

# Decent Work Country Programme

## The Hashemite Kingdom of Jordan



International  
Labour  
Organization



2018-2022

# **Decent Work Country Programme**

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**2018–2022**

## Contents

List of abbreviations.....	3
Introduction .....	4
ILO’s comparative advantage.....	4
Partnerships.....	5
Country context: Diagnostic and situation analysis .....	6
Employment.....	7
Fundamental principles and rights at work .....	9
Forced labour and fair migration .....	9
Child labour .....	11
Non-discrimination and equal remuneration in the workplace.....	11
Decent working conditions and occupational safety and health.....	12
Wages.....	13
Social protection .....	13
Social dialogue.....	14
Country priorities and country programme outcomes .....	15
DWCP Priority I: Employment creation for economic and social stability.....	17
DWCP Priority II: Decent working conditions for all to create a level playing field for male and female Jordanians, refugees and migrants.....	24
DWCP Priority III: Social partners to increase their contribution to Decent Work.....	30
Management, implementation, planning, monitoring, reporting and evaluation arrangements .....	34
Assumptions and risk analysis.....	35
Funding plan.....	37
Advocacy and communication plan.....	38
References.....	40
Appendix I: Jordan’s ratification of core ILO Conventions .....	42
Appendix II: Jordan’s ratification of all ILO Conventions .....	43

## List of abbreviations

ALMP	active labour market programmes
BWJ	Better Work Jordan
CAQA	Centre of Accreditation and Quality Assurance
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CBA	collective bargaining agreement
CLMS	child labour monitoring system
DOS	Department of Statistics
DWCP	Decent Work Country Programme
EIIP	employment intensive investment programmes
E-TVET	employment, technical vocational education and training
FPRW	ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up
GCC	Gulf Cooperation Council
GDP	gross domestic product
GFJTU	General Federation of Jordanian Trade Unions
GNI	gross national income
ILO	International Labour Organization
IMF	International Monetary Fund
ISCO	International Standard Classification of Occupations
JCI	Jordan Chamber of Industry
JOD	Jordanian dinar
JRP	Jordan Response Plan
KAB	Know About Business
LMO	Labour Market Observatory
M&E	monitoring and evaluation
MOA	Ministry of Agriculture
MOE	Ministry of Education

MOL	Ministry of Labour
MPWH	Ministry of Public Works and Housing
MOSD	Ministry of Social Development
MOU	memorandum of understanding
NCPE	National Committee on Pay Equity
NES	National Employment Strategy
NEEP	National Employment and Empowerment Programme
NET	National Employment and Training company
NFCL	National Framework to Combat Child Labour
OSH	occupational safety and health
PWD	person with disability
ROAS	Regional Office for Arab States
ROO	rules of origin
RPL	Recognition of Prior Learning
SDF	Sustainable Development Framework
SEZ	Special Economic Zone
SOP	standard operating procedure
SPF	Social Protection Floor
SSC	Social Security Corporation
TC	technical cooperation
TVET	technical vocational education and training
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNSDF	United Nations Sustainable Development Framework
VTC	Vocational Training Corporation
WAP	working-age population

## Introduction

The Jordan Decent Work Country Programme (2018–2022) articulates the common commitment of the Government of Jordan, workers' and employers' organizations and the International Labour Organization (ILO) to promote Decent Work, social justice and equity. The 2018–2022 Decent Work Country Programme (DWCP) is the third strategic programming framework adopted by the ILO and its constituents in Jordan. The tripartite partners and the ILO have identified three main principles for the 2018–2022 DWCP:

- 1) employment creation contributes to economic and social stability;
- 2) decent working conditions for all creates a level playing field for Jordanians, refugees and migrants;
- 3) social partners need to increase their contribution to Decent Work.

Through the Jordan DWCP 2018–2022, the ILO will work in close partnership with the Government of Jordan and its social partners to address the challenge of low growth and high unemployment, particularly among women and youth, in line with the 2030 Agenda for Sustainable Development. Supporting national efforts to achieve Decent Work and social justice for all is crucial for inclusive growth and sustainable development in Jordan. With its focus on improving labour market governance and promoting Decent Work, particularly for vulnerable populations, the DWCP will bolster national efforts to eradicate poverty and maintain social stability.

The priorities of the DWCP are based on Jordan's national priorities, as well as the ILO's comparative advantage, achievements and lessons learned from previous DWCPs in Jordan. They are closely aligned with the national vision as elaborated in Jordan 2025, the Jordan Economic Growth Plan 2018–2020, the National Employment Strategy (NES) and the National Strategy for Human Resource Development 2016–2025, all of which seek to promote inclusive growth, job creation and Decent Work. The priorities of the DWCP are also aligned with the United Nations Sustainable Development Framework (UNSDF) 2018–2022,<sup>1</sup> the 2030 Agenda for Sustainable Development and the outcomes of the ILO's Programme and Budget 2018–2019.

## ILO's comparative advantage

The ILO (a specialized agency of the United Nations) has had a mandate to promote Decent Work and international labour standards since 1919. The ILO's tripartite structure, which brings together government, employer and worker representatives, puts it in a unique position among UN agencies to promote Decent Work based on stakeholder consultations and social dialogue.

The ILO provides technical and programmatic support in Jordan through its Decent Work Team at the Regional Office for Arab States (ROAS) and through its national office in Jordan, where it has been working since 2002. Indeed, Jordan was the first Arab country to undertake a Decent Work Country Programme (2006–2009). It implemented its second DWCP between 2012 and 2015, which was then extended to 2017. The second DWCP was based on three chief priorities, namely: (1) to expand decent work opportunities for young Jordanian men and women through the promotion of better

<sup>1</sup> The UNSDF has identified three focus areas for the period 2018–2022, namely (i) strengthening public institutions and services, (ii) empowering people, particularly vulnerable populations, to “claim their rights and fulfil their duties for improved human security and resilience”, and (iii) expanding opportunities for inclusive participation in the political, economic and social spheres, with a focus on expanding the opportunities of the poor and vulnerable, youth, women, persons with disabilities, migrant workers and refugees.

working conditions, non-discrimination, and equal rights at work; (2) to extend a minimum level of social security to the most vulnerable groups of society through the Social Protection Floor as part of a more comprehensive social security system in Jordan; and (3) to enhance employment opportunities, with a focus on youth employment.

The mid-term review of the DWCP conducted in 2014 confirmed donor and partner perceptions of the ILO as a “strong partner with ... highly specialized and qualified technical expertise in the areas related to the labour market and social security”. The mid-term review noted, however, that “the absence of a country office for the ILO in Amman has affected the coordination levels and synergies among the different programmes and is affecting the ability of the ILO to have a strategic and visible presence in the country and the country’s national plans.” To address this issue, the ILO established a projects office in Jordan, appointing its first Country Coordinator in December 2015.

The ILO currently manages a technical cooperation (TC) portfolio of over US\$42 million in Jordan, which supports the Government to implement its national Decent Work Agenda. One of the ILO’s largest programmes is the Programme of Support to the Jordan Compact. The Jordan Compact, which was presented at the “Supporting Syria and the Region” conference in London (2016), marks a transition from a humanitarian to a comprehensive development approach in the international response to the refugee crisis. This approach was reiterated in two successive Jordan Response Plans (2016–2018 and 2018–2020).

The ILO Programme of Support to the Jordan Compact seeks to strengthen labour market governance, improve private sector capacity to export goods and create jobs, and support the immediate creation of decent jobs for Jordanians and Syrian refugees. The programme supports government efforts to create 200,000 jobs for Syrian refugees. Following the London Conference, Jordan concluded the Simplified Rules of Origin Agreement with the European Union (EU) in 2016, which eased the rules applied to manufactured goods produced for companies employing a minimum of 15 per cent of Syrian refugees in the first two years, and 25 per cent after the second year. These Special Economic Zones are allowed to export products to Europe tariff-free for a period of ten years.

## Partnerships

The ILO is an active member of the UN Country Team for the implementation of the UN Strategic Development Framework 2018–2022. Among other things, it coordinates with the UN system to ensure a coherent and integrated response to the Syrian refugee crisis. The ILO and the United Nations Development Programme (UNDP) serve as the secretariat for the Livelihoods Taskforce under the Jordan Response Plan (JRP). The ILO also has a partnership with the UN High Commissioner for Refugees (UNHCR), through which it has established two employment service centres inside the refugee camps. In addition, the ILO is a member of the Child Protection Sub-Working Group, which seeks to strengthen and harmonize protection efforts for children, with a particular emphasis on the worst forms of child labour.

The ILO has established a number of partnerships with UN agencies and development partners. It provides guidance on Decent Work standards in order to: (a) guide the transition from cash-for-work projects to employment-intensive investment programmes (EIIPs); and (b) ensure that international labour standards are respected when delivering employment and job-matching services. The ILO and UNICEF also signed an agreement in March 2018 to work together with the Programme Support Unit of the National Employment and Empowerment Programme (NEEP) in the Ministry of Labour (MOL). This programme will specifically focus on Jordanian women and youth.

In addition to strong collaboration with UN agencies in Jordan, the ILO works in Jordan in close partnership with a number of multilateral organizations, bilateral donors, foundations and other partners, including the World Bank, KfW Development Bank, the European Union (EU), the Netherlands, Norway, Agence Française de Développement (AFD), the US Department of Labor, the US State Department's Bureau of Population, Refugees and Migration (PRM), the Swiss Development Cooperation, UK aid and the UK Foreign and Commonwealth Office (FCO). The ILO has also partnered with a number of universities, research institutions and foundations. These include the Ford Foundation for a study on work permits in Jordan, and Tufts University for an impact study on the fair recruitment of migrant workers.

## Country context: Diagnostic and situation analysis

### A strong demographic dividend

Jordan's population has increased more than sevenfold, from just over 1.3 million in 1952<sup>2</sup> to some 10.1 million in 2018,<sup>3</sup> including 1.3 million Syrians.<sup>4</sup> More than half of Jordanians (54.2 per cent) are under the age of 25, with youth (15–24) comprising some 30 per cent of the working-age population (WAP) in 2016.<sup>5</sup> The majority of Jordanians live in urban areas, with 60 per cent living in Amman and the three governorates adjacent to it. Jordan currently hosts over 657,000 Syrian refugees registered with the United Nations, with over two-thirds of them (79 per cent) living outside of refugee camps.<sup>6</sup>

### A lower-middle income country with increasing poverty

According to World Bank groupings of world economies based on gross national income (GNI) per capita, Jordan was previously considered an upper middle-income country, but has since been reclassified as a lower middle-income country.<sup>7</sup> Despite its human development ranking (86th out of 188 countries in 2016), poverty rates are relatively high in Jordan. According to the Jordan Economic Growth Plan 2018–2020, poverty among Jordanians has increased from an estimated 14.4 per cent in 2010<sup>8</sup> to an estimated 20 per cent in 2016.

### An economy dominated by the service sector and vulnerable to outside shocks

The Jordanian economy is led by the services sector, which was the largest contributor (56.3 per cent) to real gross domestic product (GDP) growth in 2016. The industrial sector, led by mining, quarrying and manufacturing, accounted for another 24.9 per cent of GDP, followed by agriculture, which accounted for a further 3.4 per cent.<sup>9</sup> The structural dependency of the Jordanian economy on foreign aid and remittances, which reached \$4.4 billion (10.9 per cent of GDP) in 2017,<sup>10</sup> rendered it vulnerable to external shocks – including political and economic changes in the Gulf Cooperation Council (GCC) countries.

### A new social contract to reconcile a reduction of public debt, improved efficiency of public services and social stability

Despite regional turmoil and the refugee crisis, the International Monetary Fund (IMF) has commended Jordan for maintaining macroeconomic stability and decreasing its fiscal deficit. Inclusive growth,

<sup>2</sup> Mryyan (2014).

<sup>3</sup> DOS last updated on 7 March 2018.

<sup>4</sup> Of which 655,624 Syrians are refugees according to UNHCR statistics last updated 4 February 2018.

<sup>5</sup> DOS (2016).

<sup>6</sup> UNHCR, *External Statistical report on UNHCR registered refugees*, 5 December 2017.

<sup>7</sup> World Bank (2017).

<sup>8</sup> Jordan Department of Statistics (DOS) (2010).

<sup>9</sup> World Bank (2017).

<sup>10</sup> World Bank Group (2018b).



however, has remained a challenge, with low economic growth rates and high unemployment. A bloated public sector has further increased the public debt to about 96 per cent of GDP in 2017.<sup>11</sup> Jordan's proposed income tax law, which was developed in the context of an IMF financial reform programme to reduce public debt, was met with massive protests in 2018, largely due to insufficient consultations. In the aftermath of popular unrest, Dr Omar Al-Razzaz, former Minister of Education, was appointed to form a new government in June 2018 in order to initiate a social dialogue for a new social contract between citizens and the Government, and to increase the efficiency of public services.

## Employment

### The main challenge is job creation

The ILO (2015) estimates that the Jordanian economy will need to create 57,000 new jobs every year to absorb current labour market entrants.<sup>12</sup> Even in periods of high growth, job creation has remained a structural challenge. The unemployment rate reached 18.4 per cent in the first quarter of 2018.<sup>13</sup>

### Despite more education, female labour force participation rates remain low

Jordan has one of the lowest labour force participation rates in the world, reaching just over 40 per cent in 2017.<sup>14</sup> Jordan's female labour force participation rate is also the third lowest globally (16.9 per cent compared with 62.7 per cent for men in 2017).<sup>15</sup> Female labour force participation rates are also significantly lower than those in neighbouring Arab countries, including Saudi Arabia (22.2 per cent), Lebanon (23.2 per cent), the United Arab Emirates (40.9 per cent) and Kuwait (47.4 per cent).<sup>16</sup> In terms of occupations, the majority of Jordanian men work in medium-skill jobs,<sup>17</sup> with only 17.3 per cent of men employed in professional occupations. The majority of women, on the other hand, are mostly employed in high-skill professional occupations (62 per cent).<sup>18</sup>

### There is an important skills and expectations mismatch between available jobs and the skills and hopes of the workforce

Over 40 per cent of unemployed Jordanians hold at least a bachelor's degree, compared with just 18 per cent for the entire WAP.<sup>19</sup> The relatively high share of graduates among the unemployed suggests that the economy does not create a sufficient number of high-skilled jobs to meet the career expectations and skills of tertiary-educated Jordanian youth. Conversely, wages, working conditions and the lack of career prospects of lower-skilled jobs – where migrants and refugees predominate – are often unattractive to Jordanians.

### The public sector is still an attractive option for Jordanians

According to 2017 figures, over a quarter of employed Jordanians (25.9 per cent) work in public administration, defence or the social security industry. Given the public-sector wage premium,<sup>20</sup> and

<sup>11</sup> IMF (2017).

<sup>12</sup> ILO (2016). *Programme of Support to the Jordan Compact*.

<sup>13</sup> DOS (2018).

<sup>14</sup> DOS (2017).

<sup>15</sup> DOS (2017).

<sup>16</sup> ILO modelled estimates for female labour force participation rates (percentage of female population ages 15+).

<sup>17</sup> Mostly in service and sales (34.9 per cent), and craft and related trades (16.1 per cent).

<sup>18</sup> High-skill groups include ISCO Major Groups 1–3.

<sup>19</sup> DOS (2017).

<sup>20</sup> Even though employees in the public sector earn higher wages, on average, than those in the private sector, it is interesting to note that the premium is higher for lower-skilled public-sector employees but lower for their higher-skilled counterparts, with implications for talent retention (ILO, 2015).

the benefits associated with permanent contracts,<sup>21</sup> employment in the public administration and defence industry has remained a lucrative option for Jordanians. Another 15.8 per cent of Jordanians are employed in the wholesale retail and trade sector, 12.8 per cent in education, 10 per cent in manufacturing, 7.1 per cent in transport, and 4.9 per cent in construction.<sup>22</sup> The majority of employed Jordanian women work in education (40.6 per cent), human health and social work (14.5 per cent), and public administration and defence industries (12.8 per cent).

### Three workforces for one national labour market

In addition to Jordanians, the labour market includes migrant workers and refugees. An estimated 340,995 migrant workers<sup>23</sup> were registered with the MOL in 2017, but various sources suggest numbers in the informal economy are significantly larger. The majority of registered non-Jordanian workers are from Egypt, Bangladesh and Syria<sup>24</sup> and are employed in manufacturing, agriculture, forestry and fishing, and construction.<sup>25</sup> Almost half of Syrians, on the other hand, are employed in the agriculture, forestry and fishing sectors,<sup>26</sup> followed by construction and manufacturing.<sup>27</sup> The garment industry alone employs approximately 70,000 workers,<sup>28</sup> the majority of whom are from Bangladesh, Sri Lanka and India. Another 47,591 migrants are employed as domestic workers in Jordan, mainly from Bangladesh and the Philippines.<sup>29</sup> Migrants and refugees tend to accept wages and working conditions that Jordanians would not and, as a consequence, the labour market is highly segmented along these lines.<sup>30</sup>

### A complex regulatory system is meant to protect Jordanian employment

The Government has enacted regulations for closed sectors and occupations for migrants. The Government has also introduced a sector-specific quota system and a maximum number of work permits per company in some sectors. Recently, the Government mandated a reduction in the share of migrants in six selected sectors. These regulations are additional to the international community's conditional incentives to employ Syrians.<sup>31</sup> Consequently, formal recruitment processes are rendered difficult due to compliance requirements with regulations and conditions. At the same time, the proposed reduction of migrants and replacement by Jordanians relies on the questionable assumption that Jordanians are skills-ready and committed to take on migrant workers' jobs.

### Important steps were taken to accommodate Syrians in the formal labour market

There has been a notable simplification of the regulatory system to attain the 200,000 jobs target for Syrians pledged during the London Conference. In agriculture and construction, for instance, work permits are no longer linked to a single sponsoring employer for Syrians, allowing for greater mobility in sectors where occupations are seasonal or of limited duration. These measures have contributed towards the formalization of Syrian refugees' employment, with the number of work permits issued to Syrians increasing almost eightfold from a mere 5,307 in 2015 to almost 100,000 by June 2018.<sup>32</sup>

<sup>21</sup> Enjoyed by 97 per cent of all government workers.

<sup>22</sup> DOS (2017).

<sup>23</sup> Refugees are granted permission to access the national labour market as migrant workers.

<sup>24</sup> 51 per cent, 15 per cent and 12 per cent respectively.

<sup>25</sup> 27.4 per cent, 24 per cent and 10.2 per cent respectively.

<sup>26</sup> 50 per cent.

<sup>27</sup> 19 per cent and 12 per cent respectively, according to DOS (2017) data.

<sup>28</sup> BWJ Annual Report (2018).

<sup>29</sup> MOL statistics (2018).

<sup>30</sup> Ibid.

<sup>31</sup> Considered migrants by the Ministry of Labour.

<sup>32</sup> Number of work permits granted to workers registered with the Ministry of Labour by nationality (DOS, 2017).

Around half of them remained valid at that date. For Syrians, access to a work permit has been linked to a sense of protection and to –wage premiums.<sup>33</sup> However, many Syrians continue to work in the informal economy. The majority of Syrians with work permits do not have access to formal social protection, very few women have work permits, and few Syrians are registered with trade unions to protect their rights and entitlements.

## Fundamental principles and rights at work

### Jordan has ratified 26 ILO conventions and seven of the eight ILO fundamental Conventions

As a member State of the ILO, Jordan is committed to the application of the 1998 ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up (FPRW), which emphasizes the universal right to freedom of association and collective bargaining, and freedom from forced labour, child labour and discrimination in employment (see Appendix I). Because these FPRWs are universal rights, they are applicable to all people. ILO member States have an obligation as ILO members to respect, promote and realize, in good faith and in accordance with the ILO Constitution, the fundamental rights and principles as outlined in the fundamental Conventions, irrespective of whether ILO member States have ratified them. (See Appendices I and II.)

## Forced labour and fair migration

### Important instruments related to fair migration are still not ratified

Jordanian Labour Law protects workers from forced labour, including through the prohibition of forced confinement, confiscation of passports or restrictions on freedom of movement. Jordan ratified the Forced Labour Convention, 1930 (No. 29), in 1966 and the Abolition of Forced Labour, 1957 (No. 105), in 1958. It has also ratified a number of other UN Conventions related to migration, including the International Covenant on Civil and Political Rights (May 1975), the International Covenant on Economic, Social and Cultural Rights, and the United Nations Convention against Transnational Organized Crime and its supplementary Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children.

However, a number of important instruments that address the issue of fair migration are still not ratified, including:

- the 2014 Protocol to the Forced Labour Convention;
- the Migration for Employment Convention (Revised), 1949 (No. 97);
- the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143);
- the Private Employment Agencies Convention, 1997 (No. 181);
- the Domestic Workers Convention, 2011 (No. 189); and
- the UN Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, 1990.

### The Kafala system is still applied in Jordan

Under the kafala [sponsorship] system, migrant workers' immigration status is contingent upon sponsorship and employment status. Migrant workers cannot enter Jordan nor renew their residence permit without a sponsor. Workers also do not have the freedom to leave their employer after the contract commences unless “released” by the employer, nor are they able to switch employers. Furthermore, except in cases of death or medically certified illness, Jordanian law does not permit migrant workers to resign unless both parties terminate the job contract or the contract has expired. If employees terminate a limited-period work contract,<sup>34</sup> they are potentially liable for damages resulting

<sup>33</sup> ODI (2017).

<sup>34</sup> Applicable to apparel and domestic workers.

from the termination of the contract. According to Article 26(b) of the Labour Code, the employer can charge up to half a month's salary for each month remaining on the contract. While Jordan was taken off the 2016 List of Goods Produced by Child Labour or Forced Labour, the sustainable prevention of forced labour and human trafficking will require reforming the kafala system in Jordan, which has rendered migrant workers more vulnerable to situations of trafficking and forced labour.

### **Jordan renewed its commitment to improve its migration practices, and some progress has been noted for targeted groups**

Jordan is committed to improving its regulatory framework in line with (a) the Sustainable Development Goals (SDGs), particularly targets 8.7, 8.8 and 10.7, and (b) the 2016 ILO Bali Declaration, adopted by the 16th ILO Asia and Pacific Regional Meeting.<sup>35</sup> In comparison with other migrant workers, Arab nationals have more freedom to enter Jordan as their entry and stay is regulated by bilateral memoranda of understanding with their countries of origin.<sup>36</sup> As noted above, there has also been a loosening of the kafala system for Syrian refugees in the construction and agriculture sectors, providing them with the flexibility to change employers – a privilege not extended yet to other migrant workers. Significant progress has been observed in recent years in the garment sector through the Better Work programme. Migrant workers and refugees were included in the Labour Force Survey<sup>37</sup> for the first time in 2016. Employers in the garment sector are also moving towards implementing zero recruitment fees for workers in line with international labour standards and the ILO General Principles and Operational Guidelines for Fair Recruitment (2016).

### **Jordanian labour administration capacity and enforcement mechanisms remain weak**

The proposed amendments to *Law No. 9 of 2009 on the Prevention of Human Trafficking* have not yet been adopted, and the Anti-Trafficking Strategy and Action Plan with the Ministry of Justice has not been finalized. The Jordanian Anti-Human Trafficking National Committee, which reports on government efforts to combat human trafficking, noted in its first report 84 cases of trafficking between 2009 and 2013, of which 317 victims were identified.

### **The Jordan garment sector shows the way, with working conditions of migrant workers gradually improving**

Jordan's main apparel employer associations and the garment union introduced an addendum to the garment sector's Collective Bargaining Agreement, introducing a new unified contract for migrant workers in 2015, and for refugees in 2016. The unified contract harmonizes recruitment and employment policies for 65,000 non-Jordanians, ensuring that migrant workers earn the same wages as Jordanians, as well as compensation for overtime and transportation. The unified contract also protects migrant workers from signing multiple contracts in their home country, and then signing different contracts upon arrival in Jordan.

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<sup>35</sup> As a policy priority, Jordan, alongside ILO member States and social partners in this region, has identified the enhancement of labour migration policies based on international labour standards that, inter alia, "redress–worker–employer relationships that impede workers' freedom of movement, the right to terminate employment or change employers, taking into account any contractual obligations that may apply, and their right to return freely to their countries of

<sup>36</sup> MOUs also exist with Asian countries of origin.

<sup>37</sup> Third quarter of 2016.

## Child labour

### Approximately 70,000 children are working under conditions of child labour, mostly in hazardous occupations

According to the 2016 National Child Labour Survey, an estimated 75,982 children, or around 1.9 per cent of children aged between 5 and 17 years, are engaged in either paid or unpaid employment. Of these, almost 70,000 are estimated to be in a situation of child labour. The vast majority of working children are boys who work in agriculture, manufacturing, construction, and wholesale and retail trade. Child labourers work around 34.5 hours per week on average. The 2016 National Child Labour Survey estimates that as many as 32 per cent of child labourers are employed in hazardous work, which is work considered either harmful to children's health or which may negatively impact their development.

### The legal and regulatory framework for the elimination of child labour is in place

Jordan has demonstrated its commitment to end child labour through the ratification of the Minimum Age Convention, 1973 (No. 138), the Worst Forms of Child Labour Convention, 1999 (No. 182), and the UN Convention on the Rights of the Child. Jordanian Labour Law No. 8 (1996) prohibits the employment of children under 16 years of age for non-hazardous work, and under 18 years in hazardous occupations.<sup>38</sup> Considered through the broader lens of child protection, the Juvenile Law (2014) identifies child labourers as children who need special protection.<sup>39</sup>

### The National Framework for the Elimination of Child Labour requires piloting

The humanitarian support linked to the Syrian refugee crisis in the livelihood, education and protection sectors has had a limited impact on the reduction of child labour. The Government is currently revising the National Framework to Combat Child Labour (NFCL) 2011–16 and the child labour monitoring system (CLMS), which brings together the MOL, the Ministry of Social Development (MOSD) and the Ministry of Education (MOE) to coordinate the identification and referral of child labour cases. There is a need to pilot the CLMS in order to assess its relevance to municipal-level initiatives, and to demonstrate that a coordinated approach of services adds value to the goal of eliminating child labour.

## Non-discrimination and equal remuneration in the workplace

### ILO conventions on discrimination have been ratified but not incorporated into the labour code

Jordan ratified the Equal Remuneration Convention, 1951 (No. 100), in 1966 and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), in 1963. However, there is no provision in the Labour Code that enforces the principle of “equal remuneration for work of equal value”, as stated in Convention No. 100, or that prohibits discrimination. As a result, many workers, including women, migrants and workers in the informal economy, still face discrimination.

### Women's discrimination is linked to their low labour force participation

Women face particular discrimination in terms of maternity leave and day-care. Even though Article 27 of the 1996 Labour Law protects women from dismissal if pregnant or on maternity leave, the law does not protect pregnant women until they have effectively reached their sixth month of pregnancy. As a result, women continue to be subject to termination or non-renewal of contract as a result of pregnancy. According to Article 72 of the Jordanian Labour Law, companies employing 20 women or more should provide workplace day-care centres, if ten of their children (collectively) are under the

<sup>38</sup> A list of hazardous occupations was developed in 1997 and revised in 2011.

<sup>39</sup> The ILO will support the development of bylaws and implementing mechanisms to ensure that the Juvenile Law is implemented effectively.

age of 4 years. In reality, however, very few companies provide adequate childcare facilities. Unless Article 72 is amended so that it reflects the number of employees with children under the age of 4 years rather than the number of female employees, employers will continue to have an incentive to hire men over women when recruiting, thus impeding women's participation in the labour market.

### **Discrimination against persons with disabilities (PWDs) is linked to their low labour force participation**

Jordan ratified the UN Convention on the Rights of Persons with Disabilities (2006), as well as Convention No. 111 and the Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159). Jordan also adopted a national strategy for disabled people (2007–2015) and passed the Law on the Rights of Persons with Disabilities No. 31 of 2007, which guarantees the right to work, and sets an employment quota for PWDs. Article 13 of the 2010 Jordanian Labour Code, in line with Law No. 31, stipulates that at least 4 per cent of workers should be PWDs in large companies (both public and private sector) with more than 50 employees, “provided the nature of the work allows for it”.<sup>40</sup> Law No. 31 also guarantees PWDs the right to vocational training. Despite these quotas, however, PWDs constitute less than 1 per cent of workers in both the public and private sectors due to weak enforcement of these laws.<sup>41</sup>

## **Decent working conditions and occupational safety and health**

### **Progress in reducing work-related incidents in the formal economy cannot be taken as representative of the situation**

According to the Social Security Corporation (SSC), a total of 14,616 work-related accidents, injuries and illnesses were reported in 2015, of which 135 resulted in death. Approximately half of these work-related incidents occurred in the retail, construction and hotel and restaurant sectors.<sup>42</sup> The number of work-related incidents reduced by more than half between 2005 and 2015 from 2.5 to 1.1 incidents per 1,000 workers. However, Jordan does not have an effective national system for reporting and recording occupational accidents, injuries and diseases, except through the SSC, for contributing employees. There are no available statistics for the informal economy, where workers are more vulnerable to risks and hazards.

### **Limited capacity and scope of labour inspections**

The number of labour inspectors has decreased from 256 in 2016 to just over 200 in 2018. Furthermore, until recently, the main focus of labour inspections was on the detection and repatriation of undocumented migrant workers, at the expense of the protection of workers' rights; this is in contravention to the Labour Inspection Convention, 1947 (No. 81). The Ministry does not have a sufficient number of occupational safety and health (OSH) specialists to provide effective services. Labour inspectors also lack logistical support. The Labour Inspection Information Management System and the labour inspection tools available to inspectors, including checklists, manuals and standards of practice, also need updating. Furthermore, some sectors such as agricultural and domestic work have remained entirely excluded from the national labour inspection system, leaving workers in these sectors without sufficient access to legal protection.

<sup>40</sup> ILO Global Business and Disability Network.

<sup>41</sup> Jordan Labor Watch (2016).

<sup>42</sup> Jordan Labor Watch (2017).



## Wages

### **The minimum wage is set at a different rate for migrants, not always enforced and there is no mechanism in place for predictable rises**

The minimum wage rate for Jordanians increased by 15 per cent in 2017 from 190 to 220 Jordanian dinars (JOD).<sup>43</sup> The minimum wage for non-Jordanians is fixed at JOD150. The subsequent collective bargaining agreements (CBAs) in the garment sector also fix a different rate that takes into account in-kind contributions (accommodation and food, mostly). The Labour Law includes provisions for penalizing employers who pay less than the minimum wage. In 2016, over 11 per cent of employees in Jordan continued to earn wages lower than the new minimum wage of JOD220.<sup>44</sup> In addition, Jordan does not have any mechanism in place for regularly reviewing the minimum wage.

### **Low wages contribute to transient poverty**

Figures from the Jordanian Department of Statistics in 2017 indicate that just over 25 per cent of all employed Jordanian workers earned between JOD200 and JOD299 per month, around 80 per cent earned less than JOD500,<sup>45</sup> and a third of Jordanians experienced poverty. Alongside low wages, the relative absence of public services, such as public transport, together with issues regarding education and health services, entice Jordanians to seek private-sector solutions.

### **Low wages behind increased civil unrest**

Jordan witnessed 288 labour strikes in 2016. Private sector workers led some 64 per cent of strikes, and public sector workers led 23 per cent. According to Jordan Labour Watch, the increase in the share of protests by private sector workers is due to wage stagnation and declining working conditions. The unemployed led 13 per cent of protests, reflecting unprecedented unemployment rates, which exceeded 18 per cent in 2017. The majority of protests were organized independently, with organized labour unions leading less than a quarter. In addition to strikes, over 177 suicide cases were reported, many of which were linked to economic hardship indirectly related to work.<sup>46</sup>

## Social protection

### **The 2014 Social Security law paved the way for an increased outreach of social security**

Jordan was the first country in the Middle East to ratify the Social Security (Minimum Standards) Convention, 1952 (No. 102), and Social Security Law No. 1, 2014, extends social security coverage to all workers. Previously excluded categories included enterprises employing less than five workers, agricultural workers, domestic workers, casual workers and the self-employed. These are now covered under the law, which also allows for voluntary affiliation by stay-at-home females, and students. The law also includes maternity and unemployment benefits. The percentage of the Jordanian population covered by social security increased to 76 per cent of the economically active population, up 11.5 percentage points since 2015.<sup>47</sup>

### **Tripartite constituents adopted a road map for the design and implementation of a Social Protection Floor**

Since 2012, the Government has been working in collaboration with the ILO towards the progressive

<sup>43</sup> Excluding Jordanians working in the garment sector.

<sup>44</sup> IMF (2017).

<sup>45</sup> DOS statistics (2017).

<sup>46</sup> Jordan Labour Watch (2016).

<sup>47</sup> The ILO has delivered legal and financial analyses that show the importance of social security reforms to all social stakeholders. These included actuarial and administrative reviews of the social security schemes administered by SSC. The ILO also submitted a series of feasibility studies on the cost of various reform proposals, including maternity, unemployment, voluntary second tier pensions, and healthcare. The ILO has also provided legal assistance in drafting the bill.

establishment of a national Social Protection Floor (SPF). The SPF is a national priority and reflected in the National Plan, Vision 2025 and the SDGs. The SPF will help Jordan achieve the SDGs, particularly SDG 1 (no poverty), SDG 8 (Decent Work and economic growth) and SDG 10 (reduce inequality), which explicitly refers to the SPF.<sup>48</sup>

### **The refugee crisis brought a new set of challenges**

A separate programme of cash transfers was put in place based on a common Vulnerability Assessment Framework, and with new technology (eye recognition). The majority of Syrian refugees with work permits were not benefitting from social security, as this became no longer a requirement for accessing a work permit.

## **Social dialogue**

### **Of the eight ILO fundamental Conventions, Jordan is yet to ratify the Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87)**

Article 23 (f) of the Constitution states that free trade unions may be formed within the limits of the law, but the Jordanian Labour Code sets conditions that, de facto, restrict the right to form and join a trade union. National legislation also contains a number of restrictions on freedom of association, and fails to protect unions from acts of interference. Nor does it ensure the application of Article 2 of the Right to Organise and Collective Bargaining Convention, 1949 (No. 98).<sup>49</sup> Companies with fewer than 50 workers – the majority in Jordan – cannot create a trade union.

The law also allows for only one trade union per sector or at the national level, with the General Federation of Jordanian Trade Unions (GFJTU) being the only recognized federation. The Jordanian Labour Code further denies civil servants the right to organize, effectively impeding collective bargaining in the public sector.

### **Restrictions also remain in place with respect to the rights of migrant workers and minors to freedom of association in Jordan**

Even though Temporary Law No. 26, 2010, which amended the Labour Code to allow migrant workers to join trade unions, restrictions remain in place for migrant workers to become founding members or leaders of trade unions and employers' associations<sup>50</sup> Furthermore, where migrant workers are part of the trade union (e.g. in the garment sector), they remain non-voting members. In addition to migrant workers, the Labour Code does not recognize the right of minors who have reached the legal age of employment to organize, either as workers or trainees.<sup>51</sup>

### **Social partners have the capacity to develop evidence-based strategic recommendations**

The Jordan Chamber of Industry (JCI) and the GFJTU have developed (with ILO support) policy papers on the minimum wage, which were subsequently used for discussions in the National Tripartite Minimum Wage Committee. The GFJTU was also able to influence parliament to withdraw a draft law that would have criminalised striking workers. The JCI also worked with the ILO on an analysis of exporting companies under the rules of origin trade agreement with the EU, which demonstrated the need for greater export facilitation services for these companies.

<sup>48</sup> These round table meetings were held separately for the government, employers' and workers' organizations, NGOs and UN agencies, and aimed at discussing the findings and assumptions of the SPF studies to agree on the reform scenarios and the next steps towards the implementation of a national SPF in Jordan.

<sup>49</sup> As noted by the Committee of Experts on the Application of Conventions and Recommendations (CEACR) on several occasions.

<sup>50</sup> According to the BWJ Report, the General Trade Union of Workers in Textile, Garment & Clothing Industries completed its elections for officers for the 2016–2021 period without inviting any migrant workers to vote.

<sup>51</sup> Those forming a trade union must now be 21 years of age (reduced from 25) while those joining a trade union must be 18 years of age.



## Formal bodies exist for social partners to influence policy-making, but with little effect

In recent years, the Government has successfully established a series of tripartite bodies<sup>52</sup> that are mandated to lead on social dialogue in specific areas of work. Tripartite meetings, however, remain ad hoc with little progress translated into concrete policy and legislative change. Furthermore, despite the participation of the social partners in these tripartite platforms, their actual influence on policy remains weak – they are simply unable to set the agenda or lead the pace of reform. As a result, social dialogue has remained a government-led process, with little initiative from either of the social partners to conduct bipartite social dialogue on issues of common concern. The focus of social dialogue has been limited to the formal economy, with scant attention paid to the informal economy.

## Collective bargaining (CB) is weak but with an important potential

Collective bargaining at the national and sectoral levels remains weak and is mainly restricted to the enterprise level in large firms in the formal private sector. CB in the public sector is still not permitted, and is mostly used as a mechanism for ad hoc dispute resolution, rather than as a tool to address, for example, structural deficits that inhibit decent work, or to establish minimum standards for all enterprises in a given sector. Recent advancements in the garment and education sectors, however, have shed light on the importance of CBAs and their potential application in other sectors of the economy. In March 2017, a two-year CBA was signed for the garment sector for the third time, according to which garment workers are expected to receive the national minimum wage for textile sector workers, from which they had been excluded in 2011. The General Trade Union of Private Education Employees and the Private School Owners' Association also concluded a collective agreement regulating the terms and conditions of employment for private school teachers, to commence during the 2017–2018 academic year.

## Country priorities and country programme outcomes

In close consultation with the MOL and the social partners, the ILO has helped set country priorities and intended programme outcomes. A tripartite DWCP meeting was held in Jordan in March 2018 to discuss the key priorities and deficits for the next DWCP. Based on these deliberations, tripartite partners and the ILO have identified three key priorities to promote Decent Work in Jordan in the period 2018–2022. These are:

- 1) **employment creation**, to contribute to economic and social stability;
- 2) **decent working conditions for all**, which should establish a level playing field for Jordanians, refugees and migrant women and men;
- 3) **a greater contribution from the social partners to Decent Work.**

Cross-cutting aspects of this DWCP will include:

- **Inclusive programming.** Efforts will be made to include marginalized populations at all stages of programming, including in the design, implementation and evaluation of programmes. In particular, concrete steps will be taken to ensure that the needs of women, youth and persons with disabilities are addressed, so they can participate and benefit from services on an equal footing.

<sup>52</sup> Tripartite bodies include, inter alia, the Economic and Social Council, the National Social Security Board, the High Council for Human Resource Development, and the E-TVET Council, which oversees the implementation of training activities for semi-skilled, skilled and technical level occupations. The 2010 Labour Code amendments also introduced several tripartite bodies, including the Tripartite Labour Committee, which has authority to fix the minimum wage and address issues related to labour legislation. In addition to the Tripartite Labour Committee, the Labour Code also established a Commission for the Extension of Collective Agreements, Committees for occupational health and Safety (applicable to enterprises with 50 workers or more), a Committee for national dispute settlement, which addresses collective disputes at the central level, as well as a DWCP Tripartite National Committee, mandated to monitor and steer the DWCP. More recently, national SDG committees (tripartite plus) were also established.

- Promoting peace and preventing violent extremism. In line with (a) the ILO Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), and (b) the ILO, PBSO, UNDP and World Bank joint statement to strengthen the peacebuilding impact of employment programmes, the DWCP will strive to: (a) target diverse communities to promote social cohesion; (b) provide meaningful livelihood alternatives to recruitment by armed groups; and (c) address grievances related to unemployment and the lack of social justice.
- **Delivering as one UN.** The DWCP will be implemented in close collaboration with other UN agencies, under the umbrella of the UN Strategic Development Framework (UNSDF). The ILO will work to enhance partnerships with other UN agencies and provide support for the mainstreaming of the Decent Work Agenda within the UNSDF implementation.

The following sections describe the key priorities in greater detail.

## DWCP Priority I: Employment creation contributes to economic and social stability

Employment creation and the provision of decent work opportunities for all will promote economic and social stability in Jordan, as well as social cohesion between communities. Under this component, the ILO will intervene at the policy level to improve evidence-based policy-making. In close collaboration with institutions and social partners, the ILO will also implement active labour market programmes (ALMPs) to improve access for jobseekers to the labour market. It will also work with the private sector to improve its capacity to export goods and create jobs. Finally, the ILO will work with relevant ministries to improve the labour intensity of infrastructure work.

The following lays out the intended outcomes in further detail.

### **Outcome 1.1: Timely and accurate tripartite analysis of labour market information allows for evidenced-based policy-making to support growth and employment**

#### **1.1.1 The ILO will support the Labour Market Observatory (LMO) in the MOL to provide data for evidence-based policy-making**

The LMO will provide an analysis of existing labour market information and will complement it with additional qualitative research, as required. Available sources will include the Department of Statistics, the AI-Manar project at the NCHRD, the SSC, the Ministry of Interior, Public Employment Services and private job-matching and recruitment agencies, ad hoc surveys implemented by development agencies, and others. The LMO will regularly disseminate this data in a user-friendly format to all possible users of labour market information, such as policy-makers, development agencies, education and training institutions, youth and jobseekers. Other products will include end-user communication materials such as policy briefs, presentations, and other audience-specific materials.

The ILO will also work to ensure that the results of ALMPs, including those under the NEEP and the JRP, are evaluated with the participation of social partners for knowledge management and increased accountability. These findings will inform national efforts to promote job creation and inclusive growth.

#### **Outcome indicators will include:**

- 1) the number of policy/regulatory changes based on labour market information and reports provided from the LMO;
- 2) the development of a consolidated and comprehensive labour market information and analysis system, to be used for policy-making and decision-making;
- 3) the percentage share of labour market programmes under NEEP and JRP, together with available figures on the employment rate of beneficiaries.

## **Outcome 1.2: The job creation potential of the private sector in targeted sectors is strengthened through business development support and activation programmes**

### **1.2.1. Job matching and referral services for job seekers, with focus on decent work placements for women and youth in private sector companies, is provided by 11 Employment Service Centres (ESCs)**

The ILO will continue to support the 11 ESCs across Jordan, which placed 1,712 Jordanians and Syrians<sup>53</sup> in jobs between September and April 2018. The ESCs provide job-matching and placement services, including career counselling, job-search skills sessions and referral to vocational education and training. The centres also provide ALMPs<sup>54</sup> and labour market information and analysis. Nine ESCs are hosted in the MOL directorates,<sup>55</sup> and the other two have been established in collaboration with UNHCR in the Zaatari and Azraq camps.

The ILO is also working to harmonize employment services provided by NGOs and other organizations through the design and adoption of a code of conduct that will increase accountability, improve compliance with international labour standards and facilitate information-sharing and referrals. Under this DWCP a joint e-counselling system will also be established for all employment service providers, to allow Syrian and Jordanian jobseekers to connect with career guidance and job services by telephone, in-person or online.

The Government has recently made improvements in supporting the agenda of women's rights, including abolishing Article 308 of the Penal Code, endorsing the flexible working hours by-law, and promoting childcare. The Government is also reviewing the National Strategy for Women (2013–2017) to reflect SDG 5 on gender equality. However, despite recent progress, Jordan continues to rank low in the global gender gap index, ranking 135th out of 144 countries in 2017.

Since 2014, SADAQA and the National Council for Family Affairs has established 90 new childcare centres. The Government also adopted the National Framework for Childcare prepared by SADAQA with the support of the ILO. The ILO has documented the lessons learned from a pilot conducted in 10 workplaces. Under this DWCP, SADAQA will advocate for the revision of Article 72 of the Labour Code in order to expand childcare to more companies, train and certify 30 potential child carers and establish three childcare facilities.

The bylaws on flexi-work arrangements were announced by HM King Abdallah on March 8, 2017, marking Women's International Day; these were followed by related instructions in the spring of 2018. The Jordanian flexi-work arrangements include flexible hours, part-time jobs, shared jobs, a compressed week, annual salary averaging, and teleworking. However, only few companies have made use of this opportunity. Under this DWCP, the ILO will engage with targeted companies through sector organizations and through the Gender Unit at the MOL for promoting evidence-based flexi-work arrangements.

The ILO will also continue to advocate for improved financial inclusion and increased wage protection for women, through bank transfers and e-wallets, in order to allow for better monitoring of the wages of vulnerable populations, building on the Prime Minister's announcement, on 21 June 2018, that private school teachers' salaries will only be made through electronic payments or bank transfers.

<sup>53</sup> Including 529 Jordanians and 250 Syrians.

<sup>54</sup> Jarash Company (garment sector) benefited from guidance and placement services from the programme that now allows it to export to the EU.

<sup>55</sup> In Sahab, Madaba, Jarash, Karak, Zarqa, Mafraq, Dhulail, Irbid and Alhassan Industrial City.

### **1.2.2 Skills training and Recognition of Prior Learning (RPL) are provided to allow for improved signalling of competencies and facilitate recruitment**

Under this DWCP, approximately 13,500 Syrian refugees and Jordanians in Amman, Irbid, Zarqa and Mafrq governorates will get their prior learning or newly acquired skills accredited through skills testing and certification in the construction, confectionary and garment industries. The ILO, in collaboration with the Centre of Accreditation and Quality Assurance (CAQA), the National Employment and Training (NET) company and the Jordan Construction Contractors Association, has already developed and tested the methodology for RPL on more than 8,775 workers in 12 occupations at semi-skilled and skilled levels in the construction sector. This occupational license allows Syrian workers to access work permits.

### **1.2.3 Decent job creation capacity enhanced for companies, start-ups and micro businesses through improved access to finance, enhanced business development services including developing capacities for export readiness**

At the 2016 London Conference, the EU pledged to relax its rules of origin (ROO) agreement with Jordan and facilitate trade between Jordan and EU countries in order to support the implementation of the Jordan Compact, and to help Jordan absorb large numbers of Syrian refugees into its formal labour market. So far, the ILO has supported a total of 350 firms with awareness sessions on the trade agreement, job-matching, legal advice, work permit support, transportation for workers inside camps, and identifying skills needs. The ILO has also conducted an assessment to update data on 936 companies operating in 18 special economic zones (SEZs), which are eligible to export goods under the ROO agreement. Some 200 more companies will be supported with similar services as part of this DWCP.

In July 2017, in line with the World Bank Programme for Results (P4R), the ILO introduced a public disclosure mechanism in the garment sector, which made compliance assessments of all garment companies available online.<sup>56</sup> In light of the relaxation of the EU's ROO, Better Work Jordan (BWJ) is also expanding its services to sectors exporting goods to the EU under this scheme. To this end, the BWJ assessment tools have been designed and are expected to be used for the chemicals, metal and engineering<sup>57</sup> sectors.

BWJ and the IFC will also work to improve the productivity of garment satellite units<sup>58</sup> and promote female employment in Jordan. The 18-month project seeks to enhance both productivity and working conditions through delivering technical and soft skills training to workers and supervisors. The project is active in 16 factories and will conclude its first phase in August 2018. Better Work Jordan will then use the evidence gathered to provide recommendations on how the satellite unit model can be productive and help create sustainable, decent jobs

The ILO provided 76 participants with a one-week entrepreneurship training programme including on how to generate a business idea, create a business plan and start a business. In addition to skills training, the ILO also provided selected projects with seed funds to start their own joint business

<sup>56</sup> See <https://portal.betterwork.org/transparency/compliance>.

<sup>57</sup> Household appliances.

<sup>58</sup> The 'satellite unit' -model private initiative is created public by the Government to provide job opportunities for Jordan women in rural areas. This model has served as an incentive for garment manufacturers to open production units in low-income rural areas and is providing employment to over 4,000 Jordanian women. The IFC-funded project was designed to help overcome productivity issues in the satellite units and to find evidence on whether the model can be made profitable.

venture. Some 30 out of 38 joint business ventures between Syrians and Jordanians, who benefited from technical and financial support in 2017, are still operational. Fifty more joint business ventures will be supported financially and technically under this DWCP.

The ILO is also promoting entrepreneurship education in schools. The Vocational Training Corporation (VTC) took the decision to roll out the Know About Business (KAB) programme in all vocational training centres in the Kingdom in September 2017.<sup>59</sup> During the 2016–2017 academic year, 22 vocational high school teachers were trained on KAB, bringing the total number of trained vocational school teachers in Jordan to 86 who, in turn, used KAB with approximately 845 vocational school students.<sup>60</sup> Additional evidence on the impact of KAB in schools will be generated to support its institutionalization in vocational schools, in order to foster self-employment as a potential career option for Jordanians. Additional support will also be provided to the Development and Employment Fund, as well as other business development service providers, for the provision of needs-based and affordable financial and non-financial services.

#### **1.2.4 Access to work permits for Syrian refugees is facilitated in the agriculture and construction sectors**

Construction is one of the sectors with the highest number of Syrians working informally, exacerbating labour market segmentation between the formal and informal sectors and prompting a “race to the bottom” in terms of wages and working conditions. An ILO study on work permits and employment indicated that Syrians with work permits earn more, on average, than those without work permits.<sup>61</sup> This finding was confirmed by the recent survey conducted by the Overseas Development Institute (ODI) on the impact of the UNHCR/UNICEF cash assistance programme.<sup>62</sup>

Since 2016, the Ministry has allowed agricultural workers to apply for work permits through agricultural cooperatives and local societies of farmers. The new law also permits Syrian farm labourers to move between employers and farm locations. The ILO has collaborated with 22 cooperatives to facilitate outreach to refugees, implementing information campaigns within refugee communities on work permits, rights and entitlements under the labour law. The ILO has also provided support to the local MOL directorates, allowing them to issue work permits in a timely manner to a greater number of Syrian workers.

Syrians working in the construction sector were also given permission to obtain work permits without being tied to a sponsoring employer in 2017. To facilitate this process, the GFJTU, under an agreement with the MOL<sup>63</sup> and supported by the ILO, began to issue work permits for the construction sector in three guidance and support offices in Amman, Irbid and Mafraq.

As of 3 May 2018 a total of 100,182 work permits had been issued. The ILO Programme of Support facilitated the issuance of 56 per cent of them. As part of this DWCP, the ILO will continue to support Syrian workers receiving work permits from cooperatives in the agriculture sector and the GFJTU in the construction sector. It will place a special focus on vulnerable populations, including women and

<sup>59</sup> Official letter sent out for general application of the programme in the academic year 2017–2018. Given the latest changes in the management of the Corporation, however, no follow-up was provided on whether the rollout was initiated or not.

<sup>60</sup> 539 females and 306 males.

<sup>61</sup> Work permits and employment of Syrian refugees. See: [http://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms\\_559151.pdf](http://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_559151.pdf).

<sup>62</sup> ODI (2017).

<sup>63</sup> Concluded in 2017.

persons with disabilities – who have thus far received limited access to work permits. The ILO will also work towards formalizing employment relationships, with a focus on increasing access to social protection and trade union membership. The ILO will use the lessons learnt following its response to the Syrian refugee crisis in order to address the needs of other refugees and migrant workers in similar contexts

### **1.2.5 The National Empowerment and Employment Programme is implemented successfully**

The MOL is implementing the National Empowerment and Employment Programme, which seeks to place 68,373 Jordanians in decent jobs in manufacturing, construction, agriculture, tourism, energy<sup>64</sup> and services.<sup>65</sup> Jointly with UNICEF, the ILO will continue to support the Programme Support Unit at the Ministry to improve the design and implementation of NEEP. More particularly, the ILO strategy aims to provide policy advisory services to ensure that policy is coherent and the response of the various ALMPs implemented are aligned to the country's pre-defined objectives and priorities set in its development and employment strategies. Linkages to the overall policy sphere, including the NES, help to promote ownership and make it easier to secure commitment of all concerned labour market actors to such programmes, which would otherwise remain only partial responses to the country's labour market challenges than if they had been treated as stand-alone programmes.

#### **Outcome indicators will include:**

- 1) the percentage share of jobseekers referred to companies in targeted private sectors that are recruited and remain on the job after three months (disaggregated by nationality);
- 2) the percentage share of work permits in agricultural and construction works facilitated by the ILO (gender disaggregated);
- 3) the number of private sector companies that changed their Human Resource Development practices to attract and retain Jordanians and Syrians.

### **Outcome 1.3: Increased job creation in the construction and infrastructure sectors for Syrians and Jordanians**

#### **1.3.1 Jordanians and Syrians are better prepared for construction jobs and Jordanian companies are better prepared to respond to future reconstruction needs in the region**

The ILO will continue to support technical vocational education and training (TVET) providers, particularly NET, the JCCA and the MOPW, to upgrade the competencies of workers and the capacities of companies in a number of areas, including green construction, efficient use of materials, supervisory and coordination functions. When a political solution for Syria is identified, the group of companies and workers that will have benefited from this support will be well placed to contribute to the reconstruction process. The ILO is exploring a partnership with the UN Human Settlements Programme (UN-Habitat) and the UN Educational, Scientific and Cultural Organization (UNESCO) for the design of a joint model for the urban reconstruction and recovery of Syria, Iraq and Yemen.

#### **1.3.2 Jobs for Syrians and Jordanians are created through EIIPs in the Ministry of Public Works and Housing (MPWH), the Ministry of Agriculture (MOA), the MOE and Ministry of Municipality Affairs**

The ILO will continue to support the Ministry of Public Works and Housing, the MOA and the Ministry of Municipal Affairs to improve the work intensity of their infrastructure projects, with the objective of

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<sup>64</sup> Gas stations.

<sup>65</sup> Day care.



creating decent jobs for Jordanians and Syrian refugees. The ILO will support the capacity of the line ministries and local councils to implement employment-intensive work methods.

In 2017–2018, a total of 164,905 workdays were created through the use of employment-intensive methods in building, rehabilitating and maintaining public and private assets, from which over 5,000 Syrian refugees (men and women) and Jordanians benefited.

Under this DWCP, the ILO will also seek to increase the labour intensity of the Municipal Services and Social Resilience Project for 26 municipalities, as part of a larger partnership with the World Bank and with the Ministry of Municipal Affairs. The ILO is also supporting two municipalities to promote improved environment and landscaping of public spaces including streets, public parks and playgrounds.

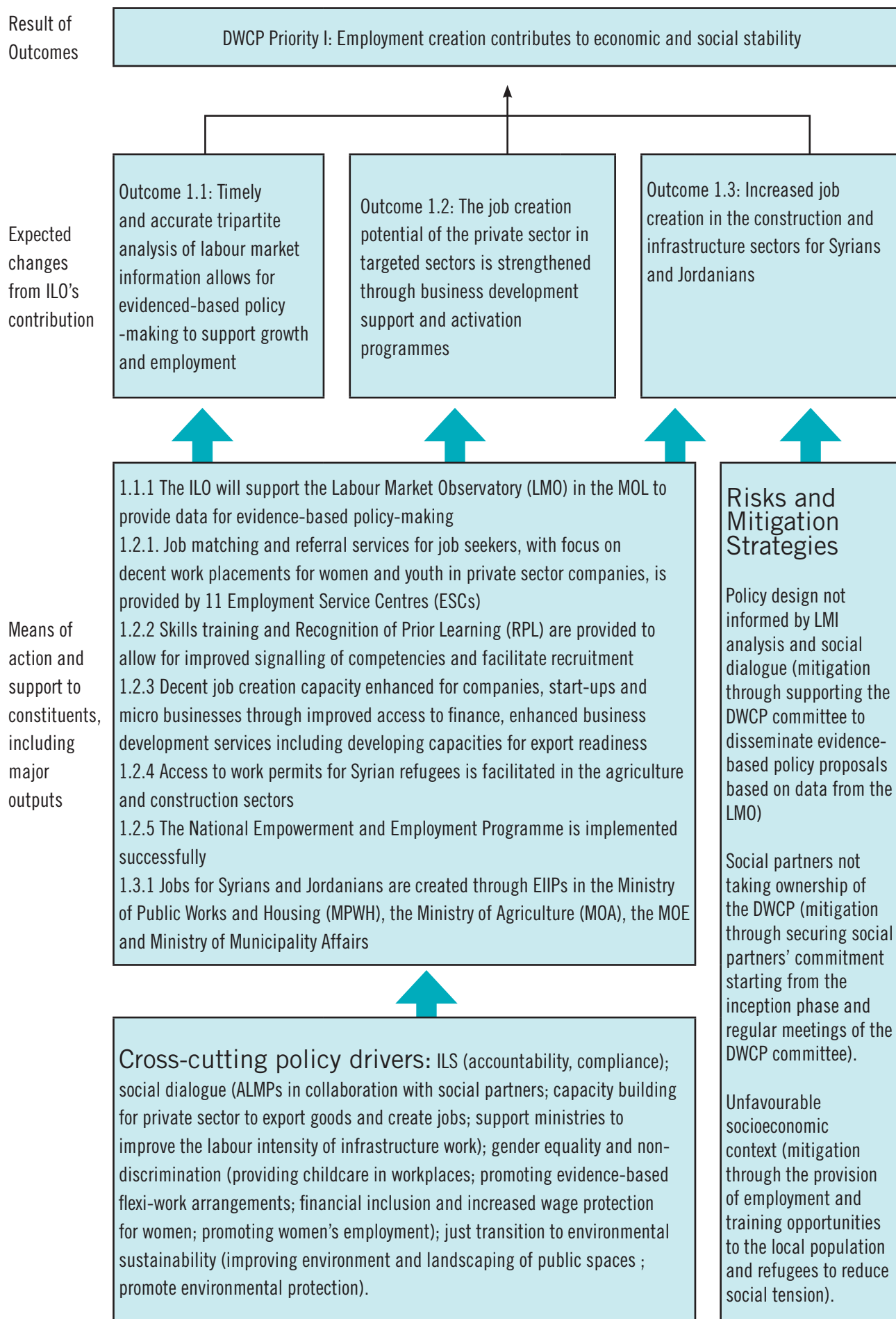
The ILO also supported the adoption of employment-intensive methods in the agriculture, forestry, and nurseries sectors in an effort to enhance agricultural productivity and promote environmental protection. Investments in the construction of water cisterns, the terracing of slopes and tree planting created immediate jobs through employment-intensive programmes in several governorates, including Madaba, Zarqa, Ma'an, Ajloun, Jarash, Karak, Albalqa and Tafila. The ILO also introduced Green Works, leading infrastructure and agricultural works at the community level that directly benefited local farmers. In this way, the ILO sought to promote environmental protection, emphasizing the protection of agricultural land, reducing forest degradation and preserving biodiversity and food security through tree planting. Under this DWCP, farmland improvement work, including the construction of water cisterns, terracing, tree planting and forestry maintenance work, will be carried out and is expected to create an additional 28,100 working days. In addition to rural roads and farmlands, a total of 30 schools will be rehabilitated, creating another 24,000 working days by December 2018.

The ILO's employment-intensive investment strategies differ from traditional cash-for-work projects in that they emphasize not merely job creation but also decent working conditions, skills training and local development. Standard operating procedures (SOPs) are being finalized based on consultations with relevant agencies, in order to ensure alignment of all cash-for-work activities in the country with the Labour Code and international labour standards.

In partnership with UNESCO, the ILO also seeks to mobilize funds to apply labour-intensive techniques to the preservation of cultural heritage sites.

**Outcome indicators will include:**

- 1) the number of workers who are employed in infrastructure and public construction programmes as a result of the EIIP (disaggregated by gender, nationality and age);
- 2) the number of worker days created in public construction programmes and infrastructure sectors (disaggregated by gender, nationality and age).



**FIGURE 1: THEORY OF CHANGE FOR PRIORITY I**



## DWCP Priority II: Decent working conditions for all create a level playing field for male and female Jordanians, refugees and migrants

One of the main priorities of the Jordan DWCP 2018–2022 is to enhance decent working conditions for all in Jordan. The ILO will support national efforts to promote FPRW and to review and revise the labour law and labour-related legislation in line with international labour standards. The ILO will also support national efforts to enhance the effectiveness and efficiency of labour inspection and occupational safety and health (OSH) services.

To improve compliance with labour standards and promote competitiveness, Better Work Jordan will be assessing workplace conditions and offering customized advisory and training services in the apparel industry, as well as the chemical, engineering and plastics sectors. The ILO will also work to support the expansion of the services of Al Hassan Workers' Centre to include psychosocial and health support. Lessons learned from the Al Hassan Workers' Centre will inform the establishment of two other workers' centres in industrial zones in Jordan, the first of which will be in Sahab.

Also, in an effort to improve working conditions, the ILO will support fair recruitment processes in accordance with the ILO General Principles and Operational Guidelines for Fair Recruitment (2016) for migrant workers admitted to Jordan and for Jordanian workers seeking to work abroad. In addition to fair recruitment, the ILO will continue to support national efforts to combat forced labour, child labour and gender discrimination in the workplace.

The ILO will further support national efforts to extend social protection coverage, including the gradual implementation of the national Social Protection Floor.

### **Outcome 2.1: Effectiveness and efficiency of labour inspection and OSH services, and their preventive role, enhanced in line with the relevant international labour standards**

#### **2.1.1 National OSH services improved and labour inspection effectiveness is enhanced based on adequate analysis and planning**

Under this DWCP, and based on the 2018 assessment of the labour inspectorate, the ILO will support tripartite efforts to continue to develop a national OSH policy and finalize the draft OSH strategy for Jordan with an implementation plan.

The ILO will support the MOL to move from a typical enforcement model to a strategic compliance model that is proactive and evidence-based. The ILO will also assist the MOL to operationalize the strategic compliance plan by prioritizing specific sectors in the initial phase, namely the plastics and chemicals industries, construction, car mechanics and the garment sector.

The ILO will also support the MOL to develop, in consultation with the social partners and relevant stakeholders, a national system for reporting work-related accidents, injuries and diseases at the national level. It will also support national efforts to update the electronic labour inspection system and other tools available for inspectors' use, including checklists, manuals and SOPs.

The ILO will continue to conduct capacity building for labour inspectors and social partners, including through training of trainers. This training will focus on modern labour inspection procedures, OSH

and relevant international labour standards,<sup>66</sup> gender equality and non-discrimination. The design and contents of capacity-building and development-training programmes will be based on a comprehensive assessment of training needs.

Throughout its work, the ILO will seek to engage a wide range of stakeholders, including social partners, non-governmental organizations and other development agencies, in an effort to establish a network to support labour inspection mechanisms.

**Outcome indicators will include:**

- 1) the availability of a national system for reporting work-related accidents, injuries and diseases;
- 2) the number of violations in sectors where the strategic compliance plan is implemented;
- 3) the production of an annual quality report in line with the requirements of the Labour Inspection Convention, 1947 (No. 81).

**Outcome 2.2: Improved working conditions for male and female Jordanians, migrants and refugees, including in Special Economic Zones through a strengthened regulatory framework and compliance with international labour standards**

**2.2.1. The national legal and regulatory framework is improved in alignment with international labour standards**

The ILO will support national efforts to review and revise the Labour Law and labour-related legislation in line with international labour standards and related comments by the ILO supervisory system regarding the situation in Jordan. To this end, the ILO will provide capacity building on international labour standards and reporting. The ILO will also facilitate tripartite dialogue and support in legal analysis.

In line with the ILO's priority to promote OSH in the workplace, the ILO will conduct a legal review regarding the conformity of national legislation with key ILO conventions on occupational health and safety,<sup>67</sup> with a view to their ratification. Bearing in mind the exclusion from the Jordanian Labour Code of domestic and agricultural workers, the situation of workers in these sectors will also be examined in light of applicable international labour standards. To this end, the ILO will review the national context and the legislative framework regarding domestic workers, with a view to their alignment with the purposes and principles of the Domestic Workers Convention, 2011 (No. 189).

The ILO will also support national efforts to further consider the legislative situation concerning trade union rights, including through the development of regulations to protect trade union representatives, as envisaged in the national Labour Law and the Workers' Representatives Convention, 1971 (No. 135), which Jordan has ratified.

Also under this DWCP, the ILO will contribute inputs and technical support for the finalization of decrees and regulations pertaining to domestic workers, the agricultural sector and migrant workers. In addition, the ILO will continue to provide technical support to the Ministry of Justice for the revision of the 2009 anti-trafficking law and for the adoption of an action plan to counter human trafficking.

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<sup>66</sup> Particularly Conventions 81, 155 and 187.

<sup>67</sup> Including Conventions 167, 155 and 187.

## **2.2.2 Working and living conditions of workers in SEZs in the garment, chemicals, plastics, and engineering sectors will be improved through compliance services and three workers' centres**

BWJ has worked to improve compliance with labour standards and promote competitiveness in Jordan's apparel industry since 2008. BWJ is currently active in 81 factories, assessing current workplace conditions and offering customized advisory and training services. The MOL and BWJ have signed a collaboration agreement that confirms a zero-tolerance policy for human rights violations in factories, including child labour, forced labour, sexual violence, physical abuse and violations of certain OSH issues and freedom of association.

The majority of participating factories (approximately 68 per cent in 2017) have active bipartite committees, ensuring that social dialogue happens at factory and sectoral levels. Compliance has continued to improve in garment factories, with a 6 per cent increase in compliance rates in 2016. Public disclosure of factory-level performance is expected to further improve compliance under this DWCP.

Through joint training sessions,<sup>68</sup> the secondment of labour inspectors<sup>69</sup> and joint factory visits,<sup>70</sup> BWJ will continue to build the capacity of labour inspectors in order for them to be able to take over BWJ's monitoring role in the garment sector. BWJ will continue to provide training of trainers' sessions to representatives from employers and workers' organisations on OSH, workplace cooperation, cross-cultural communication, Human Resources Management Systems, supervisory skills training and management.

Mandatory participation of factories exporting to the EU under the Relaxed Rules of Origin<sup>71</sup> will allow BWJ to strengthen social dialogue at the company level, and monitor labour conditions. BWJ has completed a Compliance Assessment Tool for non-garment factories in November 2017. Under this DWCP, BWJ will expand to three sectors, namely the chemicals, engineering and plastics sectors. Providing social, health and empowerment opportunities for migrant workers employed in the largest garment export zone, Al Hassan Workers' Centre serves over 1,000 workers per week, offering them recreational facilities, skills training, access to legal aid and health support. The centre, developed in February 2014 with support from the ILO, has a tripartite governance structure that allows migrant workers to exercise their collective voice in the closed environment of the industrial zone, in a country where their rights to freedom of association and collective bargaining are limited. Under this DWCP, the ILO will support the centre to expand its services, particularly psychosocial and health support services. The ILO will also seek to establish two other workers' centres in industrial zones in Jordan, the first of which will be in Sahab.

## **2.2.3 Fair recruitment processes, in accordance with the ILO General Principles and Operational Guidelines for Fair Recruitment (2016), are established for migrant workers admitted to Jordan and for Jordanian workers seeking to work abroad**

In addition to the unified contract adopted with BWJ support for all workers in the garment sector, the Jordanian and Nepalese governments signed a bilateral agreement in October 2017 for a fair

<sup>68</sup> Thirty labour inspectors were trained on BWJ's compliance assessment tool and assessment guidelines in November 2017. Same group trained on sexual harassment prevention and human trafficking issues in November 2017. BWJ trained 63 Inspectors on management systems in March 2017, and 73 inspectors on modern inspection procedures in 2017.

<sup>69</sup> Three labour inspectors are currently seconded to BWJ.

<sup>70</sup> Seventeen BWJ–MOL joint factory visits with 19 labour inspectors in 2017.

<sup>71</sup> Although the roles of BWJ and the ILO in monitoring labour has been indicated or mentioned in several documents.

recruitment corridor between both countries. The establishment of this corridor was an important milestone in the prevention of abusive recruitment practices of migrant workers from Nepal. In June 2018, trade unions in Nepal and Jordan also signed a memorandum of understanding (MOU) concerning the rights and services available to Nepalese garment workers in Jordan.

An initial impact assessment<sup>72</sup> of the Nepal-Jordan recruitment corridor, conducted in partnership with Tufts University, confirms the positive impact of the approach and its benefits for both workers and employers. Under this DWCP, the ILO will seek to expand the pool of vetted Nepalese recruitment agencies that do not charge fees to migrants, so that factories in Jordan have access to a wider network of labour recruiters.

In line with the ILO General Principles and Operational Guidelines for Fair Recruitment, BWJ will also introduce into its core service delivery a zero-fee policy, mandating that workers should not pay recruitment fees in garment factories, from January 2019.<sup>73</sup> BWJ will support factories to achieve compliance before the non-payment of fees is implemented in factory assessments.

#### **2.2.4 Measures are adopted to redress employer-worker relationships that impede workers' freedom of movement, their right to terminate employment or change employers**

Under this DWCP, the ILO will provide technical support to the Government of Jordan and social partners to reduce the dependency of migrant workers on their employers/sponsors. The dependency of migrant workers impedes their freedom of movement, rendering them more vulnerable to exploitation and abuse, including forced labour.

For domestic workers, the ILO will conduct a gap analysis of the Jordanian legal framework and international labour standards. The ILO will also undertake research to document employers' attitudes towards domestic workers, as well as support a campaign for the promotion of the rights of domestic workers.

#### **2.2.5 The National Framework on Child Labour is piloted in targeted municipalities, with integrated protection, education and livelihoods services**

The Government is currently revising the NFCL 2011–2016. As part of the NFCL, a child labour monitoring system that brings together the MOL, the MOSD and the MOE has been developed for the effective identification and referral of child labour cases. The CLMS, which is hosted by the MOL, provides a centralized child labour database (CLDB) to support the monitoring of child labour cases. The MOSD and the MOL have also established dedicated Child Labour Units in each ministry dedicated to child labour issues. A new updated version of the E-CLMS is currently being piloted and will be launched with the new NFCL.

Under this DWCP, the ILO will support the implementation of the CLMS. The ILO will work to ensure that a direct intervention model for the withdrawal and rehabilitation of working children is piloted, documented and replicated in four governorates where child labour is prominent. The ILO will also continue to raise awareness on the hazards of child labour and its consequences within families and communities, schools and workplaces.

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<sup>72</sup> Commenced in 2017.

<sup>73</sup> At present, a factory is found compliant if workers do not pay recruitment fees exceeding US\$300.

**Outcome indicators will include:**

- 1) strategic measures taken by the Government to improve workplace compliance in SEZs;
- 2) the adoption of a new regulation on domestic workers, in accordance with the ILO General Principles and Operational Guidelines for Fair Recruitment (2016), to be implemented and enforced efficiently;
- 3) the piloting of the National Framework on Child Labour in targeted municipalities, which will generate lessons learned for scaling up to the national level.

**Outcome 2.3: Sustainable and adequate social protection coverage is extended for all in need and contributes to formalizing the informal economy****2.3.1 A policy for the gradual implementation of the national Social Protection Floor adopted by tripartite stakeholders to extend social security coverage to all groups of society**

Under this DWCP, the ILO will support the development of a strategy for the implementation of the SPF. It will also pilot one SPF benefit in one of the poorest governorates with special emphasis on the needs of host communities. In addition to the SPF, the ILO will continue to support the development of a National Social Protection and Poverty Reduction Strategy for Jordan (NSSPR), based on ILO's SPF recommendations.

**2.3.2 Social security coverage is extended under the umbrella of the SSC, ensuring sustainable and adequate benefits (based on actuarial valuations), following increased awareness of workers and employers, e-based administration and strengthened social security policies**

To ensure sustainable and adequate pensions and other social security benefits, the SSC and the ILO concluded a Funds-in-Trust project, under which the ILO carried out the 9th Actuarial Valuation of the pension schemes administered by the SSC, and assessed the old-age, invalidity, and survivors' pensions, maternity and unemployment insurance benefits, and work injury benefits for private sector workers in light of international standards and best practices. The actuarial review also provided cost assessments for various reform options.

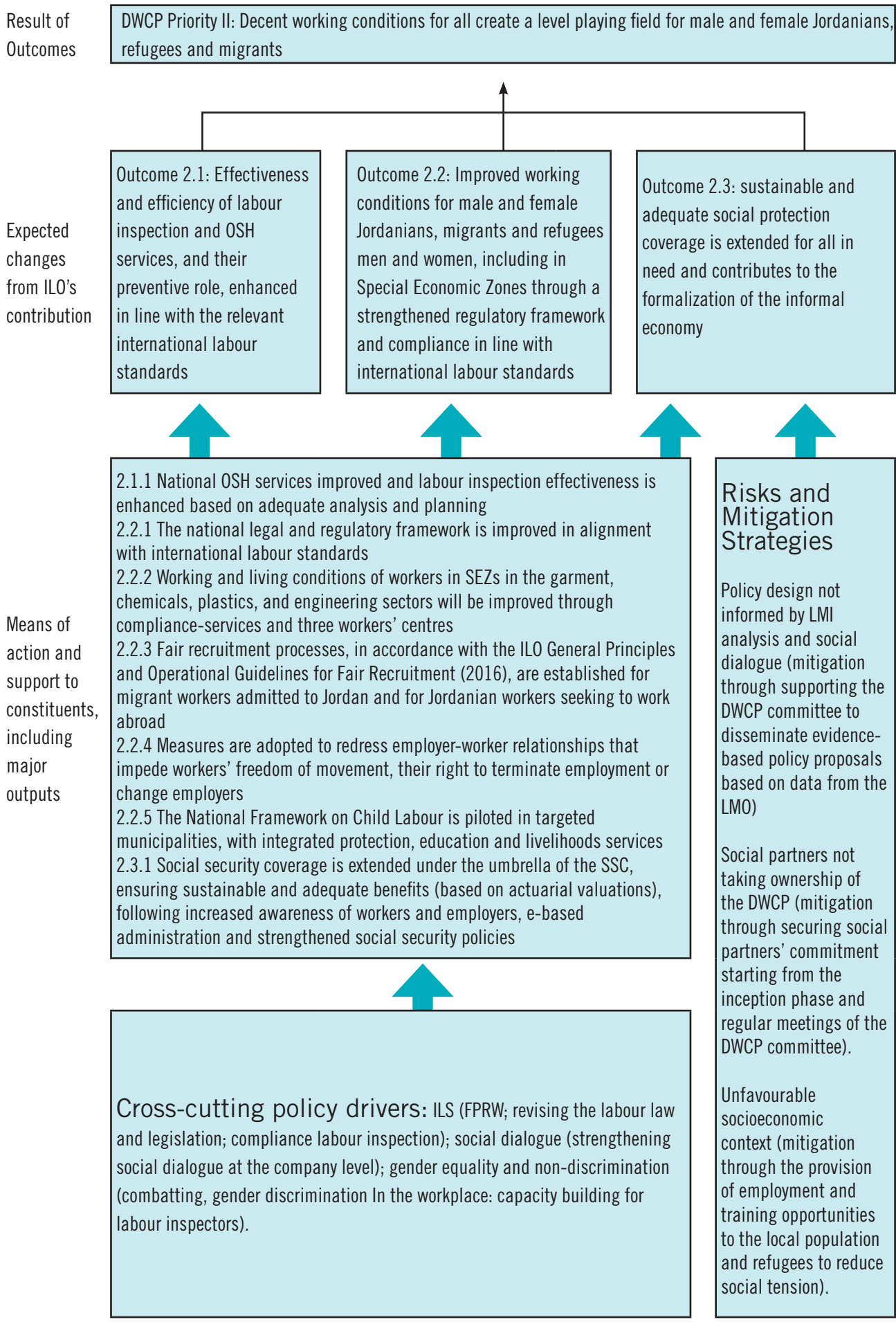
Under this DWCP, the ILO will strengthen the capacities of SSC staff to implement the various reforms and report annually on the implementation of Convention No.102.<sup>74</sup> The ILO will also conduct a feasibility study to assess the legal, policy, actuarial and administrative implications of extending social security coverage to refugees, as well as workers in the agriculture and domestic sectors. To inform this process, the ILO will produce an actuarial valuation and a legal revision of the unemployment insurance scheme, a part of the Social Security Law No. (1) of 2014, to include a defined benefit unemployment insurance scheme.<sup>75</sup>

**Outcome indicators will include:**

- 1) the piloting of a new benefit, documented and replicable;
- 2) the change in percentage share of women, men and children receiving social security benefits.

<sup>74</sup> The ILO prepared guidelines for the SSC to report on the implementation of Convention No.102, which enabled the Government to successfully submit its annual report on the implementation of the Convention in December 2017 to the ILO.

<sup>75</sup> This will be based on tripartite stakeholder consultations in line with international standards and best practices.



**FIGURE 2: THEORY OF CHANGE FOR PRIORITY II**



Social dialogue and collaboration with the social partners to promote Decent Work in Jordan is a central pillar of the 2018–2022 Jordan DWCP. To this end, the ILO will work to strengthen the contribution of social partners to relevant tripartite forums, including the social security board, the planned high-level Jordan National Employment-Technical and Vocational Education and Training (E-TVET) Council and sector skills bodies. The ILO will work to enhance the capacities of social partners to clearly articulate their positions on Decent Work so as to inform national legislation and policy-making in line with international labour standards. In addition to policy support, the ILO will support the JCI and the GFJTU to enhance services to their members in the area of employability and rights at work. The ILO will also support social partners to combat discrimination in the workplace through social dialogue. Last, but not least, the ILO will support collective bargaining, sectoral negotiations and the conclusion of sectoral agreements as per Convention No. 98.

### **Outcome 3.1: Improved contribution of the social partners to the social security board, the Council for TVET and sector skills bodies**

#### **3.1.1 Enhanced contribution of social partners to policy-making processes with evidence-based recommendations**

The Government has established tripartite bodies<sup>76</sup> that are mandated to lead on social dialogue in specific areas of work. Under this DWCP, the ILO will work to strengthen the participation of social partners in existing and planned tripartite bodies, with a particular focus on the social security board, the high-level TVET Council and sector skills councils.

The ILO will support tripartite efforts to reform the labour law in line with international labour standards, by developing the capacities of social partners to analyse the labour code and present their own recommendations.

A tripartite SPF advisory board was established in 2012 under the patronage of H.E. the Prime Minister of Jordan. The Advisory Board is comprised of government entities, including the MOL, the Ministry of Planning, the Ministry of Finance, the MOSD and the SSC. It also includes employers' and workers' organizations and UN agencies, including the ILO, UNICEF, the World Health Organization, UNDP, UNWOMEN and the World Food Programme. In this DWCP, the ILO will strengthen the capacities of members of the SPF advisory board, particularly social partners, so that they can make informed policy decisions regarding the rollout of the SPF in Jordan.

Under this DWCP, the ILO will also support social partners' active participation in the TVET governance and reform process at the national and sectoral levels in order to enhance the market relevance of TVET programmes. The ILO will contribute to a national model for sector skills governance, based on consultations with constituents and in line with best practices. In addition to TVET, the ILO will

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<sup>76</sup> Tripartite bodies include the Economic and Social Council, a consultative tripartite-plus institution, and facilitates dialogue on economic and social policies, the National Social Security Board, the High Council for Human Resource Development, and the E-TVET Council that oversees the implementation of training activities for semi-skilled, skilled and technical level occupations. The 2010 Labour Code amendments also introduced several tripartite bodies, including the Tripartite Labour Committee, which has authority to fix the minimum wage and address issues related to labour legislation. In addition to the Tripartite Labour Committee, the Labour Code also established a Commission for the Extension of Collective Agreements, committees for occupational health and safety (applicable for enterprises with 50 workers or more), a committee for national dispute settlement, which addresses collective disputes at the central level, as well as a DWCP Tripartite National Committee, mandated to monitor and steer the DWCP. More recently, national SDG committees (tripartite plus) were also established.

support the active participation of social partners in the final consultations and adoption of the National Apprenticeship Framework. The ILO will also build the capacity of employer-led sector skills bodies for those priority industrial sectors identified by the JCI. These sectoral bodies will help identify the skills in demand in the labour market. Furthermore, they will promote the placement of students in apprenticeships, support curricula design and assessment in line with occupational standards, and contribute to the evaluation of TVET centres.

**Outcome indicators will include:**

- 1) the number of recommendations developed by social partners on reforming the Labour Law in accordance with international labour standards, and adopted by the Government;
- 2) the number of studies on skills anticipation by tripartite sector skills bodies that lead to changes in competency standards and curricula;
- 3) the number of position papers on Decent Work developed by social partners and promoted to policy-makers.

**Outcome 3.2: Improved services provided by social partners to their members**

**3.2.1 Improved services provided by social partners related to employability and rights at work**

In this DWCP, the ILO will support social partners to enhance their services to members in the area of employability and rights at work. The ILO will continue its support to the JCI to provide quality services to its members to facilitate exports and job creation in the manufacturing sector. It will also continue its support to the GFJTU to facilitate workers' access to work permits in the construction sector. In the garment sector, the ILO will work to enhance the capacities of trade union representatives – especially female union representatives – in monitoring OSH, promoting workplace cooperation, cross-cultural communication and preventing sexual harassment in the workplace.

**Outcome indicators will include:**

- 1) the number of Jordanian and migrant members of the GFJTU in the construction and garment sectors joining as a result of improved services provided;
- 2) the number of companies exporting goods to the EU under the ROO agreement, following the support provided by JCI.

**Outcome 3.3: Enhanced engagement of social partners to promote Decent Work in the workplace through social dialogue**

**3.3.1 Collective bargaining agreements negotiated in the construction and agro-food industries**

In this DWCP, the ILO will support the negotiation of new CBAs in the agro-food and construction sectors, which were prioritized by social partners and selected by NEEP as potential sectors for job creation. These are also sectors that employ a high share of migrant workers and refugees. CBAs will help secure respect for FPRW, regulating working hours, OSH in the workplace and dispute-settlement procedures at both the enterprise and sectoral levels.



### **3.3.2 Tripartite and civil society partners have enhanced advocacy capacity to combat discrimination of migrant workers in the workplace**

Migrant workers in Jordan continue to face discrimination in the workplace with respect to their rights at work, as well as wages. The GFJTU bylaws do not permit migrants to vote in elections nor become full members. In the next phase, the ILO will support the GFJTU to amend its bylaws to allow migrants to vote and become full members. Amending the internal bylaws of the GFJTU will be the first step towards providing migrant workers with union representation, in line with international labour standards. This will allow migrant workers to lobby for equal rights and non-discrimination in the workplace, including on wage discrimination.

### **3.3.3 Social partners ensure that the private education sector CBA for pay equity is implemented in full**

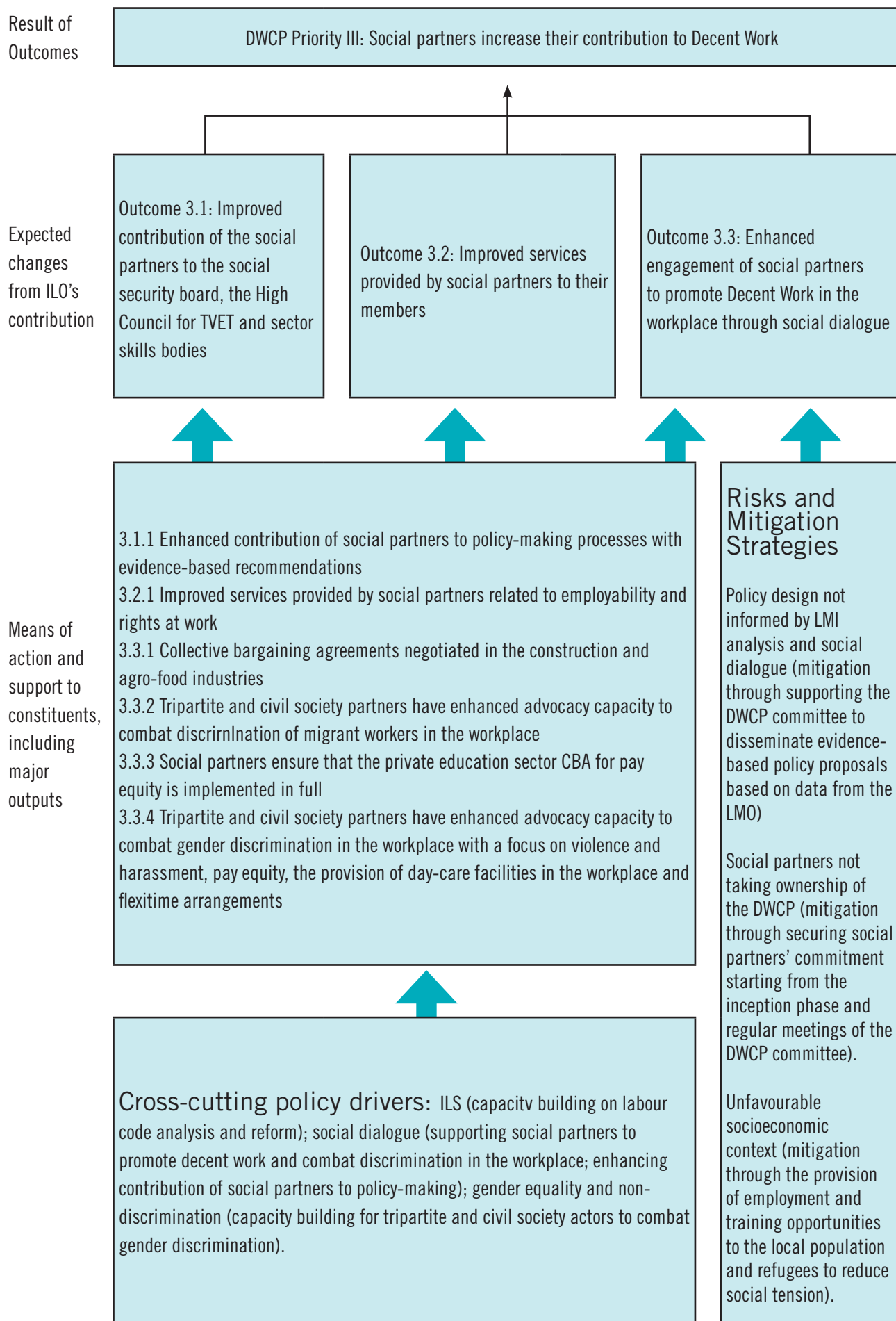
In this DWCP, the ILO will support the full implementation of the CBA in the private education sector through grassroots advocacy efforts involving social partners. The ILO will also link with the MOE in order to ensure that the Regulations of Private Schools reflect the new rights introduced in the CBA, including payment of salaries to private school teachers by bank transfer. The ILO will also continue to support the National Committee on Pay Equity (NCPE), and the “Stand Up with the Teacher” campaign and the complaint mechanisms it established – totalling 314 complaints for breaches of the agreed CBA.

### **3.3.4 Tripartite and civil society partners have enhanced advocacy capacity to combat gender discrimination in the workplace with a focus on violence and harassment, pay equity, the provision of day-care facilities in the workplace and flexitime arrangements**

In this DWCP, the ILO will support the advocacy efforts of tripartite and civil society partners to combat gender discrimination. Advocacy efforts will prioritize violence and harassment, pay equity and the provision of day-care facilities in the workplace. The ILO will also support tripartite efforts to raise awareness around flexitime arrangements in the workplace, which will help working women and men reconcile work and family responsibilities.

#### **Outcome indicators will include:**

- 1) the number of CBAs negotiated by social partners and endorsed by policy-makers;
- 2) the design of an action plan for the implementation of the CBA in the education sector by social partners;
- 3) the percentage of private schools paying salaries via bank transfer.



**FIGURE 3: THEORY OF CHANGE FOR PRIORITY III**

The DWCP will be managed through the Amman Office under the leadership of the ILO Country Coordinator, and with the support of the Regional Office for Arab States and technical units at headquarters in Geneva. The Amman Office will support the national tripartite steering committee, which will meet on a monthly basis (building on the recommendations of the DWCP review, to monitor and oversee implementation of the DWCP. The committee will be comprised of officials from the MOL, representatives from employers' and workers' organizations and the ILO. The terms of reference for this tripartite committee will be revised and set out the governance structure for the DWCP and its mechanisms. The Committee will validate the DWCP implementation plan and monitor its progress, providing technical, monitoring and evaluation (M&E) and policy support, as required. The DWCP results framework will allow for regular monitoring against anticipated results. At the end of the programme period, the ILO will conduct an external evaluation of the DWCP to be managed by the ROAS M&E officer.

## Assumptions and risk analysis

The following risk assessment matrix includes a risk assessment description at the level of the outcomes and a strategy to mitigate these risks.

Key assumptions	Likelihood (High/ Medium/ Low)	Importance (High/ Medium/ Low)	Risk level (Red/ Yellow/ Green)	Mitigation strategies
<b>Sustainability assumptions</b>				
Recommendations coming out of LMI analysis and social dialogue will inform policy design	M	H	●	The ILO will support the DWCP Tripartite Committee to disseminate evidence-based policy proposals based on data from the Labour Market Observatory.
Social partners take ownership of the DWCP	M	H	●	The ILO has secured a commitment from the social partners starting from the inception phase of the DWCP. Furthermore, a DWCP Tripartite Committee will meet on a monthly basis to discuss DWCP achievements, challenges and future directions.
<b>Development assumptions</b>				
Favourable socioeconomic context including agreement on a new social contract called for by His Majesty King Abdullah II	L	H	●	Risks will be monitored regularly by projects in relevant working areas and at the national level. The DWCP, through the provision of employment and training opportunities to the local population and refugees, is also expected to help reduce the risk of social tension between these groups.
<b>Implementation assumptions</b>				
Funding is available	H	H	●	The DWCP Tripartite Committee will take part in resource mobilization efforts for the DWCP. The ILO will provide RM support including through its offices in Amman and Beirut.
The political will of the tripartite partners to support the DWCP, including through allocating financial and human resources to support DWCP outcomes, will be sustained	M	H	●	The ILO will maintain strong coordination linkages with government authorities, specifically with the MOL and other line ministries, as well as with social partners.

## Funding plan

ILO regular budget and extra-budgetary resources will be used to finance the implementation of the DWCP, as per the established DWCP priorities. To achieve DW outcomes, the ILO will deliver technical cooperation projects, advisory missions, and seminars for disseminating information and capacity building. ILO resource mobilization efforts in Jordan will seek to expand the DC resources available to finance the priorities identified in the DWCP. The Government and the social partners will actively participate in the DWCP Tripartite Committee, providing advisory and logistical support for the successful implementation of the Country Programme. They will also support ILO RM efforts.

## Advocacy and communication plan

The ILO will work to strengthen the visibility of its work of the ILO and the tripartite constituents and to support the achievement of the DWCP outcomes by informing audiences, engaging them and moving them to action. Communication about the Jordan DWCP will refer systematically to the 2030 Agenda for Sustainable Development and, where relevant, the ILO Future of Work Centenary Initiative.<sup>77</sup> The ILO will seek to support these areas of work and their related advocacy, while continuing to promote cross-cutting issues, including gender equality.

In supporting the DWCP strategic priorities, the ILO will:

- a) provide strategic leadership for all communication matters concerning the DWCP and its implementation;
- b) enhance news outreach to key audiences;
- c) improve web and social media presence and impact;
- d) strengthen advocacy on priority outcomes within the DWCP;
- e) support the preparation and promotion of reports and publications;
- f) enable the effective communication between the ILO and constituents to support achieving DWCP outcomes;
- g) build the communication capacity of ILO and tripartite colleagues through training and access to online guidelines and tutorials;
- h) measure success using the key performance indicators in the ILO Global Communications Plan.

Advocacy efforts will target constituents, parliamentarians, donors, media, the general public, civil society organizations, the private sector and the academic and research community. Advocacy efforts will particularly target:

- **Constituents.** The ILO will reach out to constituents through targeted communication channels, including through quarterly newsletters and social media. This will ensure ILO constituents are equipped with communication and advocacy materials to promote the DWCP and disseminate materials relating to the DWCP outcomes through their channels to their audiences.
- **Development partners.** The ILO will continue to raise visibility for the impact and results of DWCP projects and programmes across Jordan. Multimedia content will be used to tell the story of our beneficiaries and how the Decent Work Agenda approach to development benefits the world of work.

<sup>77</sup> The ILO Centenary Initiative explores and examines the future of work in order to gain a better understanding of the drivers of current unprecedented changes, such as technological innovation, the changes in the organization of work and production, globalization, climate change, the regulatory environment, and demographic and migration shifts.

- **The general public.** Through the mass media, social media, and via the public website, communication will bring the DWCP into people's daily lives and show how it is instrumental in shaping a future with social justice for Jordan.
- **Journalists.** ILO ROAS and the ILO Country Office in Jordan will promote media coverage of DWCP activities, research and achieved outcomes.
- **The multilateral system.** The ILO will continue to work to ensure that DWCP visibility is enhanced within the multilateral system seeking to raise the profile of partnership initiatives in the context of the SDGs and the 2030 Agenda.

For its advocacy efforts, the ILO will utilize several communications channels, including the ILO ROAS and global websites, newsletters, printed materials (publications, brochures and factsheets) and social media, using a variety of media materials.

In its communications, the ILO will emphasize key advocacy messages. In all its promotional materials, the ILO will work to ensure the visibility of women, highlighting the vital role that women play as economic actors. The ILO will also emphasize the importance of partnerships to address Jordan's particular labour market challenges, implement the SDGs and achieve Decent Work for all. The ILO will emphasize the need to address the decent work needs of the national population, alongside those of Syrian refugees. The ILO will also emphasize the need to tackle long-term decent work deficits, together with immediate challenges.

The ILO will highlight the role of good labour market governance in promoting inclusive and sustainable development in Jordan. The ILO will advocate for the adoption and implementation of international labour standards, as per the [Bali Declaration of 2016](#). The ILO will also publicize the implementation of DWCP outcomes relating to action against the worst forms of child labour and the promotion of jobs and skills for youth.

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## Appendix I: Jordan's ratification of core ILO Conventions

Fundamental principles and rights at work	No.	Convention	Ratified	Year
<b>The right to freedom of association and collective bargaining</b>	C. 087	Freedom of Association and Protection of the Right to Organise	No	
	C. 098	Right to Organise and Collective Bargaining	✓	1968
<b>Forced labour</b>	C. 029	Forced Labour	✓	1966
	C. 105	Abolition of Forced Labour	✓	1958
<b>Child labour</b>	C. 138	Minimum Age	✓	1998
	C. 182	Worst Forms of Child Labour	✓	2000
<b>Discrimination</b>	C. 100	Equal Remuneration	✓	1966
	C. 111	Discrimination (Employment and Occupation)	✓	1963



## Appendix II: Jordan's ratification of all ILO Conventions

No.	Title	Ratification date
<b>C. 029</b>	Forced Labour Convention, 1930	6 June 1966
<b>C. 081</b>	Labour Inspection Convention, 1947	27 March 1969
<b>C. 098</b>	Right to Organise and Collective Bargaining Convention, 1949	12 December 1968
<b>C. 100</b>	Equal Remuneration Convention, 1951	22 September 1966
<b>C. 102</b>	Social Security (Minimum Standards) Convention, 1952	12 February 2014
<b>C. 105</b>	Abolition of Forced Labour Convention, 1957	31 March 1958
<b>C. 106</b>	Weekly Rest (Commerce and Offices) Convention, 1957	33 July 1963
<b>C. 111</b>	Discrimination (Employment and Occupation) Convention, 1958	4 July 1963
<b>C. 116</b>	Final Articles Revision, 1961	4 July 1963
<b>C. 117</b>	Social Policy (Basic Aims and Standards) Convention, 1962	7 March 1963
<b>C. 118</b>	Equality of Treatment (Social Security) Convention, 1962	7 March 1963
<b>C. 119</b>	Guarding of Machinery Convention, 1963	4 May 1964
<b>C. 120</b>	Hygiene (Commerce and Offices) Convention, 1964	11 March 1965
<b>C. 122</b>	Employment Policy Convention, 1964	10 March 1966
<b>C. 124</b>	Medical Examination of Young Persons (Underground Work), 1965	6 June 1966
<b>C. 135</b>	Workers' Representatives 1971	23 July 1979
<b>C. 138</b>	Minimum Age Convention, 1973	23 March 1998
<b>C. 142</b>	Human Resources Development Convention, 1975	23 July 1979
<b>C. 144</b>	Tripartite Consultation (International Labour Standards) Convention, 1976	5 August 2003
<b>C. 147</b>	Merchant Shipping (Minimum Standards) Convention, 1976	1 April 2004 automatic denunciation on April 2017 by Maritime Labour Convention, 2006
<b>C. 150</b>	Labour Administration Convention, 1978	10 July 2003
<b>C. 159</b>	Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983	13 May 2003
<b>C. 182</b>	Worst Forms of Child Labour Convention, 1999	20 April 2000
<b>C. 185</b>	Seafarers' Identity Docu Convention (Revised), 2003	9 August 2004
<b>C. 123</b>	Minimum Age (Underground Work) Convention, 1965	6 June 1966 automatic denunciation on 23 March 1999 due to ratification of C. 138
<b>MLC</b>	Maritime Labour Convention, 2006 (MLC, 2006)	27 April 2016



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