



International
Labour
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A construction worker wearing a pink cap, a light blue long-sleeved shirt, camouflage pants, and white rubber boots is operating a large, manual concrete mixer. The mixer is a large, cylindrical metal drum mounted on a frame with wheels. The worker is standing to the right of the mixer, holding a large metal wheel to operate it. The background shows a construction site with several tall, vertical concrete pillars under construction, each with rebar protruding from the top. The ground is dry and dusty, and the sky is clear and blue.

**Employment Intensive Infrastructure
Investment and Environmental Protection**
Irbid and Mafraq, Jordan
Concept note

INTERNATIONAL LABOUR ORGANIZATION

CONCEPT NOTE

Title:	Employment-intensive Infrastructure Investment and Environmental Protection
Country:	Jordan, Governorates of Irbid and Mafraq
ILO Office:	ILO Amman Team, Regional Office for Arab States, Beirut/Lebanon
Implementing: Partners:	Ministries of: Interior; Public Works; Labour; Agriculture Governorates of Irbid and Mafraq
Time-frame:	Three years
Budget:	USD 8.1 million

Note (March 2015): This is a preliminary concept note for a proposed intervention in Irbid and Mafraq. It builds on the work the ILO is currently carrying out in the two governorates, in close collaboration with Jordanian counterparts. The proposal is in line with the Jordan Response Plan. Further work is required to scope the precise intervention, to finalize institutional arrangements, and to secure funding and formal Government of Jordan approval.

Subject to interest from development partners to engage with the ILO on this concept note, a full Programme Document will be developed. This will take into account the experience gained from the pilot projects currently being implemented.

1 Background

The ILO's current work is focused on the northern governorates and applies a value chain and local economic development approach. This work is making good progress and a specific small-scale employment-intensive infrastructure programme (EIIP) is currently being added to respond to the priority given to immediate job creation. This will involve small-scale contractors and focus on community-level infrastructure works using local resource-based technology and aims to –

- showcase the ILO's capabilities in relation to employment-intensive investment programmes (EIIP) by implementing local resource-based infrastructure projects in Irbid and Mafraq
- engage with national and local government agencies and build a relationship based on EIIP works by familiarizing government staff and creating a platform for expansion
- engage with local contractors to familiarize them with EIIP interventions and their roles and responsibilities, with a view to creating willingness to expand
- demonstrate the short-term benefits of EIIP by injecting cash into host communities by paying people wages for work done, and creating demand from host communities for such infrastructure projects
- include, where possible and feasible, social protection mechanisms, environmental safeguard issues and other ILO policy-related subjects.

The ILO is currently seeking funding to drastically scale up these interventions. The programme will make a significant contribution to mitigate the adverse impact of the Syrian refugee crisis on the livelihoods of vulnerable people in the most affected governorates, namely Mafraq and Irbid in Northern Jordan. The programme builds on the on-going work of the ILO in the Governorates, where existing structures and partnerships will be used to massively scale-up the response to reach significant numbers of beneficiaries. The programme will create immediate job opportunities for vulnerable groups as well as medium term economic and employment opportunities through employment-intensive and local resource-based infrastructure development.

2 Background and Justification

2.1 Problem Analysis

According to UNHCR, Jordan currently hosts nearly 624,000 Syrian refugees (March 2015), of whom more than 500,000 live in Jordanian communities outside camps. The Syrian refugee population in Jordan is equivalent to about 10 per cent of the total population in Jordan, and puts heavy pressure on the Jordanian society, natural resources and economy, including the labour market. A number of studies¹ have revealed the weight of the impact that Syrian refugees have on the Jordanian labour market, and there are strong concerns about the effects on wage levels, working conditions, child labour, increased labour market informalization and other aspects of the labour market related to

¹ These include the preliminary study of impacts on the labour market conducted by ILO (ILO 2014), the joint needs assessment review of the impact of the Syrian crisis on Jordan conducted by the Government of Jordan in collaboration with UNDP and HCSP in November 2013 (UNDP/HCSP 2013), and the still unpublished ILO/FAFO/DOS assessment "Implications of the Influx of Syrian Refugees on the Jordanian Labour Market".

Jordanians, Syrians and other immigrant workers. This is of particular concern in the northern governorates, where the share of Syrian refugees and the pressure on the labour market are highest. Development partners are supporting Jordan in tackling the challenges, structured under the Jordan Response Plan. The ILO is co-chairing the food security and livelihoods task force, which seeks to address labour market challenges, such as high unemployment (especially for women and youth), increasing informalisation, child labour and other decent work deficits.

A recently completed ILO labour market study led to a number of findings that urgently need to be addressed to mitigate the impact of the Syrian crisis on vulnerable communities. Of the surveyed group about 50% Jordanians and 99% of Syrians are working in the informal economy. De facto, this means that the labour market for large parts is completely outside the scope of any form of governance. In turn, this leads to negative impacts, such as sub-standard wages, poor working conditions and exploitative practices, including child labour. At the same time, the competition for jobs has led to social tension, which exacerbates the challenge of handling the continuous flows of refugees from Syria.

Current unemployment rates are the highest among youth, and among the lowest educated and poorest segments of the population. At present, more than 40 percent of employed Syrians outside camps in Amman, Irbid and Mafraq work in the construction industry.

Although informally employed Jordanian workers face many of the same challenges as informally employed Syrian workers, findings show that Syrian workers are generally being paid less, have to work more, and have poorer contracts compared to Jordanians in the same sector. A likely explanation of this situation is that Syrian refugees are willing to work for lower wages than Jordanians, which is also underscored by the survey finding of a widespread agreement among both Jordanians and Syrians that Syrian workers are willing to accept jobs and wages that Jordanians would not accept. A second important issue here is that the legal minimum wage for Jordanians is 190 JD a month, whereas for foreign workers this is 150 JD.

Given the constraints in the Northern Governorates, local partners wish to have their capacity and resources strengthened to handle the challenge that is likely to be protracted over the next years and better address the needs of crisis-affected communities and to make them more resilient to the crisis, should this continue. This pertains especially to vulnerable groups, including the high amount of unemployed youth (up to 30 percent in some areas) and women that are economically marginalized. As already identified through the on-going project, opportunities exist - for example in the field of agro-business, where ILO is already active. Also in solid waste management, a win-win situation may be created with job creation while simultaneously tackling the immense challenge of waste handling - but local stakeholders need assistance to realize these opportunities.

3 ILO Comparative Advantage and Contribution to JRP

3.1 ILO Mandate and Capacity

The ILO is the United Nations Specialised Agency with a mandate to promote rights at work and encourage decent employment opportunities. Globally it has worked in employment and livelihoods creation for many years, including in crisis and post-crisis contexts. For instance, the ILO supported substantial immediate job creation through an employment-intensive investment programme (EIIP)

in Timor-Leste. In Afghanistan, the National Emergency Employment Programme created jobs as a tangible peace dividend through labour intensive and infrastructure investment. In Nepal, the ILO's EIIP programme created 12,500 jobs for youth, and assisted 2,000 conflict-affected women with livelihoods support.

Most recently, in February 2015, the ILO launched five flagship programmes within the framework of its Development Cooperation Strategy 2015-2017, one of which is entitled: Jobs for Peace and Resilience. Under this programme, the ILO will apply its tested approaches in employment-intensive investment strategies to contribute to stability and resilience in crisis situations.

Since joining the ILO in 1956, Jordan has ratified 24 Conventions including seven out of eight fundamental Conventions. As the only tripartite UN agency, the ILO works with government (Ministry of Labour being the line Ministry) as well as with the private sector (represented by the Jordanian Chamber of Industry and the Jordanian Chamber of Commerce) and with workers' representatives (represented by the Jordanian Confederation of Trade Unions). With this constituency in Jordan, the ILO is able to bring together the key national stakeholders on labour market governance and employment policy.

The ILO's work in Jordan has been governed by the Jordan Decent Work Country Programme (DWCP) 2012-15 *"to support national initiatives aimed at reducing decent work deficits and strengthening national capacity to mainstream decent work in social and economic policies"*.

3.2 Fit with Jordan Response Plan

The ILO's three priorities in Jordan are:

- To expand decent work opportunities for young Jordanian men and women through the promotion of better working conditions, non-discrimination and equal rights at work.
- 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.
- To enhance employment opportunities with a focus on youth employment.

This provided a good basis for ILO to engage in the Jordan Response Plan. Under the leadership of the Ministry of Planning and International Cooperation, the Jordan Response Platform for the Syria Crisis constitutes the strategic partnership mechanism for the development of a comprehensive refugee, resilience-strengthening and development response to the impact of the Syria crisis on Jordan. The current overarching framework is the Jordan Response Plan 2015 (JRP). Among the priority areas of the JRP 2015 that the ILO programme will most directly support are:

- Rapidly expand employment and livelihood opportunities, and strengthen the coping capacities of vulnerable Jordanians who have been impacted by the crisis.
- Restore and reinforce municipal services and infrastructure degraded as a result of the sharp demand increases in critically affected sectors, in particular solid waste management, housing, environment, energy and transport.

As part of overall coordination of the JRP, the ILO is co-chairing the livelihood and employment task force together with the Ministry of Labour. The overall objective of the livelihoods and employment

task force is: *“The capacity of poor and vulnerable households in host-communities is strengthened to cope with and recover in a sustainable way from the impact of the Syrian crisis, and mitigate future effects on their employment and livelihoods”*.

The specific projects and outputs of the JRP supported by this programme are highlighted below, each time indicating the relevant JRP project and to which the ILO programme will contribute:

First, under the Livelihoods and Food Security section, in particular support to the Sector Specific Objective: *‘the local economies of the most-affected areas revived for sustainable employment and income generation’*:

Project Title: Active labour market programmes including demand-based vocational training, job-placement, and apprenticeship for supporting permanent employment for Jordanian women and men **ID# Res. 1.2**

Project Objective Active labour market programmes including demand-based vocational training, job-placement, and apprenticeship for supporting permanent employment for Jordanian women and men

Output 1 Demand-based business skills and vocational training designed and provided to match skills required by the job market

Output 2 Permanent employment opportunities facilitated through job-placement and apprenticeship **SKILLS-2**

Output 3: Capacity development provided for existing vocational training providers and employment directorate/one-stop-shop to better design vocational trainings and provide effective job-matching and career guidance services **SKILLS 2**

Project Title: Support establishment and growth of sustainable micro, small and medium enterprises (MSMEs) targeting the vulnerable Jordanian households **ID# Res. 2.1**

Project Objective Support sustainable private sector development and innovation through establishment and growth of micro, small and medium enterprises (MSMEs) targeting the vulnerable Jordanian women and men

Output 1 Microbusinesses established with a package of start-up support including entrepreneurship development promoting innovative ideas; and start-up kits and grants **JOBS-3**

Output 2 Existing MSMEs provided with support of advanced skills training, access to finance and value-addition to ensure sustainability and expansion of businesses **JOBS-3**

Output 3: Coordination enhanced among MSMEs development actors including financial service providers, Business Development Service providers and government institutions and programmes to facilitate information sharing and access of MSMEs to services **JOBS-3**

Project Title: Facilitate participatory Local Economic Development and public-private partnership at municipality and governorate levels **ID# Res. 2.2**

Project Objective Facilitate participatory Local Economic Development and public-private partnership at municipality and governorate levels

Output 1: The capacity of the forum of Governorate and municipality LED Stakeholders (Local Development Units, Private Sectors, Directorates, Chamber of Commerce and Industries, Workers Unions, CBOs etc.) strengthened to update Socio Economic Plans; promote innovations; and formulate PPP to enhance basic service delivery and create employment opportunities **JOBS-1**

Output 2 Value chain on the selected commodities developed based on the market assessments **JOBS-1**

Output 3: Socio-economic infrastructure rehabilitated and developed through optimizing the use of labour intensive approach to enhance economic activities and create employment **JOBS-2**

The employment-intensive investment program the ILO is currently implementing on a small scale fits seamlessly within the on-going overall efforts of the ILO and the JRP in general. Employment opportunities are being created, infrastructure asset value is increasing, and local partners in Irbid and Mafraq are recognising tangible results, and are supportive to upscale on-going efforts.

4 Strategy

The strategy is to create immediate jobs and income from concrete employment opportunities for the crisis-affected population, the quick dividends supporting their livelihoods. These will be created through ILO's employment-intensive investment modality using both the community contracting modality as well as contracting through local contractors according to ILO's Employment-intensive investment programmes (EIIP) approach and methodologies.

The EIIP approach focuses on local resources (labour, raw materials, contractors, local systems) and aims to provide short-medium term job opportunities whilst securing long-term asset value augmentation and opening further economic opportunities. For instance, road rehabilitation creates jobs in the short and medium term, subsequent road maintenance programmes create a long-term employment opportunity, the asset value of the road improves, and host communities derive social and economic benefits from improved road access. Similar benefits are recognised in water-infrastructure improvement, building rehabilitation, and environmental protection programmes.

The infrastructure works will focus on maintenance and construction of physical infrastructure identified by local stakeholders, through the local Economic committees, as a priority for the community and the governorate. Through the selected infrastructure works, the programme will create immediate job opportunities as well as on-the-job training in construction and management related skills for local individuals and contractors.

The programme will entail a large number of infrastructure-related interventions, either through new construction works or upgrading and maintenance of existing infrastructure. In an already resource-scarce and environmentally fragile area like Jordan's northern governorates, the current crisis can exacerbate such stresses in the medium term unless mitigation measures are put in place within the design of programmes.

Environmental protection will be one of the main elements in selecting the infrastructure to be targeted under the programme. Practical guidance is provided in the ILO publication "local investments for climate change adaptation" - Green Jobs through Green Works².

The EIIP programme focuses on four main areas:

- Labour-based works that contribute to environmental preservation and improvement and land conservation and productivity (soil conservation, reforestation, land improvement, irrigation, flood and water-basin protection, etc.).
- Labour-based works in response to natural disasters, rebuilding community and public infrastructure and improving infrastructure (embankments, dykes) to mitigate the impact of future disasters.
- Employment creation as part of the local resource-based strategy promoted in rural infrastructure works, in which the use of local resources are optimized, thereby minimizing the use of heavy equipment and applying environment-friendly construction methods.

² http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/publication/wcms_172716.pdf

- Employment creation as part of development strategies to improve working and living conditions in low-income settlements (water supply, sanitation, solid waste disposal, drainage improvement and flood protection).

5 Initial Assessment of Opportunities

While a detailed scoping of the large-scale programme will need to be undertaken, the ILO has already engaged in initial assessments to inform the programme design. This information is presented below:

5.1 Mafraq: Water Catchment Cisterns and Terracing

In Mafraq, the preferred focus is on agricultural production augmentation and environmental protection. As is widely known, water scarcity is a big problem in Jordan (nation-wide). Total rainfall is less than 300 mm a year with rains falling only from December to March, and irrigation is a huge challenge due to water scarcity in the dry period. On top of that, slope and soil deterioration is an environmental concern. Both have a direct impact on agricultural production, both relate to asset creation, and both can be approached with an EIIP system. Agreement was reached to concentrate on building water catchment cisterns and the terracing of potential and existing arable land.

Scope of work: Cisterns

The Directorate for Agriculture in 2013 introduced an incentive for farmers to build water catchment cisterns at their farm. Only small-scale (and hence the poorest) farmers are eligible for this scheme, whereby the MoA provides a total of 900 JD to a farmer to build a cistern capable of holding around 35 cbm of water. This water can be used in drier periods to irrigate the land, and farmers are also encouraged to irrigate during the rainy season when the cistern is full, or share water with neighbouring farms.

The Farmer, contracting a company to perform the work, does the construction. The contractor at the moment uses machinery to excavate the earth, and engages barely any labour. Furthermore maintenance of existing cisterns rarely takes place.

There is a huge demand for this scheme. However, the MoA barely has any money to do this, and already had to downscale its subsidy (from 1400 to 900 JD) to keep going, thereby increasing the burden on the farmers. That said, it is imperative that the farmers pay a share themselves to assure ownership and responsibility.

The programme will engage *within* the current system with both the Farmers and MoA. The exact contracting modality of building the cisterns (considering the required financial participation by the Farmer) needs to be designed. For now, it is envisaged that the ILO contracts a company who in turn needs to contract local labour for soil excavation and construction of cistern lining, whereby the farmer will be financially responsible for the finishing, including the steel cover and required plumbing works. This has the advantage of specific hand-over moments by keeping the labour-intensive component (for this demo period) under ILO responsibility, and the finishing (which is less labour intensive) to the farmer.

Notes:

- Excavated earth can also be re-used for other purposes such as recreating arable land on eroded slopes or providing raw materials for other construction purposes.
- Drains, envisaged of immense importance for the general asset value augmentation in Mafraq and Irbid can also be adding to the water catchment systems, by off-watering into cisterns.

Sample of Water Catchment Cistern



Scope of work: Terracing

During site visits with MPW and MoA directors, a large discussion erupted around arable land, in particular hillside slopes used for olive production. Due to the relatively thin layer of fertile topsoil (especially in locations with a rock sub-surface), erosion on these slopes is a huge concern. Even though olive trees and grasses currently planted may help to stabilize the soil to some extent, a more durable solution is needed to avoid erosion which inevitably happens on any slope. Avoiding erosion increases the asset-value of arable land and increases crop yields whilst also improving soil and hence quality of olives.

A commonly applied method is the construction of terracing walls. There are quite a few larger farms that have sufficient resources to build such terraces, which, when completed, not only provide a much better soil protection but also add to water conservation over the entire arable plot. The problem is that not all larger farms have these resources, and smaller and often poorer farmers are in even more need of protection of their arable land.

Terracing is done by implementing minimal earthworks, and then building dry-wall fences of stones. These stones can be found anywhere in the region, and are either gathered locally or brought by truck to the farm. A typical stone weighs a maximum of around 12 – 15 kgs, which makes the construction of these walls ideal for a labour-based project.

The Directorate for Agriculture has advised many farmers to construct terraces. However, there is no budget to do this. A second issue is that at the moment, casual labour with barely any protection is employed at often sub-standard wages to perform the work.

It is proposed that the Project engages within the framework currently used for selection and prioritization by the Department of Agriculture, identifies farms in imminent need of terracing and engages a local contractor to perform the work. This work includes the minimal earthworks, collection and delivery of stones and building of the actual walls.

A second issue that needs to be addressed is maintenance of existing and new terracing walls. Once they start collapsing they not only damage and reduce the surface area of arable land, but also risk water to drain through breaches, which in turn accelerates slope deterioration. A system will be introduced whereby a farmer becomes formally responsible for maintenance, which has the advantage of assumption of ownership and assurance of sustainability.

This system of maintenance will be described within a process and provided to the MoA as an advocacy tool to other farmers.

Example of farm with eroded slope:

This farm has entirely lost his land on the middle and right of the photo. The white spots are barren rock, and the last bit of soil at the bottom is rapidly reducing. On the left, just underneath the farm house the farmer did build terrace walls, and the land up there is still in good condition and contains olive trees.



5.2 Irbid: Roads and Drains

In Irbid a clear preference by local stakeholders is to implement works dealing with agricultural feeder roads. In general, roads are in quite poor condition (although passable), and routine maintenance is rarely performed. The practice is to utilize budget by building the maximum length possible without including drains. A second practice is to seal all carriageways with bitumen (asphalt). Instead of including routine maintenance, the current practice is to re-seal all roads after about 4 years, once the pavement is severely damaged. It is interesting (but not surprising) to see that, even though Jordan may see less than 300mm of rain per year, the absence of drainage systems and routine maintenance causes roads to rapidly deteriorate.

Scope of work:

Following an assessment of a sample of roads, the scope of work would include:

- A. Construction and maintenance (LRBT):
 - a. Construct drains and culverts where necessary using local civil works contractors who in turn engage local community labourers
 - b. Conduct spot-rehabilitation to repair damaged sections (potholes, ruts etc.) using community labour and contractors
 - c. Demonstrate and contract a system of routine maintenance using community labour and possibly labour-contractors
- B. Capacity Development
 - a. Introduce Routine maintenance to local MPW and MoA, introduce appropriate systems including contracting and seek understanding and approval by the MPW an MoA
 - b. Train local civil works contractors on LRBT
 - c. Using contractors or NGO's, train community members on routine maintenance tasks

5.3 Other opportunities, link with Jordan Response Plan

In both Irbid and Mafraq discussions have been held between the ILO and local stakeholders to identify other opportunities than the ones listed above. Even though roads, cisterns and terraces are currently being addressed, the EIIP approach can also be linked to water systems, including irrigation and even water provision to existing infrastructure (schools, clinics etc.), or communities. A holistic solution to waste management also belongs to the possibilities, as well as linking various initiatives to create an optimum benefit for local stakeholders. For instance, linking side-drains next to roads to water catchment systems at arable land, and subsequently to drip-irrigation can be a way of optimising infrastructure value, whilst protecting the environment and engaging local resources to build and maintain the infrastructure.

In the Jordan Response Plan, clear opportunities exist for EIIP programmes. Related to WASH, clear outputs have been identified³, including the rehabilitation of existing water infrastructure, water treatment plants, school and public health water systems, and the construction of new water systems to meet the dramatically increased demand at host communities and refugee camps. Even though certain projects may not add significantly to employment creation, the overall aim of the EIIP approach to increase asset value and rehabilitate existing infrastructure fits greatly with the aims of the Jordan Response Plan in general, and the WASH in particular with an added benefit of protecting

³ Jordan Response Plan, Ministry of Planning and Internal Cooperation, page 137 ff

the environment by optimising local resources and increasing efficiency of use of water. Improved infrastructure may well result in a reduction in the trucking of water, thereby not only reducing the requirements for transport, but also reducing water losses whilst securing water quality.

The global ILO experience shows that the scalable and flexible nature of EIIP programmes lends itself well for any infrastructure program whereby local resources stand at the heart of implementation. The ILO is well positioned in Jordan to deliver this programme as it can build on the practical local knowledge and familiarity with contractors, host communities and local government gained from the on-going small-scale interventions.

6 Scope of the programme and capital investment

Work	Output	Unit Cost	Total Cost (USD)	No. of work days
Cistern construction	100 cisterns	USD 3,000/each	300,000	2,000
Terracing	3,500 meter	USD 20/meter	70,000	14,000
Road Spot Rehabilitation	200 kms	USD 7,400/km	1,480,000	15,000
Drain construction	120 kms	USD 11,000/km	1,320,000	24,000
Road maintenance	200 km/year over 3 years	USD 1,500/year/km	300,000 per year, 900,000 over 3 years	18,000/year 54,000/ 3 years
Total (3 years)			USD 4,070,000	109,000 days

7 Contracting arrangements

In general, for works that are proposed in the project, both the Departments of Agriculture and Public Works use the FIDIC short form contract for small works. ILO is very familiar with this form of contract and has been able to include in it basic decent work clauses including issues related to Occupational Safety and Health, Gender and Environmental Protection, as well as specific clauses related to the engagement of local labour.

The contracts will be managed by the ILO in partnership with the local government. Even though theoretically the ILO and the contracted party will be in a legal binding agreement, in practice the inclusion of Government officials is essential to assure institutionalisation of proposed local resource based methodologies.

Current institutional arrangements however do not yet contain any maintenance methodology. This is where an arrangement will need to be found that suits all parties, including host communities (that after all provides the labourers) as well as the actual owners of the infrastructure, normally the local Government. For small-scale maintenance, direct community contracting may be used, whereas for larger maintenance programmes a contractor could be engaged who in turn hires local labour following decent work principles.

In order to safeguard the sustainability, all contractual arrangements shall be done in a way which is either currently in existence and used by the Government, or introduced (for instance in the case of small scale maintenance) in agreement with local stakeholders. A significant component and goal of the EIIP approach is that government budget allocated to similar projects or programmes is used by local directorates using ILO systems, to the point where a fully sustainable program has been created.

8 Institutional development

Considering the EIIP approach using Local Resource Based Technology (LRBT) is new to Jordan, and the optimum use of labour and local resources requires certain changes in implementation compared to how work is done currently, there is a clear need to build the capacity of stakeholders. Broadly, these stakeholders can be divided into three groups:

- **Local Government:** Following the fact that at the end of the day, the local government should be ready and capable of implementing such programmes themselves, systems may need changing to include LRBT. This entails contract formats, invoicing and payment modalities, tendering and contracting procedures, supervision etc. After the design, agreement and introduction of such systems, the people within government agencies will need to start working within such systems, following procedures and dealing with the day to day requirements, which requires training. The Program has included this capacity development component within its overall approach.
- **Contractors:** The private sector will need to first of all recognise that LRBT does not only provide jobs, but also, if done effectively, could save cost in the long run. Replacing machine-work with labour-work is a change that requires training contractors from a technical perspective. On top of this, administrative requirements need to be included, such as tendering and contracting, and for instance, estimating worker-days, and preparing bid documents using labour as a significant component. The capacity development of contractors, including the actual training is included in the program.
- **Host Communities – Labourers:** The actual work, though contracted through a contractor, is done by community members. It is imperative that the people understand their rights, but, importantly, also their responsibilities. Occupational Health and Safety, and general worker protection starts at the work site, and such issues need careful attention in the form of training and guidance.

The responsibility for the capacity development and training lies with the ILO team that will implement the Programme. A specific Capacity Development plan will be developed at the start of the program together with the stakeholders to ensure acceptance and embracing of the programmes goals.

9 Institutional Framework and Management Arrangements

9.1 Institutional Framework

The **Ministry of Interior (MoI)** is the government partner mandated to oversee any intervention dealing with local economic development and with governorate affairs and hence also the main partner of this programme. The Ministry of Interior (MoI) has been assigned overall responsibility for

Jordan's decentralization programme and institutional restructuring by Ministry of Planning and International Cooperation (MoPIC).

The ILO's work in Jordan falls under the Decent Work Country Programme, with the Ministry of Labour (MoL) representing the Government of Jordan as a member State of the International Labour Organization, the General Federation of Jordan Trade Unions on behalf of the workers, and the Jordan Chamber of Industry on behalf of the employers. Moreover, the ILO's interventions related to the Syrian refugee crisis is integrated under the Jordan Response Plan, which is coordinated by MoPIC.

The Ministry of Public Works (MPW) is the main partner at local level where it comes to infrastructure, technical designs and specifications and ownership of certain infrastructure (for instance roads). As already agreed in the ongoing programme, MPW officials will be included in the process and have a formal role in prioritisation and selection of specific works, as well as in supervision and certification of payment to contractors.

A similar partnership is agreed with the Ministry of Agriculture, Directorates for Irbid and Mafraq. Again, technical designs and specifications and ownership of certain infrastructure (for instance certain waterways and hill-side slopes) fall under the MoA. Considering the MoA already has a system for the construction of cisterns and terracing, existing modalities will be used and adopted to include local resource based technology.

9.2 Management arrangement

The Program will have a designated team of international and national experts, situated in Jordan, formally reporting to the Regional Office in Beirut, Lebanon, and practically working with the ongoing ILO programmes in Jordan, and becoming team members of the Jordan team. A Chief Technical Advisor will oversee the Program, assisted by Engineers and an administrative team. Considering the large procurement component, a specific Finance Office is included.

10 Environmental Considerations

As per Jordan's Environment Protection Law (EPL) no. 52/2006 and its Environmental Impact Assessment (EIA) regulation no. 37/2006, all programmes in Jordan are to conduct an EIA where risks to the environment may be foreseen, and for which mitigation measures and opportunities for sustainable solutions can be engaged. The importance of environmental sustainability is also identified as a priority in the Regional UN Development Group (UNDG) Guidance on a Resilience Based Approach to Development for the Syria Crisis (2013) and the Jordan National Resilience Plan (NRP) and JRP that recommend an expanded analysis of the environment implications within its implementation and programming processes.

The Local Committees in both governorates Irbid and Mafraq are very keen to secure environmental safety and committed to consider some relevant procedures to be reviewed to ensure they are up to date and any gaps and/or overlap in legislation and administrative authority can be addressed.

In order to do so, and as is common within the ILO for such programmes, an Environmental Safeguards Framework will be developed specifically for the program. This framework (to be

completed within the first three months after commencing activities) will take Jordan’s EPL, embed its EIA’s as per national regulations, and set out guidelines for designs and specific aspects of activities that may affect the environment. Not only Environmental Assessments will be included, but also periodic checklists including SOP’s to be made mandatory across all activities during implementation and supervision of work.

The programme will thus provide sustainable solutions that will have a positive impact on the environment, while creating “green jobs”⁴.

11 Budget Estimate

Item	USD Million
Investments into employment-intensive infrastructure:	4,1
Programme Staff (36 month)	1,8
- International EIIP Specialist (USD 220K/year)	
- 2 National Engineers (USD 65K/year)	
- National Training Manager (USD 65K/year)	
- National Finance Officer (USD 50K/year)	
- 3 Administrative and finance support staff (USD 35K/year)	
Equipment / vehicles and Operational Costs (office rent, travel, miscellaneous etc.)	0.5
Contractor Training and Development	0.5
M&E, Communication	0.3
Overhead Costs	0.7
Miscellaneous & Contingency	0.2
Total	8,1

⁴ Green jobs are defined by the ILO as “decent jobs that contribute to preserve or restore the environment, be they in traditional sectors such as manufacturing and construction, or in new, emerging green sectors such as renewable energy and energy efficiency with a positive impact on the environment”.