAN REFUGEES AND JORDANIANS TO EASE CURRENT CONDITIONS.

Outcome 3.1: The employment intensity of infrastructure programmes is increased.

Given the urgency of the immediate employment needs of both Syrian refugee and host communities, the ILO will support increased employment intensity of existing and new infrastructure programmes by different government ministries. Technical support will be provided for these programmes to deliver more jobs for Syrian refugees and Jordanians. Such a programme is already in development with the MOPWH, MOE and MOA. In addition, preliminary research has been carried out on a partnership between the ILO and World Bank for a programme with the Ministry of Municipal Affairs (MOMA). Joint proposals between the ILO and UNESCO have also been developed on employment intensive rehabilitation of archaeological sites to support the tourism industry. On the basis of the outcomes of these pilot activities, the ILO will seek to facilitate high-level consultations with these ministries and other relevant partners to discuss mainstreaming employment intensive approaches into tendering processes.

Outcome 3.2: Issuing of work permits and the placement of Syrian refugees and Jordanians in formal employment is facilitated.

The issuing of work permits to Syrian refugees in agriculture increased dramatically (from 130 to over 6,000) after an ILO-supported agreement was reached between agricultural cooperatives and the MOL. The agreement facilitated the work permit process for Syrian refugees in the sector by allowing cooperatives to act as employers for Syrian refugees, overcoming challenges relating to seasonal and temporary work. Similar measures are being designed with the Contractors' Union and with other sector organizations. The ILO will support capacity-building and intensive monitoring to ensure these sector-based approaches are successful and to assist Jordan in attaining its target of 200,000 work permits for Syrian refugees.

The programme will establish a network of employment services that will allow for: (a) refugees wishing to work to be registered, and to benefit from counselling and referral to active labour market programmes; and, (b) data to be generated on their aspirations and skills and to facilitate potential job matching. This network will rely primarily on existing services, such as public employment services or services offered through civil society organizations. The programme will also establish five additional employment centres in targeted governorates and support the development of a common information system to allow for timely analysis and usage of collected data. Services will also be provided to employers in terms of work improvements and human resource department capacity.

Outcome 3.3: Local economic development initiatives in targeted governorates generate decent jobs and promote social cohesion.

The programme will include a community-based component to address the broader protection challenges facing many Syrian refugee and host community families. The aim will be to reinforce security, social cohesion, confidence, trust and socio-economic well-being that are crucial to strengthening an enabling environment for social integration, labour market development and governance.

This component will support a community-based decent work strategy to complement existing LED interventions in governorates most impacted by the refugee crisis. The ILO supported the development of LED plans in Irbid and Mafrq for 2016-2018 that will be further updated to identify areas and issues that would benefit from closer attention. These plans identified key growth areas that will facilitate the creation of immediate decent work opportunities for Syrian refugees and Jordanians, bringing jobs to where the needs are most acute, including for particularly vulnerable populations, such as women, youth and disabled persons.

This area of activity will also frame pro-poor value chain assessments to be carried out in targeted areas of interventions to identify potential business development opportunities. Through ILO support, efforts will be made to ease the costs of new business development and to encourage joint ventures and group-based businesses between Syrian refugees and host communities, for example, through the development of a competition for the best business plans. These activities will be underpinned by improved access to social finance to enable beneficiaries to take advantage of new business opportunities. In addition, a cooperative development strategy will also be introduced with the Syrian refugee and host communities.

Based on previous ILO activities, ongoing discussions at national level and priorities announced by government partners, the following sectors may be considered for intervention:

- social housing construction and development to benefit Syrian refugee and vulnerable Jordanian families, including the introduction of green construction technology, materials and skills;
- construction and development of community-based support facilities, such as care for children, elderly, disabled persons and those with special needs – these facilities would also support other community-based activities and strengthen social integration;
- construction and development of early childhood education and community school facilities, including special needs and health care support, for example, psychosocial counselling, education and employment guidance counselling;
- construction and development of playgrounds, sports and leisure facilities;
- expansion of public transport systems, including improvements to roads, traffic control, drains, culverts, etc.;
- construction and development of light industrial, trade, craft and services zones close to urban settings to facilitate ease of access to local employment;

- construction, development and improvement of solid waste systems, sanitation and waste recycling plants;
- construction, development and improvement of energy supply networks and systems, including alternative energy plants, such as solar and wind;
- exploring new areas of work, such as in the services sector, for example, information and communications technology (ICT) and call centre technology.

IV. Management Arrangements and National and UN Coordination

National and UN coordination and coherence

In order to reinforce the coherence of its programmes in Jordan and to ensure regular and consistent alignment with national humanitarian and development policies, the ILO, through existing UN systems and structures, will establish closer collaboration and consultation with the follow-up mechanisms of key development policy documents. These will include: the Jordan Response Plan 2016-2018; the national development strategy “Jordan 2025”; the National Employment Strategy 2011-2020; the National Poverty Strategy; and the Jordan Poverty Reduction Strategy 2013-2020.

Given the inclusion of the Syrian refugee crisis response in the extension of the DWCP, the Tripartite National Committee, which monitors and guides related DWCP activities, will also serve as a forum and mechanism to maintain high-level tripartite dialogue on issues relating to the implementation of the programme, and the evaluation of its impact. A dashboard on main milestones of the projects will be provided on a monthly basis to its members to measure and appreciate progress. The Committee will meet on a quarterly basis to provide guidance and recommendations to the ILO.

Management arrangements

The Coordinator of the ILO Syrian Refugees Crisis Response in Jordan will provide overall oversight for the implementation of this programme from the ILO office in Amman. Individual project managers will take on the responsibility for implementation of various components and will report to the ILO-ROAS Deputy Regional Director. Each component will benefit from dedicated technical backstopping support from the ILO-ROAS Decent Work Team and HQ-based specialists. The programme will also benefit from technical and coordination support by the office of the Deputy Director-General for Policy in HQ. The Programme Officer for Jordan will provide programming support. The ILO-ROAS Monitoring and Evaluation Officer will also provide technical support for the design of the monitoring and evaluation framework, as well as the management of the programme’s evaluations.

V. Monitoring and Evaluation

A comprehensive monitoring and evaluation framework will review on a six-monthly basis the outcomes and outputs against the agreed Key Performance Indicators (KPIs) and milestones. Given the rapidity of change across the socio-economic landscape and the challenges of prediction and planning, the programme will remain highly flexible and adaptable and, most of all, creative and ambitious. A tentative list of KPIs is presented below:

Table (2): Tentative list of Key Performance Indicators

Objective	Indicators
To contribute to inclusive economic growth, social justice and stability by building a resilient labour market underpinned by decent work principles.	a. Equivalent of 200,000 full time jobs provided for Syrian refugees. b. Export to the EU increase by no less than 10% under relaxed rules of origin. c. Steady progress in working conditions as demonstrated by labour inspectorate, Better Work and LABADMIN reports. d. Informal employment is reduced by at least 10 per cent for Syrian refugees and Jordanians. e. Labour segmentation is reduced as evidenced by labour force statistics.
Outcomes	Indicators
1. Labour market governance strengthened for improved compliance to decent work principles.	Decrease in the number of violations to the labour code, in the formal and informal economy, as reported by the labour inspectorate and Better Work.
2. Private sector companies supported for improved productivity and job creation.	80% of companies that benefit from programme activities manage to start or expand exports to the EU under the relaxed rules of origin.
3. Syrian refugees and Jordanians benefit from immediate job creation.	No less than 300,000 workdays provided through programme interventions.
Outcomes	Indicators
1.1 Improved evidence based regulatory frameworks	New decrees (at least one per year) related to the inclusion of Syrian refugees on the labour market benefit from documented evidence.
1.2 Key changes in legal and policy framework are informed by social dialogue.	Tripartite committee proposes recommendations for the improvement of the regulatory framework.
1.3 Enhanced compliance to decent work principles in the formal sector through an expansion of the Better Work programme.	At least 80% of the companies that apply for export under relaxed rules of origin have improved their compliance rate between their first two consecutive assessment cycles.

1.4 Enhanced compliance to decent work principles in the informal economy.	Integrated compliance framework are designed and implemented for construction and agriculture sectors.
1.5 Child labourers and forced labourers are identified withdrawn and rehabilitated.	3,000 child labourers identified, withdraw and rehabilitated through NFCL in partnership with service providers (at least 40% of them girls).
2.1 sector level plans are adopted to tackle internal and external challenges to access EU market.	At least 6 plans are designed and serve as a basis for coordinated implementation of activities.
2.2 Availability of competent and productive Jordanians and Syrian refugees is increased for targeted occupations related to the Jordan-EU trade agreement.	3,000 Jordanians and Syrians either trained or having benefited from recognition of prior learning (at least 40% of them women).
2.3 Targeted companies have improved production processes in place in line with EU quality standards.	The products of at least 60% of companies that benefit from this support are certified for export.
2.4 The business environment is improved and allow companies to export and create jobs.	At least 10 improvements in the business environment are documented.
3.1 the employment intensity of infrastructure programmes is increased.	Employment intensity of targeted programmes is no less than 30%, after interventions.
3.2 Issuing of work permits and the placement of Syrian refugees and Jordanians in formal employment is facilitated.	The Disbursement Linked Indicator and schedule related to work permits in the World Bank Programme for Results are met (under final discussions).
3.3 Local economic development Initiatives in targeted governorates generate jobs and promote social cohesion.	At least 100 joint ventures are established and benefit from business development services.

Given the level of sensitivity surrounding the implementation of the programme of support and its critical objectives, a comprehensive media outreach and communication strategy will be developed in coordination with national and international stakeholders, including the refugee community. The strategy will ensure the regular and timely dissemination of information to the national and international media regarding progress towards the achievement of programme milestones. It will also ensure careful and sensitive monitoring of activities so that possible challenges and bottlenecks can be addressed in a consistent and transparent manner, if and when they arise.

VI. Tentative Budget

Some activities under this framework have already started while others remain to be funded. Some are more dependent on external factors and actors, for example the eventual impact of the revised EU-Jordan trade agreement, the relaxation of the rules of origin and the future level of domestic and foreign investment.

An inception phase is planned from August to December 2016 and is an essential component of the programme, providing a critical opportunity to lay the groundwork for the development and immediate implementation of the programme of support in January 2017. The main activities of the inception phase will address knowledge gaps in key areas, such as:

- Filling research, knowledge and data gaps on matching Syrian refugees and Jordanians to the labour market.
- The adaptation and application of the ILO's BW model into other manufacturing and value-added processes identified under the revised EU-Jordan trade agreement, supporting the development of a draft implementation plan.
- Assessing capacity-building and development needs of the MOL, social partners and other industry stakeholders to contribute to stronger compliance in a sustainable manner, within and beyond the SEZs.

The proposed activities can be funded on a modular basis. Staffs and support costs need to be added to the activities budget presented below.



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