



Terms of Reference

Service contract to support improvements to Jordan's electronic platform for labour complaints

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|----------------------------|---|
| Requirement: | Service provider |
| Duty Station: | Amman, Jordan |
| Approximate budget: | Up to 21,300 JD (equivalent to approximately US\$30,000) |
| Duration: | Non-consecutive working days between 12 August 2022 – 12 March 2023 |
| Programme | ILO FAIRWAY Programme |

Background

The ILO FAIRWAY Programme is a four-year inter-regional development cooperation initiative that aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. With a focus on key sectors where vulnerable migrant workers are engaged—including domestic work and the construction sector—FAIRWAY seeks to address the interlinked structural, behavioural, and practical barriers to improved labour migration.

In Jordan, the FAIRWAY Programme has, since 2016, undertaken a number of activities to support the Ministry of Labour (MOL), including, since 2020, ensuring harmonized inspection practices, particularly in sectors that are dominated by migrant workers. Other activities have focused on training with migrant domestic workers and engagement with journalists and journalism students on accurate and balanced reporting on migration.

Electronic complaints platform

FAIRWAY is presently supporting the Labour Inspection Department of the MOL with the (re)development of an electronic complaints mechanism to lodge individual labour complaints. This is in furtherance of a Memorandum of Understanding (MoU) signed by ILO and the MOL to provide assistance on reforming the labour inspectorate at MoL. The MoU aimed at outlining how both the ILO and MoL intend to work together and strengthen their collaboration, in order to enforce the legal provisions relating to inspection works, labour inspectors, and conditions of work to protect workers.

On the request of the MOL to reform the electronic complaints platform – ‘Hemayeh’, the ILO FAIRWAY Programme contracted ECHO Technology, an IT company, to amend the Hemayeh platform in order to enhance its accessibility for all workers, including migrants and include new functionalities.

As a result, a modified version of Hemayeh was launched in March 2022 and has been active since this time, but only in Arabic language. According to data shared by MOL (table 1), the number of submitted complaints on the platform was 1,042 in March and 1,184 in April.

Table 1: Complaints recorded in Hemayeh platform

| Complaints | March | April |
|--|-------|-------|
| Number of submitted complaints | 1042 | 1184 |
| Number of resolved complaints | 860 | 847 |
| Number of unresolved complaints (under review) | 182 | 337 |

There is a need to continue supporting the MOL with required modifications to the platform, as well as conducting a monitoring exercise to better understand the experience of workers who lodged complaints. This user feedback will help to clarify the challenges workers faced while accessing the platform and the process of resolution (if any) of their complaint. This confidential monitoring study, combined with a public multistakeholder national consultation, will provide insights to the MOL on how to improve and make the platform more accessible to workers, and employers going forward.

Moreover, to strengthen the MOL’s technical capacity to resolve individual labour disputes, the FAIRWAY Programme will also assist MOL in revising the current Standard Operating Procedures (SOPs) for resolving individual complaints, and if requested by MOL, in developing new procedures. The SOPs should provide a step-by-step guide to the labour inspectorate in handling complaints once filed into the electronic system. Upon revision / development of the SOPs, they will be widely disseminated to inspection directorates in all governorates. Furthermore, if requested by MOL, the SOPs will be integrated into the electronic platform, and appropriate training will be provided to labour inspectors in various governorates.

To further promote and facilitate the use of the electronic complaints platform among ILO constituents, FAIRWAY, in collaboration with MOL, will a) develop “Frequently Asked Questions” (FAQs), that could provide information, answer questions and serve as a reference guide for workers and employers, and b) conduct awareness raising / training activities in coordination with organizations such as the Migrant Resource Centre and civil society organizations to workers in different sectors, including migrant workers.

Objectives

The FAIRWAY Programme is seeking a service provider to support the Programme’s work in multiple respects:

1. **Oversee urgent improvements** requested by MOL to the Hemayeh platform (through an existing contract with an IT company).
2. Conduct a **monitoring study** to document and analyse the implementation of the Hemayeh platform and to assess the degree it is being used by Jordanian and migrant workers. The

report will capture challenges which need to be addressed in the next version of the platform and will be presented as a confidential report to the MOL with recommendations (see Annex regarding methodology).

3. Convene, with close consultation with MOL and the ILO social partners, a **national consultation on labour disputes** in order to introduce the electronic platform and explain its features, invite feedback from participants, discuss ways in which the platform can be more accessible and effective to workers including migrant workers, and start a broader discussion on how the labour complaints system can be strengthened in Jordan.
4. If ILO is requested to do so by MOL, **revise existing SOPs for handling labour complaints** filed on Hemayeh platform and support MOL to train Inspection Directorates in all governorates.
5. **Develop FAQs** on the Hemayeh platform, that could serve as a tool to provide answers to workers' questions about lodging complaints.
6. Provide **awareness raising/training sessions** on filing grievances using the Hemayeh platform. The sessions will be provided to workers including migrants in collaboration with the Migrant Resource Centre, Solidarity Network and other organizations interacting with workers including migrant workers.

Activities

Oversee urgent improvements to the electronic complaints platform

1. Act as the FAIRWAY focal point in coordinating between the Ministry of Labour (Labour Inspection Department) and the IT company (Echo Technology) for the roll-out of the beta version of the electronic complaints platform and submit monthly reports on the status of its development.
2. Once the Arabic version of the platform is finalized, coordinate with the nominated translator identified by the FAIRWAY team to translate all text into English and share with Echo Technology to upload (once uploaded, it will be reviewed again by the translator, the consultant and the FAIRWAY National Coordinator).
3. Participate in user training that Echo Technology will organize for labour inspectors on use of the platform (some support in arranging logistics may be needed if the training will be face-to-face).
4. Prepare a summary of the key aspects of the platform to brief MOL and ILO colleagues. If requested by MOL, provide assistance to prepare brief text for communication materials explaining the platform to workers and employers (in English and Arabic).
5. In collaboration with the FAIRWAY National Coordinator in Jordan, develop FAQs on Hemayeh platform intended to provide information and respond to questions commonly received by workers on lodging complaints through the online platform. Following its production, the FAIRWAY team in Jordan will contract with a service provider for editing, layout, translation, printing and dissemination.
6. Provide training to labour inspectors on interview techniques/communication skills for labour inspections.

Monitoring/assessment of the electronic complaints platform as per the developed concept note

1. Based on the methodology outlined below, develop monitoring tools in both English and Arabic: 1) Structured questionnaire; 2) key informants interview guide; 3) Focus group discussion guide, including consent form.
2. Conduct focus groups and individual interviews.
3. Prepare a draft report in Arabic (and preferably in English) for comments.
4. Prepare a final report of the monitoring in Arabic (and preferably in English).

National consultation on dispute resolution

1. In consultation with the FAIRWAY Programme Manager and National Coordinator, prepare the concept note for the national consultation and discuss with MOL and other stakeholders.
2. Once the concept note is approved and date is confirmed with MOL, coordinate with the FAIRWAY Administrative officer to obtain the necessary quotations for venue, catering, interpretation, etc and support in the preparation of purchase orders. Arrange invitations and follow up on responses and finalize the agenda and resource persons.
3. Prepare a brief summary on the national consultation.

Support to migrant workers through engagement with trade unions and workers' organizations

1. Create awareness about the platform among the workers by disseminating information among different nationality workers.
2. Provide training for selected groups of workers including workers' committee members in the garment sector, and community leaders in Solidarity Network and the MRC.

Development of SOPs and training to labour inspectors

1. If ILO is requested to do so by MOL, revise existing SOPs for handling complaints filed on Hemayeh platform based on discussion with the ILO FAIRWAY National Coordinator.
2. Develop and deliver training sessions to MOL labour inspectors (across various governorates) on skills in interviewing workers and employers, to strengthen inspectors' capacity to address complaints received.

Work plan

| Activity | Approximate number of working days | Timeline |
|---|------------------------------------|---------------------|
| Monitoring study: data collection | 18 days | By 13 October 2022 |
| Monitoring study: data analysis | 10 days | |
| Monitoring study: development of final report | 2 days | |
| Organization of national consultation on labour dispute resolution | 8 days | By 15 November 2022 |
| Training for labour inspectors | 6 days | By 30 November 2022 |
| Reviewing/developing SOPs | 5 days | By 20 December 2022 |
| Developing FAQs for the Hemayeh platform | 4 days | By 31 January 2023 |
| Providing awareness raising and training sessions on the platform, and communications materials | 7 days | By 28 February 2023 |
| Oversee improvements requested by MOL to the Hemayeh platform (by Echo IT company). | 28 days | By 15 March 2023 |

Budget and payment

The total budget will depend on the financial proposal of the successful service provider. It will be paid in three installments:

- 30 percent of the budget following submission of the final monitoring and the national consultation report, to the satisfaction of the ILO.

- 30 percent of the budget following submission of revised SOPs (if requested by MOL), and the FAQ for the Hemayeh platform.
- 40 percent of the budget following successful roll-out of the revised Hemayeh platform in Arabic and English and submission of training report for training of labour inspectors.

Qualifications and experience

Applications are invited from service providers (research institutes and other organizations), which can include one or multiple individuals responsible for the completion of the deliverables.

The lead consultant should have the following qualifications and competencies:

Education and experience: First level university degree in law, economics, social sciences, or related field; and at least two years of professional experience in project management, gender studies, labour migration, public administration or a similar discipline.

Languages: Excellent written and oral knowledge of English and Arabic.

Required Competencies:

- Expertise in maintaining productive working relationships with project and other stakeholders, particularly with government officials.
- Excellent facilitation, interpersonal and conflict resolution skills.
- Outstanding communication skills, both written and verbal, to successfully advocate for and mobilize action.
- Ability to work under time pressure and meet deadlines.
- Experience of working on protection of migrant workers or other vulnerable groups in the labour market would be very desirable.
- Experience in monitoring or evaluation would be very desirable.

Application process

Service providers wishing to apply to this assignment must send an email to Suha Labadi, ILO (labadi@ilo.org) with the title 'FAIRWAY call for proposals'.

The email shall include:

1. A technical proposal setting out how the service provider will conduct the work;
2. A detailed financial offer;
3. CVs of the team members (at least the lead consultant); and
4. Any relevant supporting documents such as previous research reports by the service provider or lead consultant.

The deadline for receiving applications is 5pm, Amman time on August 11th, 2022. Only applications that fulfil the requirements indicated above will be considered.

Annex: Methodology for monitoring study of Hemayeh

The report will use a mixed methodology including the following methods:

1. **Desk research:** Sources will include information and data from the MOL about the labour disputes process, relevant reports by civil society, and relevant media articles from reputable sources.
2. **Quantitative research:** A survey will be conducted with a representative stratified random sample, drawn from workers who have filed a complaint on Hemayeh between 22 March

and 1 July. The sample will be provided by the MOL Inspection Directorate. Respondents will be contacted by phone, what's app or email and asked to complete a short survey.

3. **Qualitative research:** the following methods will be used :
- Key informant interviews with T relevant MOL officials (domestic workers and OSH departments, inspectors from different governorates, IT staff); ILO social partners, representatives of organizations who support workers in filing labour complaints including Al-Hassan Workers' Centre, trade unions, employer organizations and CSOs, embassies
 - In-depth interviews with a sample of workers (including migrants) whether documented or undocumented.
 - Focus Group Discussions (FGDs) with workers representing perspectives of Jordanian and non-Jordanian workers. Support will be provided to organize the FGDs, including through organizations such as the Al-Hassan Workers' Centre, Tamkeen and others.

A set of procedures is planned to be taken in consideration to ensure that the monitoring activity is conducted in the full respect of ethical standards. An information sheet will be prepared and read to all participants, and the written or verbal consent of the interviewees will be obtained. The information sheet will contain the purpose of the monitoring, a promise to participants that confidentiality and privacy will be maintained. Participants will be informed that their participation is voluntary and that they have the right to withdraw from the interview any time without notice and without consequences.

Phases and tasks of the research

The following phases shall be followed to collect data and deliver the report:

1. Preparation Phase

- Prepare research methodology starting with desk review on handling grievances from existing resources, and field work.
- Prepare draft list of key informants and interview guide (approximately 15-20 persons).
- Coordinate with MOL to obtain a database of Hemayeh complainants during the period of 1st January – 31st July 2022. The data should include employers, Jordanian vs non-Jordanian status, sex, sector, governorate, type of complaint, and contact number. Appropriate safeguards should be put in place to ensure security of the data and privacy.
- Generate a random sample from the full database.
- Prepare questionnaire for telephone/internet surveys.
- Prepare focus group discussion guideline and applying to different Jordanian and migrant workers.

2. Data Collection Phase

- Schedule and conduct key informant interviews virtually or in-person
- Coordinate FGDs and in-depth interviews. A considerable cooperation with civil society organizations, trade unions and central Hassan Workers' Centre should be in place to organize a number of focused discussion sessions, and invite target groups. 6-8 sessions will be held, with separate female and male groups taking into account the consistency in nationalities and sectors represented in each group.

3. Data entry and management Phase

The data collected from questionnaires will be cleaned, stored and managed to Survey hero or similar program. All interviews and focus group discussions will be audio-recorded using a digital recorder after the consent of interviewees- and then transcribed. At the end of each interview/ focus group interview transcript, a brief summary page with interview responses for specific questions and the interviewer's observations will be added.

4. Data analysis and validation Phase

When analysing the quantitative data, both descriptive and bivariate statistics will be used. Cross tabulation, frequencies tables, and means will be sorted and analysed. Analysis will be continued throughout the writing process.

5. Writing phase and revision Phase

The final report should follow the outline set out below and should include all collected data, information, recommendations. The length of the report is about 15-20 pages and will cover the following proposed areas (but not limited to):

I) Introduction

1.1 Background: FAIRWAY Programme; objectives of the research

1.2. Methodology

1.3. Hemayah Platform

1.3.1 General information and Statistics about the complaints

1.32 General information about the operational procedures of the complaints and inspections in the MOL. (number of inspectors, qualifications, capabilities, communication skills, ...)

II) User feedback from surveys with sample of workers who file complaints

2.1 Access and usability of Hemaya

2.2 Confidentiality and trust

2.3 Efficiency and effectiveness

2.4 Attitudes and satisfaction

III) Challenges and Opportunities (incorporating information from workers who did not file complaints, based on focus group discussions)

IV) Recommendations