

Public Policies for Innovation in Jordan: Realities and Ambitions



Foreword by HRH Prince El Hassan bin Talal

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These policy papers are part of the project entitled «Public Policies for Innovation in Jordan: Realities and Ambitions» implemented jointly by the West Asia-North Africa Institute (WANA) and the Konrad-Adenauer- Stiftung (KAS) – Jordan Office. The aim of the project is to raise awareness on the issues of importance and priority that Jordan must address in 2022 from a non-governmental perspective, cementing the culture of informing and enhancing exchange of knowledge that is able to influence public policies in Jordan.

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Public Policies for Innovation in Jordan
Realities and Ambitions

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Foreword by His Royal Highness Prince El Hassan bin Talal

I write with pleasure this foreword for the third iteration of the “Public Policies for Innovation in Jordan: Realities and Ambitions” project. A joint product of the West Asia-North Africa (WANA) Institute and the Konrad-Adenauer-Stiftung (KAS) Jordan Office, the project supports professionals in the development of policy advocacy and analysis skills.

That the project is in its third iteration marks, I believe, the growing interest and recognition of emerging scholars of the imperative of finding solutions to today’s challenges in such ways that are built on the advancement of evidence-informed policies.

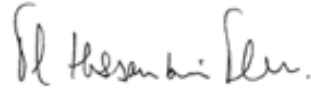
This year’s theme is innovation. “To understand is to invent,” reflected the renowned Swiss psychologist Jean Piaget. Embodying a commitment to learning and change, these reflect a wide range of subjects, putting forth a variety of perspectives on and solutions to pressing issues.

One such paper addresses labour rights in the construction sector, putting forward a collaborative framework to meet the needs of a dynamic work landscape. Another paper sheds light on “digital citizenship” and how certain policies can strengthen citizen participation in decision-making. Topics addressed by these papers also include geopolitical considerations for policy formation, social entrepreneurship, the relationship between academia and small and medium enterprises in the agro-industry sector, and accessibility for people with disabilities.

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Such a gamut of topics may, at first, indicate a multiplicity of concerns. I, however, invite the reader to a close reading of the papers, for, at their core, these papers highlight the importance of cultivating systems of trust between citizens and institutions. After all, systems of trust are the groundwork upon which the active coordination and collaboration required for the shift towards adaptive and responsive systems of governance are built.

It is with these thoughts, thus, that I invite you, dear reader, to take a deep dive into a set of fresh perspectives on policy issues deeply entangled.



HRH Prince El Hassan bin Talal

Preface

Hundred years after its foundation, Jordan has embarked on a new path of reform. On royal initiative, the political, economic and administrative structures of the Kingdom are to be updated to better cope with the enormous challenges of our times.

As Konrad-Adenauer-Stiftung (KAS) we commend Jordan on this tremendous effort. Since 40 years, our Foundation has been operating in the Kingdom. Together with many Jordanian partners from civil society, academia and politics, we are nurturing relations between Jordan and Germany and supporting civic education, policy analysis and international dialogue.

We believe that the path of reform can only succeed if the voice of youth is included into the public and political debate. Therefore, together with the West Asia and North Africa Institute (WANA), KAS has undertaken the effort to provide tools and training for young professionals from Jordan to increase their analytical capacity and to help them in formulating and communicating their ideas.

We are proud that in the third year in a row, a cohort of talented youth finished the programme and that we can publish their articles in the present booklet. In this edition, we focus on “innovation”, as we believe that fresh ideas and new approaches are needed, including on how to design and implement public policies, to deal with the complex reality we are facing today.

I want to thank the participants for sharing their thoughts and for their persistent efforts to put them on paper. My thanks also go to the colleagues of KAS and WANA who have implemented this programme, in particular to the trainer and mentor Dr Yara Shaban.

Dr. Edmund Ratka

Resident Representative to Jordan
Konrad-Adenauer-Stiftung



Project Overview

In February 2022, the Konrad Adenauer Stiftung (KAS) Jordan Office and West Asia-North Africa (WANA) Institute launched a joint policy-writing project for the third consecutive year titled “Public Policies for Innovation in Jordan: Realities and Ambitions”.

The project’s goal is to raise awareness of the Jordanian policy landscape and its effects on innovation, broadly conceived. It also offers a non-governmental perspective on issues and challenges regarding innovation to initiate meaningful dialogues that can influence public policies in Jordan. To achieve this goal, six young professionals and mid-career researchers from diverse backgrounds committed to a year of training in writing policy papers. These papers tackled issues related to innovation from various points of view and proposed novel recommendations.

These six authors were chosen after undergoing a rigorous selection process in early March 2022. The process consisted of responding to a call for applications and going through rounds of interviews. By the end of March, they were invited to attend a two-day training workshop delivered by the WANA Institute. The first day of the workshop introduced the theme of the project, “innovation”, and how it is operationalised from different angles. Moreover, it covered topics on innovation policies, policy-writing requirements, and guidelines, and introduced the policy-making process in Jordan. On the second day, the participants were introduced to common research methods for data collection in policy papers, followed by a technical analysis of two policy papers in terms of their readability, strength of arguments, and structure.

WANA researchers and the participants agreed on a working plan to submit research and writing milestones as part of a community of learners on the learning management system for teachers, “Canvas”. WANA followed up with each participant along the way to support their progress by providing feedback and discussing their questions and concerns. At the end of July, the participants were ready to showcase their initial research findings to a group of experts as part of a feedback session.

The participants found the session useful in building on their arguments and policy recommendations and continued to produce drafts of their final papers. The participants finalised their papers after multiple rounds of feedback from WANA and external policy subject matter experts selected by WANA on the topics of the papers. In December, the participants presented their papers before Jordanian legislators and decision-makers to advocate for the policy papers and recommendations they have worked tirelessly on the past year. We are hopeful that their effort and advocacy might lead to a palpable change and catalyse innovation-related policies from a grassroots and civil society perspective.

Policy-Making Process in Jordan

Marah Jamous



1 Introduction

A policy paper presents an analysis of a specific issue facing a community and provides clear recommendations for policymakers. A policy paper could be a set of actions or laws that a government adopts as a response to an identified problem. For a policy paper to be enacted, it must first undergo a 'policy-making' process. This process ideally follows the subsequent steps: agenda-setting, policy formulation, decision making and implementation.¹

The first step to introducing a new policy is identifying the issue or '*agenda setting*'. Agenda setting is providing evidence-based information on the issue the author of the policy paper believes needs government attention. This will showcase to the policy-maker the importance of the issue presented.

This is followed by *policy formulation*, which is formally conducted by government entities like the Prime Ministry of Jordan, The Centre for Legislative Studies and Research² which is located inside the Chamber of Deputies, and think tanks like the WANA Institute. Policy formulation identifies the problem's facets using credible and accurate evidence.

The penultimate step in the policy-making process is *decision-making*. This is the primary role of the legislative branch and the secondary role of the executive branch. There are two constitutional ways to propose draft legislation in Jordan: either by the executive branch, represented by the Prime Minister, or the legislative branch, represented by the Senate and the Chamber of Deputies. Three types of legislation could be introduced or amended in Jordan: constitutional amendments, statutes and; regulations and procedures. Each type of legislation needs to undergo a different constitutional process.

After the draft legislation has received all the approvals from the National Assembly, the Senate sends the draft legislation to the government to submit to the King to ratify. Following ratification, the legislation enters the implementation phase after 30 days have passed since its publication in the official gazette unless a special statute is issued to specify the date of implementation. Introducing or amending any type of

¹ Michael Howlett and Sarah Giest, "Policy Cycle," International Encyclopedia of the Social & Behavioral Sciences 2 (2015): pp. 288-292, <https://doi.org/10.1016/b978-0-08-097086-8.75031-8>.

² The main research department in the Jordanian House of Deputies

legislation requires a different constitutional process, and it needs to abide by the hierarchy of laws.

The following sections will introduce the most common terminology in the policymaking process in Jordan, delve into the hierarchy of laws, and discuss the process of introducing and amending legislation.

1.1 Glossary

Jordan's political system

Jordan's governmental system is a representative, hereditary and parliamentary monarchy.³

The Jordanian political system is divided into three separate branches:

- **legislative branch/legislature** (السلطة التشريعية) - represented by the National Assembly and the King ⁴
 - The National Assembly is split into Houses: an appointed Senate (The Upper House), and an elected Chamber of Deputies (The Lower House)
 - The Houses of the National Assembly must meet simultaneously
 - No meeting of either of the two Houses shall be considered duly constituted unless attended by the absolute majority (two-thirds of the members) of each chamber
 - Draft legislation will be issued by the majority of votes of the members present, excluding the Speaker of the Chamber. In the case of a tie vote, the Speaker should give a tie-breaking vote
 - The Chamber of Deputies is the main legislative body and has two main roles:
 - Legislating: includes drafting new statutes (الفوانين) and amending them
 - Supervising the work of the Ministers and the Senate
- **executive branch** (السلطة التنفيذية) is vested in the King, who exercises it through his Ministers in accordance with the Jordanian constitution

³ Hashemite Kingdom of Jordan, "The Constitution of the Hashemite Kingdom of Jordan," 1952 with amendments through 2022, Article 28. <http://www.moj.gov.jo/Pages/viewpage.aspx?pageID=1344>

⁴ Ibid, Article 25.

- The Prime Minister and the Ministers will be jointly responsible before the Chamber of Deputies in regard to public policy. Moreover, each Minister is responsible before the Chamber in regard to their ministry's functions⁵
- If the Chamber of Deputies casts a no-confidence vote in the council of ministers by an absolute majority, the council of ministers shall resign.⁶ If the motion for a no-confidence is made for an individual minister, they shall resign their office
- **judicial branch (السلطة القضائية)**
 - Independent from the executive and legislative branch
 - Its main role is implementing the laws that were passed by the legislative branch and approved by the executive branch

The King of Jordan

The Head of state and head of the executive branch. The King exercises his power through the Prime Minister.

The King of Jordan has the following executive authority:

- Ratifies and promulgates the laws
- Ratifies treaties and agreements
- Issues orders for holding elections for the Chamber of Deputies (مجلس النواب) and can dissolve it
- Appoints the Prime Minister and can dismiss or accept his resignation
- Appoints, dismisses or accepts the resignation of the Ministers based on the recommendation of the Prime Minister

Prime Minister Prime Ministry

Head of the Jordanian government

It is represented by the Prime Minister and has numerous tasks, including:

- Enforcing laws
- Implementing policies
- Actively following up on the decisions of the Prime Minister and the Council of Ministers
- Monitoring and following up on ministers' performance

⁵ Ibid, Article 52.

⁶ Ibid, Article 53.

| | |
|---|---|
| The National Assembly (الامة مجلس) | A bicameral body that represents the citizens. The King appoints the Upper House (The Senate - مجلس الاعيان), and Jordanian citizens elect the Lower House (Chamber of Deputies - مجلس النواب) |
| Official Gazette (الجريدة الرسمية) | An official or governmental gazette is the official newspaper of the country. It is published periodically and includes newly introduced legislation, royal decrees, court decisions, legal notices and announcements. The Official Gazette can be accessed online through the Prime Ministry's website, or you can obtain an annual subscription through the Ministry of Finance. ^{7 8} |
| Legislation and Opinion Bureau (ديوان الرأي والتشريع) | Operates under the Prime Ministry, and its main roles are: drafting possible legislation and publishing draft legislation on its website for the general public to comment on before passing it on to the legislative branch. |
| The Centre for Legislative Studies and Research (مركز الدراسات والبحوث التشريعية) | The main research department in the Jordanian House of Deputies provides reliable, impartial information in line with the needs related to the work of the Chamber to enable it to perform its legislative and supervisory functions. Information upon request is made available to all the deputies on topics related to their parliamentary duties ⁹ |

2.2 Hierarchy of Laws

Jordan abides by a legal hierarchy that mainly consists of three main parts:

1. The Jordanian constitution – which is the highest-ranking legislative document followed by;
2. The statutes passed by the legislative body, and lastly;
3. Regulations and instructions passed by governmental institutions to regulate their work or to clarify specific legislation.

⁷ "Al-jareeda al-rasmeeya" [Official Gazette], <https://www.pm.gov.jo/ar/Pages/NewsPaper>

⁸ "Al-ishtirak bil jareeda al-rasmeeya" [Subscribing to the Official Gazette] https://www.mof.gov.jo/AR/Pages/الاشتراك_بالجريدة_الرسمية

⁹ House of Representatives, "Matha Naf'al" [What We Do], The Centre for Legislative Studies and Research (House of Representatives Jordan),

https://representatives.io/AR/Pages/%D9%85%D8%A7%D8%B0%D8%A7_%D9%86%D9%81%D8%B9%D9%84.

In Jordan, the Constitution is the highest-ranking legislative document, followed by statutes introduced through the legislative body, and, lastly, regulations and instructions introduced by governmental bodies like ministries (as seen in Diagram 1). Legislative hierarchy is not to be violated, i.e., it is not permissible for statutes to contradict the Constitution.¹⁰

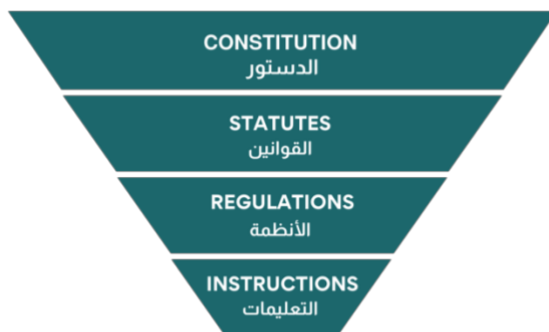


Diagram 1: Hierarchy of laws in Jordan (Marah Jamous)

In the case of international agreements and treaties in Jordan, the Constitution states in Article (33)(i) that the King ratifies treaties and agreements. The second clause states that treaties and agreements that affect Jordanians' public or private rights or the Treasury shall not be valid unless the National Assembly approves. Although these articles explain how international treaties and agreements are ratified, they do not elaborate on how they are implemented. Through practice, it is evident that the Jordanian Judiciary has placed international agreements above statutes and under the Constitution in the legislative hierarchy.¹¹

2.3 Introducing and Amending Legislation

By understanding the hierarchy of laws, policy writers and policy advocates are able to decide what form of domestic legislation to propose in their recommendations. This is because each type of legislation requires a different process which is highlighted in the Jordanian Constitution of 1952. This is important as it allows authors and advocates to propose concrete steps to move forward with the issues or

¹⁰ Hashemite Kingdom of Jordan, Official Gazette, *Law No. (27) of 2014 Administrative Judiciary Law*, adopted 22 July 2014, art. 5 (a-6). <https://www.ammanchamber.org.jo/Uploded/PRNews/3529.pdf>

¹¹ Omar Saleh Okour, Mamdouh Hassan Al Adwan, and Maysa Beidoun "Martabat Al-Mu'ahada Al-Dawleeya Fe Al-Tashree'at Al-Wataneeya Wa Al-Dustoor Al-Urduni [Ranking International Treaties in Domestic Legislation and the Jordanian Constitution]," *Sharia and Law Sciences* 40, no. 1 (2014): p. 84. <https://journals.ju.edu.jo/DirasatLaw/article/viewFile/4420/3191>

challenges, they are addressing. The next subsections will give an overview of the process of introducing and amending the different hierarchies of legislation.

2.3.1 Constitutional Amendments

Since the Jordanian Constitution's introduction in 1952, it has been amended 14 times.¹² This is due to the 'rigidity' of the constitution. The rigidity of a constitution is tied to how easily a constitution can be amended.¹³ If a constitutional amendment requires a longer procedure to amend than that of a statute – the constitution is considered rigid. As a result, it is uncommon to introduce or call for constitutional amendments.

Proposals for constitutional amendments can be called for by the National Assembly, who represents the legislative branch or by the King and Prime Ministry, who represent the executive branch. Following the call for constitutional amendments, the Prime Ministry then orders the Legislation and Opinion Bureau to draft these amendments and are sent to the House of Deputies to be discussed in a plenary session. During the session, each member is called on by name to vote on the draft amendments separately. Two-thirds of the National Assembly must approve the amendments for them to pass to the King for ratification. The amendments are implemented after they have been published in the official gazette for 30 days unless a special statute is issued to specify the date of implementation.¹⁴

The latest call for constitutional amendments came in June 2021 when the King issued a Royal Decree asking former Prime Minister Samir Rifai to head a 92-member committee to modernise the current Jordanian political system. The Royal Committee consisted of six subcommittees including the subcommittee, "Constitutional Amendments Related to The Election Law, The Political Parties Law and Mechanisms for Parliamentary Work.". The committees submitted their recommendations and reports that included draft statutes and constitutional amendments to the King in October 2021.¹⁵ These reports were sent to the Prime

¹²"Senate passes 2022 draft constitutional amendments", *Jordan Times*, 18 January 2022, <https://www.jordantimes.com/news/local/senate-passes-2022-draft-constitutional-amendments>

¹³ Nora Hedling, "The Fundamentals of a Constitution," International IDEA's Constitution Briefs, October 2016, <https://constitutionnet.org/sites/default/files/2016-10/The%20Fundamentals%20of%20a%20Constitution.pdf>

¹⁴ Ibid.

¹⁵ "King receives report of Royal Committee to Modernise Political System", *Jordan Times*, 4 October 2022, <https://www.jordantimes.com/news/local/king-receives-report-royal-committee-modernise-political-system>

Ministry for drafting and passed to the National Assembly to vote.¹⁶ After months of deliberation, amendments were passed in January 2022 and published in the Official Gazette.

2.3.2 Statutes

According to the Jordanian Constitution: two entities can propose draft statutes: the executive branch, represented by the Prime Minister or the legislative branch, represented by ten or more deputies or senators.

1.1.1.1 Statutes introduced by the executive branch

The executive branch, represented by the Prime Minister, can propose a draft law by submitting a proposal to the Council of Ministers with mandating reasons. Following approval, it is sent to the Legislation and Opinion Bureau, where the draft statute is assembled and posted on the Legislation and Opinion Bureau's website for public comment for 15 days.¹⁷ Once the statute has been drafted, it is sent back to the Prime Ministry and is presented before the Council of Ministers. The Prime Minister then sends the draft statute to the Chamber of Deputies for initial deliberation. The Chamber will then either accept, reject or amend the statute. Should they accept, it is sent to the specialised committee within the Chamber of Deputies to review. Following the committee's review, the draft statute is presented to the Chamber with the committee's opinions for approval. Regardless of the Chamber's verdict on the draft statute – it must be sent to the Senate. The Senate reviews the draft as a Chamber and sends it to the relevant committees within the Senate. If they disagree with the Chamber of Deputies' verdict, it is returned to them for review. Should both Chambers of the National Assembly continue to have diverging views, they must hold a joint session where they should achieve 2/3 of the present members' approval. Following approval, it is sent back to the Prime Ministry to submit to the King for ratification.

The executive branch can also propose temporary statutes when the National Assembly is dissolved with the approval of the King. These temporary statutes can only be issued to address the following issues: general disasters, state of war or emergency, or the need for necessary and urgent expenses that cannot be postponed. This was the case with the outbreak of the coronavirus pandemic and Jordan declared

¹⁶ <https://tahdeeth.jo>

¹⁷ "Miswadat mashroo'at al-qawaneen wa al-anthema" [Draft statutes and regulations], *Legislation and Opinion Bureau*, <https://lob.gov.jo/?v=1.15&lang=ar#!/Draft-laws-and-regulations>

it a state of emergency, and the Chamber of Deputies was dissolved.¹⁸ Once a National Assembly is formed, the temporary laws must be presented before them and they should decide on their validity within the first two consecutive ordinary sessions.¹⁹

1.1.1.2 Statutes introduced by the legislative branch

Introducing new statutes is one of the main roles of the legislative branch and can be proposed by either 10 members of the Senate or 10 Deputies.²⁰ The policy-making process here is similar to when the executive branch introduces a draft statute, except that the way it is initiated differs.

The members proposing the draft statute must submit it along with the mandating reasons to the legal committee or to the relevant committee (i.e. if the statute pertains to education, it must be sent to education and sports committee). If the committee agrees that there is a need for this statute, it is referred to the executive branch with a report for drafting and then published on the “Draft Statutes and Regulations” pages on the Legislation and Opinion Bureau’s website for 15 days for the public’s comment. Consequently, the draft is sent back to the Chamber of Deputies to deliberate.

The draft legislation is placed on the Chamber’s agenda to be discussed. The articles in the draft statute are read aloud with the proposal originally submitted by the committee and any written suggestions submitted by the Deputies which were not taken into account by the committee. This is followed by a vote on each article on the draft legislation.

After completing the voting on the articles, the opinion is taken on the draft statute as a whole. The Chamber may postpone taking the opinion on the draft as a whole to the next session to re-discuss one or more articles and vote on them if requested by: the speaker of the Chamber, the chairman of the committee or its reporter, the government, or ten of the Chamber’s Deputies. Regardless of the Chamber’s verdict, the draft statute should be sent to the Senate.

When the draft statute reaches the Senate, the Speaker of the Senate refers it to the relevant committee to study. Subsequently, the study is submitted to the Speaker,

¹⁸ Hashemite Kingdom of Jordan, “The Constitution of the Hashemite Kingdom of Jordan,” 1952 with amendments through , Article 94. <https://www.refworld.org/pdfid/3ae6b53310.pdf>

¹⁹ Ibid, Article 94.

²⁰ Ibid, Article 95.

who then includes it in the agenda of the Senate to discuss. If the Senate approves the draft as it was sent from the Chamber of Deputies, it is then sent to the executive branch for ratification by the King followed by publication in the Official Gazette.

1.1.2 Regulations

Enacting regulations is a more straightforward process than statutes because they are introduced to clarify statutes' terms or procedures. Therefore, they do not need the legislative's branch's approval. Regulations are enacted to clarify specific statutes, the draft of which is prepared by the relevant department, institution, authority or ministry and approved by the Council of Ministers. Once approved by the Council, it is sent to the Legislation and Opinion Bureau to formulate the draft regulation and publish the final version on its platform for the public's comments for 15 days. It is then sent back to the Council of Ministers. Once approved, it is published in the Official Gazette as a notice of the official commencement of implementation.²¹

1.1.3 Instructions

Instructions are often issued when a regulation stipulates that it cannot be implemented without the issuance of instructions. Instructions are enacted to clarify statutes or regulations, the draft of which is prepared by the relevant department, institution, authority, or ministry, approved by its general manager, president, board of directors, or minister, and published in the Official Gazette as a notice of official commencement of work.²² For example, Instructions for Organising Government Procurement Procedures for the year 2022,²³ came to clarify the "Government Procurement Regulation No. 8 of 2022".²⁴

2 The Role of Civil Society in the Policy-Making Process

The participating authors in the KAS-WANA "Public Policies for Innovation in Jordan: Realities and Ambitions" project put forth public policy recommendations in this publication to advocate for the introduction of statutes, regulations and

²¹ "Legal Definitions," *Ministry of Justice*, <http://www.moj.gov.jo/Pages/viewpage.aspx?pageID=139>

²² Ibid.

²³ Hashemite Kingdom of Jordan, Official Gazette, *Instructions for Organising Government Procurement Procedures*, 2022 http://www.mol.gov.jo/ebv4.0/root_storage/ar/eb_list_page/_تعليمات_تنظيم_اجراءات_2022_لسنة_2022_تعليمات_لسنة_2022_المشتريات_الحكومية_لسنة_2022_.pdf

²⁴ Hashemite Kingdom of Jordan, Official Gazette, *Government Procurement Regulation No. 8, 2022* https://moa.gov.jo/ebv4.0/root_storage/ar/eb_list_page/2022_لسنة_8_رقم_8_لسنة_2022_نظام_المشتريات_الحكومية_رقم_8_لسنة_2022_.pdf

instructions that will, in turn, encourage innovation in governmental policies and procedures.

For example, the authors of this booklet called for revised regulations on enhancing the hiring practices in the Ministry of Digital Economy and Entrepreneurship; issuing regulations that will enhance the social protection of engineers and construction workers; reforming the social security law to extend the coverage of start-ups; providing tax exemptions for start-ups and financial incentives for research institutions and; increasing the accessibility of workplaces for people with disabilities to ensure their labour inclusion. Additionally, the papers reiterated the importance of research and dialogue between the public and private sectors and the national and international organisations – collaboration on the matters put forward in this publication is vital to implement these innovative ideas in Jordan.

This publication presents considerable information on the importance of incorporating innovation when drafting policies in Jordan and can be utilised as a reference for possible draft legislation. It will also contribute to the role of the WANA Institute and Konrad Adenauer Stiftung in creating a regional knowledge base of evidence-based policies. We hope that the passion that was put into these policy papers and recommendations will resonate with the Jordanian decision-makers and international stakeholders and be a driver for change and advancement in the policy-making process in Jordan.

Labour Contractual Problems in the Construction Sector in Jordan: Can Innovation Provide Practical Solutions?

Atallah Mashaqbeh



حلول مبتكرة لإشكاليات عقود العمال في قطاع الإنشاءات في الأردن

المؤلف: عطالله مشاقبة

يساهم قطاع الإنشاءات في الاقتصاد الأردني بسبب الدور الذي يؤديه في رفع الناتج الإجمالي المحلي وتشغيل العديد من القوى العاملة. حيث تبلغ مساهمة قطاع الإنشاءات في الناتج الإجمالي المحلي في الأردن حوالي 3.5 % في العام 2016 تم رصد 38825 عاملاً يعملون في هذا القطاع مقارنة بـ 23379 عاملاً للعام 2000، مما يمثل 66 % من النمو الإجمالي خلال نفس الفترة، ووفقاً لدائرة الإحصاءات العامة؛ انه مع تزايد عدد السكان في الأردن يتوقع أن يشهد قطاع الإنشاءات مزيداً من النمو. ومع ذلك، يواجه العمال والمهندسون الأردنيون في قطاع الإنشاءات العديد من المشاكل التعاقدية في عقود العمل التي تؤثر على حياتهم وتسبب لهم عواقب سلبية على أبعاد متعددة مالياً ونفسياً واجتماعياً.

تسلط هذه الورقة الضوء على ثلاثة من هذه المشاكل التعاقدية الشائعة وتناقش ما إذا كان الابتكار يمكن أن يوفر حلاً عملياً لهذه المشكلات وتتخلص هذه المشكلات بما يُسمى بفترة التجربة، والكوتا الخاصة بالمهندسين، والعقود المستقلة (أي عقود تقديم الخدمات). فيما يخص فترة التجربة في العقود: هي الفترة التي تسمح لصاحب العمل باختبار مؤهلات العمال دون تبعات قانونية في حالة رفضه لهم. أما الكوتا الخاصة بالمهندسين هي الحد الأدنى لعدد المهندسين لمساحة معينة من المشروع الإنشائي. أخيراً، العقود المستقلة هي العقود التي تتعامل مع العمال كمقدمي خدمة. تم إجراء المقابلات مع بعض الأطراف المعنية لتحديد أبعاد المشكلة من المنظورين القانوني والعملي. تُقدم الورقة اقتراحات بخصوص مراجعة قانون العمل الحالي وتطويره ووضع قانون عصري جديد يغطي الثغرات التي برزت خلال العقد الماضي. كما تدعو لعمل عقود موحدة مبتكرة لاستخدامها من قبل كل فئة واسعة من العمال.

ملخص عن التوصيات

- 1. تحتاج مختلف الأطراف المعنية (وزارة العمل، نقابة المهندسين، نقابة المقاولين، المنظمات المجتمعية والشركات والعمال أو ممثلوهم) إلى التعاون لإنشاء لجنة تمثل جميع هذه الأطراف لإيجاد حلول مبتكرة للمشاكل التعاقدية الحالية.** حيث انه سيكون من شأن هذه اللجنة أن تبادر إلى:
 - أ. إنشاء منصة جديدة تحتوي على نماذج تقييم تسمح للشركات بتقييم موظفيها وشرح أسباب فصلهم خلال فترة التجربة. أيضاً يمكن للموظفين تقييم شركاتهم وتسجيل أي شكاوى بخصوص حقوقهم.
 - ب. بدء العمل بـ "العقد الذكي" وهو برنامج رقمي مصمم لتنفيذ أو إدارة أو توثيق إجراءات محددة ذات صلة قانونية بناءً على شروط وبنود العقد. يقوم العقد الذكي بتقييم بنود وشروط العقد وما إذا كانت ملتزمة أو مخالفة للقانون وإرسال تقارير منتظمة إلى أطراف العقد.
 - ج. عمل عقود موحدة ومبتكرة لخدمة كل فئة واسعة من العمال. على سبيل المثال، العقود الجماعية الموحدة للمهندسين المدنيين الذين يعملون في مشاريع البناء السكنية.
- 2. يمكن للشركات البدء في تركيب أجهزة البصمة الرقمية وكاميرات المراقبة لاستخدامها كدليل على وقت عمل العمال في حالة وجود خلافات مع الشركة فيما يخص وقت العمل.**
- 3. على وزارة العمل أن تتخذ خطوات جادة تجاه المشاكل التعاقدية في قطاع الإنشاءات من خلال:**
 - أ. إعداد مسودة قانون عمل مبتكر جديد من خلال دعوة شركاء من القطاعين الخاص وغير الربحي وإجراء مناقشات مفتوحة لتعزيز القانون الحالي بما يتناسب مع التطورات التي حدثت على مدى العقود الماضية.
 - ب. استخدام وسائل التواصل الاجتماعي لتوعية العمال والمهندسين وتنقيحهم بحقوقهم الأساسية وكيفية التعامل مع الخلافات مع أصحاب العمل.
- 4. يمكن أن تتخذ نقابة المهندسين الأردنيين خطوات جادة تجاه المشاكل التعاقدية في قطاع الإنشاءات من خلال:**
 - أ. إعادة دراسة اللوائح الحالية وتعليمات النقابة وتقديم تعديل إلى مجلس نقابة المهندسين لأن بعض المشاريع قد لا تحتاج إلى العديد من المهندسين كما هو منصوص عليه في هذه اللوائح.
 - ب. المصادقة على العقود الخاصة بمهندسي الإنشاءات ومشاركتها بواسطة النقابة حصرياً.

Executive summary

The construction sector is becoming a contributor to Jordan's economy due to its role in raising the Gross Domestic Product (GDP) and employing many workers. The construction sector's contribution to GDP in Jordan counts for around 3.5 per cent¹ and employed 38,825 workers in 2016 increased from 23,379 in 2000, which counts for 66 per cent overall growth over the same period, according to the department of statistics.² With the growing population in Jordan, it is expected that the construction sector will witness further growth. However, Jordanian workers and engineers in the construction sector face many contractual problems that affect their life and cause negative consequences on multi-dimensions, financially and psychosocially. This paper sheds light on three of these contractual problems and discusses whether innovation can provide a practical solution for these problems. The problems addressed in this paper concern the probation period, engineers' quota, and independent contracts. The probation period in contracts is the period that allows the employer to examine the qualifications of the workers without legal consequence in case they reject them. The engineers' quota is the minimum number of engineers for a specific area of a construction project. Finally, independent contracts are contracts that deal with workers as service providers. Key informants and respondent interviews were conducted to locate the problem from legal and practical perspectives. The paper suggests revising and developing the current labour law and setting a new innovative law that covers the gaps that have been taking place during the last decade. Also, to make innovative standardised contracts to be used by each wide category of workers.

1 Introduction

The construction sector is one of the most vital sectors in Jordan. It secured a 3.5 per cent contribution to the GDP in Jordan¹ and employed 5 per cent of the Jordanian

¹ "The Construction and Housing Sector in Jordan - The Challenge of Demand and Supply Alignment & Financing Mechanisms," *Jordan Strategy Forum*, Oct. 2019, <https://jsf.org/sites/default/files/The%20Construction%20&%20Housing%20Sector%20in%20Jordan%20The%20Challenge%20of%20Demand%20&%20Supply%20Alignment%20&%20Financing%20Mechanisms.pdf>.

² Salem Ajluni, "Investment and Employment Trends in Jordan's Key Economic Sectors," ed. Dorsey Lockhart, *The West Asia-North Africa Institute*, Mar. 31, 2019, http://wanainstitute.org/sites/default/files/publications/Publication_JourneyMapping_English_0.pdf.

workforce.³ From 2015 to 2018, the construction sector was the sixth employer among the other sectors in Jordan.² The construction sector is expected to grow in parallel with the population in Jordan. However, workers and engineers in the sector face many challenges related to the contractual side of their jobs. This paper focuses mainly on three contractual problems; the misuse of the probation period in contracts, the misuse of engineers' quota, and the misuse of independent contracts. The main objective of this paper is to clarify these contractual problems and to suggest some innovative solutions for these problems

These problems create many conflicts between workers and engineers on one side and companies on the other side. Workers lose part of their basic rights like social security coverage, fair payment, and the opportunity to grow and build professional experience. Solving these contractual problems will increase job security, create fair contracts that differentiate between the construction sector and the other sectors and considers the uniqueness of the construction sector, reduce conflicts in the workplace, and educate workers and companies on basic labour rights that should be considered. Also, addressing these problems and suggesting innovative settlements allow decision-makers in government and the private sector to take action based on a clear vision.

This paper starts by introducing some gaps in the Jordanian labour code. Then it provides an overview of three of the main contractual problems that face workers and engineers in the construction sector. The paper provides this overview based on interviews with four experts and two workers in the field. Then it discusses the roles of the stakeholders involved in these problems, their responsibilities and the solutions they can provide. Finally, the paper provides some recommendations for decision makers such as the Ministry for Labour, CEOs in construction companies, and Jordan Engineers Association (JEA) on how innovation can provide a solution to mitigate the discussed three problems and to move forward towards an innovative labour law.

³ Amer Abo Sae'a, José Luis Fuentes Bargues, and Pablo S. Ferrer Gisber, "Analysis of the Jordanian Construction Sector," *24th International Congress on Project Management and Engineering*, July 10, 2020, pp. 350-362. http://dspace.aeipro.com/xmlui/bitstream/handle/123456789/2438/AT02-005_20.pdf?sequence=1&isAllowed=y

2 Methodology

The policy paper applied a qualitative approach based on desk research, Key Informant Interviews (KII) and respondent interviews. The interviews were conducted with a representative from the Legal Affairs Department in the Jordanian Ministry of Labour (MoL), a project manager who works in the construction sector, a CEO of one of the construction companies, and a representative with a legal background from the International Labour Organisation (ILO). Also, respondent interviews were conducted with one technician and one engineer who work in the construction field in the private sector. All participants work in Jordan.

3 Jordanian Labour Code Gaps

Interviewees from the sector emphasised that the current Jordanian labour code is a clear and comprehensive one compared to labour laws in neighbouring Arab countries such as Palestine. For example, the Palestinian labour law does not include how to end the contract and based on which conditions and who has the authority to validate these conditions, while the Jordanian labour code covers all these gaps⁴. However, there are some gaps in the current labour code, such as; the unfair dismissal from work, and there is no specific article covering the daily labourers. Also, the code still does not differentiate between the construction sector and the other different sectors and does not consider the uniqueness of the construction sector, which is project-based. Those gaps create problems for workers in the sector. For example, workers who work on a daily basis do not have the option to be covered by the company in social security or cover their annual leaves as per the standard employment contract. Also, workers have project-based contracts that end in parallel with the project. These challenges need to be addressed in a new contemporary law that differentiates between the construction sector and other sectors and sets new rules or laws to address them. For example, the law could review and reconsider the wage gaps and the probation period gaps for workers in the sector due to project-

⁴ "Qanoon Al'amal Bayn Al Nas Wa Alwaqe'a Muqarana Be Qawaneen Al'amal Fe Alduwal Al'arabeeya Wa Alajnabeeya" [Labour Laws between Text and Reality: A Comparison between Labour Laws in Arab and Foreign Countries]," Birzeit University - Institute of Law, Oct. 16, 2011), http://lawcenter.birzeit.edu/lawcenter/ar/legal_encounters/323-قانون%20العمل%20بين%20النص%20و%20الواقع%20مقارنة%20بقوانين%20العمل%20في%20الدول%20العربية%20والأجنبية

based contracts. The gaps in the current code creates some contractual problems in many sectors, particularly in the construction sector. The next section sheds light on three of these problems.

4 Contractual Problems Overview

According to the consulted interviewees in the construction sector, contractual problems happen either because of gaps in the current labour code or because of the workers' lack of knowledge of labour rights. Some companies try to take advantage of these conditions and reduce the benefits of the workers to a minimum. Workers and engineers sometimes accept such unfair conditions due to: the high percentage of unemployment in Jordan, lack of knowledge of labour code, lack of inspection from the government side, and seeking experience from fresh graduates. Also, workers forfeit their rights sometimes because the contractual relationship is a short one and not worth spending time and effort in court. However, these problems do not come at no cost. There are financial consequences for individuals, such as; low wages, delay in paying house rent and bills, and financial debts. These financial grievances lead to psychosocial consequences such as; a sense of insecurity, mental health issues, low motivation, and low sense of belonging to work. The subsections below illustrate each problem.

4.1 Probation Period

According to Article 35 of the Jordanian Labour Code, the probation period is the period that allows the employer to test the capabilities and qualifications of the employees and decide whether to proceed with them or not in case they do not meet the job requirements without any legal responsibility on the employer.⁵ The interviewees pointed out that the employees must be aware of their rights. For example, the probation period should be agreed upon between the company and the worker before signing the contract. It should not exceed the maximum limit, which is three months. This period is a right for both the company and the labourer, and it is a good opportunity for them to know each other. The code does not allow renewing this period, and in case the company renewed the probation period, then it will be considered illegal in court, although the contract itself will remain valid.⁶

⁵ The Hashemite Kingdom of Jordan, Official Gazette, *Labour Code and its Amendments No. 8, 1996*

⁶ Interview with expert in labour rights who works for one of the UN agencies, 25th June 2022

However, in practice, the probation period can be used by some companies to make short-term temporary agreements (less than three months) with workers and to put pressure on them to sign new contracts every three months with new terms of reference. This action prevents workers from having a valid official contract that contains all their rights. Some companies may employ workers or engineers for less than three months and replace them with new ones every three months.

4.2 The Engineers' Quota

The engineers' quota, according to the technical instructions of the engineering companies and offices, is “ the area of the construction project that JEA allows the engineer or the engineering office to supervise during one year based on the engineer's educational level (Bachelor, Masters, or PhD) and the number of years of experience”.⁷ This means that every engineering company or office should employ a specific number of engineers for each construction project based on the area of that project. Also, Article 11 of the national building law number 7 (1993) and Article 4 of the instructions for applying the building codes support the JEA's instructions.⁸ At the same time, the supervising party should employ a resident engineer for each project with an area of more than 500m² or have it supervised directly by the JEA supervision committee for projects with areas less than 500m². The main purpose behind these regulations is to control the quality of the project as per the engineering standards and building codes and to create job opportunities for engineers. However, some companies circumvent this requirement by inviting fresh graduates or unemployed engineers to sign low-wage contracts and not requiring their presence on site. Companies will not prevent engineers from attending their jobs, but most engineers choose not to come because the salary is lower than the minimum wage of the engineers' salary scale ⁹ as per JEA instructions, which hinders their rights. In addition, the absence of engineers has an adverse impact on the quality of projects.

The consulted interviewees who work in the field emphasised that the exploitation of the engineers' quota only happens in small projects like residential buildings, but it does not exist in large-scale projects. The main reason behind this exploitation,

⁷ “Applicable Technical Instructions,” Applicable Technical Instructions - Jordan Engineers Association (JEA) *Jordan Engineers Association (JEA)*, accessed Dec. 7, 2022, https://www.jea.org.jo/EN/List/Applicable_Technical_Instructions

⁸The Hashemite Kingdom of Jordan, Jordan National Building Law no. 7/93.

⁹ https://jea.org.jo/EBV4.0/Root_Storage/AR

according to some of the interviewees, is “unemployment” and that JEA might not be able to follow up with some companies because the JEA does not have enough staff to monitor.

4.3 Independent Contracts

Independent contracts deal with workers as independent contractors, which means that they are not considered employees but service providers according to article 780 of the Jordanian Civil Code¹⁰. Some companies could misuse this form of contract to save money by considering the worker as someone who does a service for the company without following the company's rules (e.g., specific starting and finishing time). However, on the ground the worker works as an employee and commits to all employers' regulations.

5 Multi Stakeholders; Multi Responsibilities; Multi Solutions

A number of stakeholders with different roles and responsibilities could contribute to addressing the discussed contractual problems. Understanding these roles and responsibilities of each of them allows us to investigate multiple solutions.

5.1 The Responsibility of the Ministry of Labour (MoL)

MoL has three mechanisms for solving conflicts:

- **Solving individual problems.** When a worker has an individual problem with his company (e.g., the worker got discharged from work without any valid reason), the worker can submit a complaint through an interview, digital platform (*Hemayah platform*), phone, or WhatsApp. The inspector will contact the worker and explain the legal aspects of the problem and if it is within the powers of MoL. They then delegate it to the responsible directorate and register it on the complaint system. The directorate later sends an inspector to visit the company to investigate the issue and prepare a report and take the necessary legal action. Finally, the directorate informs the worker of the result.¹¹
- **Solving conflicts related to wages and overtime working hours.** The worker visits the Wages Authority (WA) at the MoL to register and fill out

¹⁰ Hashemite Kingdom of Jordan, *Jordanian Civil Code, Law No. 43 of 1976*

¹¹ “Inspection Services Manual,” Ministry of Labour, http://www.mol.gov.jo/EN/Pages/Inspection_EN.

the complaint form. The WA informs the company through the ordinary courts and follows up to finalise the issue in the Jordanian courts.¹²

- **Settlement of collective labour disputes.** MoL receives the complaint from one of the registered labour associations in Jordan. MoL assigns a representative to reconcile the two parties in a friendly manner and sign a collective work contract among the parties in case they agree on a solution. In case the parties do not reach an agreement, then the MoL representative sends a report to the Minister of Labour within 21 days from the date he was assigned. The Minister may intervene to resolve the dispute himself. The conflict is referred by the Minister to the conciliation council headed by him, and the parties name their representatives. In case the conciliation council does not reach a settlement, it shall submit a report to the minister within 21 days from the date of the council's formation. The conflict is then referred to the labour court formed by the judicial council in order to issue a decision within 30 days. The court's decision is considered a final decision and not subject to appeal by any other party.¹¹

Interviewees stated that there are other roles that MoL can play in solving the discussed contractual problems:

- MoL can apply new mechanisms to solve labour problems effectively. For example, by increasing the monitoring and penalty procedures and applying the existing ones strictly. Also, MoL has its own electronic platform (*Hemayab platform*) to receive complaints, but it could be translated into other languages so that foreign workers can use it. In addition, MoL could raise the workers' awareness regarding labour rights through social media and other media sources (e.g., TV, radio, and newspapers).
- An amendment of the current labour code needs to use better innovative solutions for the current contractual problems. The new law could contain new articles regulating daily labourers. The law could consider increasing the minimum wage of workers (daily and monthly basis wages). Also, encouraging companies to register workers who work ten days and above in the social security service. In addition, the amendments might push companies to set up cameras and fingerprint digital instruments to prove workers working time.

The MoL is not responsible for the contractual relationship between the worker or engineer and the company in case they both agree on the contract and the payment.

¹² <https://portal.jordan.gov.jo>

It refers to the degree of awareness of the employees; they should negotiate to get a fair payment that covers social security and risks or injuries in the workplace. MoL gets involved if the employee has concerns, complaints or any kind of conflict with the company.

5.2 The Responsibility of Community-Based Organisations (CBOs)

The consulted interviewees emphasised that CBOs, although dependent on donor funds, still can play an innovative and effective role in:

- Raising awareness, conducting training sessions, and providing consulting for workers.
- Preparing studies and reports to inform decision-makers.
- Negotiate with the government to advocate for amendments to the labour code.
- Auditing companies and conducting investigations anonymously and suggesting friendly solutions for conflicts between workers and companies.

5.3 The Responsibility of the Hiring Companies

While MoL and CBOs can advocate and regulate the rights of workers, companies can exert the most influence by committing to their social responsibilities as hiring institutions. They can further ensure fair employment that would, in turn, build trust and increase social cohesion. Companies need:

- To explain their internal policies to their employees.
- Registering the engineers' quota and the contracts in JEA.
- To commit to MoL, JEA, and The Jordanian Construction Contractors Association (JCCA) regulations and instructions.

5.4 Shared Responsibility

Experts and interviewees emphasised that other parties could be involved to share responsibility with MoL. These parties include:

- The Ministry of Public Works and Housing, Ministry of Local Administration, JEA, and JCCA. Better coordination among all these parties could lead to solving the discussed problems.

- Universities, training centres, and technical colleges, could also share responsibility with MoL in raising awareness and educating workers on their rights and responsibilities through workshops, training courses, and counselling sessions.

6 Conclusion and Recommendations

The purpose of this paper is to shed light on three of the main contractual problems in the construction sector. Also, this paper offers some innovative recommendations to mitigate the impact of the discussed labour contractual problems. Based on the reviewed literature and on the conducted interviews with six experts and workers in the sector, the paper suggests the following recommendations:

1. **The different stakeholders (the MOL, JEA, JCCA, CBOs, companies, and workers or their representatives)** need to cooperate to create a committee of members from all these parties to find innovative solutions for the current contractual problems. This committee will take the initiative to:
 - A. Establish a new platform for registering contracts whereas the committee can monitor this process. This platform might contain assessment forms that allow companies to assess their employees and explain the reasons for their dismissal during the probation period. Also, employees can assess their companies and register any complaints regarding their rights. The platform can be developed over one year of forth and back discussions among the committee members. A proposal could be submitted to donors focused on labour rights in order to get enough funds to design and maintain the platform. The project also could be extended to design an innovative application to answer the most common questions regarding labour rights and provide short videos on social media channels.
 - B. Working with a “smart contract”, which is a digital programme that is designed to implement, manage or authenticate specific actions that are relevant legally based on the conditions and articles of a contract.¹³ These contracts are self-implementing and based on specific algorithms related

¹³Savelyev, Alexander, Contract Law 2.0: «Smart» Contracts As the Beginning of the End of Classic Contract Law, *Higher School of Economics Research Paper No. WP BRP 71/LAW/2016*, Dec. 14, 2016 <https://ssrn.com/abstract=2885241>

to the rights and responsibilities of the contracted parties. The smart contract evaluates the contract articles and conditions and whether they are committed to or violating the law and it sends regular reports to the agreed parties. Once some conditions apply, the smart contract will perform a specific action.¹⁴ For example, the worker can enter his /her overtime working hours into the smart contract (the programme), and the employer shall validate the number of hours, and the smart contract will secure the amount of money to send to the worker's bank account together with the monthly salary of the worker. The committee above can manage such contracts through the created platform. Donors who support Jordan in terms of legal affairs and electronic government could be addressed by the committee to support such project.

- C. Make innovative standardised contracts to serve each wide category of labours. For example, standardised collective contracts for civil engineers who work in residential construction projects. These contracts can be agreed on between the committee above, the construction companies, and labour associations in the construction sector. The committee can design suitable standardised contract for each category in need of such contract and monitor the process of applying it on regular bases. Such a contract is feasible as it saves time and energy consumed by regular conflicts among parties in the sector.
2. **Companies** could start installing digital fingerprint instruments and monitoring cameras to be used as proof of workers working time in case there is a conflict with the company. This can be an advantage to labours to save their rights in case there is any kind of complaints against the worker from the company. This also will be feasible for companies as it provides a monitoring system for the working hours and overtime of employees.
 3. **MoL** is to take serious steps towards the contractual problems in the construction sector through:
 - A. Preparing a draft of a new innovative labour law by inviting partners from the private and non-profit sectors and conducting open discussions to enhance the current law in order to match the developments that have been taking place over the last decades. Developing the labour law can be implemented over one year of studying the current law and the gaps that need to be covered. The government is to invest in making amendments

to the labour law as it is a feasible solution because a new innovative law will avoid conflicts that MoL has to deal with every year.

- B. Using social media to raise the awareness of workers and engineers and educate them on their basic rights and how to deal with conflicts with their employers. MoL could activate the official pages on Facebook, Instagram, YouTube, and other social media websites to achieve more progress in educating workers, engineers and employers on labour rights, the responsibilities of each party, and the procedures for solving conflicts friendly or through the official legal parties.
4. **JEA** could take serious steps towards the contractual problems in the construction sector, for example:
- A. JEA regulations and instructions could be updated. JEA steering committee need to restudy the current regulations and submit an amendment to the engineers' association council. The amendment considers the rights of both the employer and the engineer and takes into account the uniqueness of different projects.
 - B. Contracts for construction engineers shall be validated, stamped, and shared by JEA in coordination with MoL. This saves the engineers' rights and prevents companies from taking advantage of the lack of opportunities available to fresh graduate engineers.

Applying a Geopolitical Perspective in Designing Innovation Policies: A Comparative Case Study Between Jordan and Lebanon

Amélie André



تطبيق منظور جيوسياسي في تصميم السياسات المتعلقة بالابتكار: دراسة حالة مقارنة بين الأردن ولبنان

المؤلفة: اميلي اندريه

تقدم هذه الورقة المنظور الجيوسياسي ودوره في تسليط الضوء على ديناميكيات صنع السياسات والتوصيات المتعلقة بها. يساعد تبني وجهة نظر جيوسياسية على تعزيز تصميم السياسات المتعلقة بالابتكار من خلال النظر في العوامل الجيوسياسية التي تساهم في نجاح هذه السياسات. إن العوامل الجيوسياسية هي عناصر تؤثر في تصميم السياسات وبالتالي تحليلها. تركز هذه الورقة على العناصر الجيوسياسية الآتية: ١- أصحاب المصلحة ٢- التمويل ٣- السياق الذي يكشف عن ديناميكيات القوة في المنافسة على الصعيدين الوطني والدولي.

تستعرض هذه الورقة دراسة حالة حول تنفيذ التكنولوجيا الخضراء في الشركات الصغيرة والمتوسطة في الأردن ولبنان لتسليط الضوء على الكيفية التي يتشكل من خلالها البعد الجيوسياسي جزءاً من آلية صنع السياسات وكيف يؤثر على نتائج تنفيذ التكنولوجيا الخضراء. أظهرت تحليل النتائج في هذه الدراسة أثر الواقع الجيوسياسي على أداء السياسات وكشف التحليل عن أوجه التشابه والاختلاف في طرق رسم السياسات في البلدين. فعلى الرغم من أساليب التمويل المتشابهة نسبياً، فإن الأردن ولبنان لهما أصحاب مصلحة وسياقات مختلفة تؤثر على طرق اخذ القرارات وتنفيذها. لذلك، يجب النظر في المنظور الجيوسياسي عند رسم السياسات وذلك لتعزيزها وجعلها أكثر فعالية من خلال تحويلها إلى إصدارات أكثر دقة وملاءمة للظروف المعدة من أجلها.

ملخص عن التوصيات

- إجراء بحث منهجي ومفصل لأصحاب المصلحة المحتملين عند وضع السياسات. ومن الأسئلة التي يمكن طرحها لتكون دليلاً لاختيار الشركاء الاستراتيجيين الذين يحققون أهداف السياسات المرجوة: من يشارك في صناعة القرارات؟ من الذي يمول؟ من الذي يمكنه أن يؤثر علينا؟
- ربط صانعي السياسات بخبراء الجيوسياسات القادرين على توفير المعلومات والمنظور والمشورة لصانعي السياسات بشأن العناصر الجيوسياسية التي ينبغي أخذها في الاعتبار أثناء وضع السياسات.
- زيادة إمكانية الوصول للمعلومات. في بعض الأحيان يكون من الصعب أحياناً العثور على معلومات حول العناصر الجيوسياسية، وخاصة التمويل. ومن شأن تيسير الوصول إلى هذه المعلومات تمكين واضعي السياسات من النظر بقدر أكبر في الأثر الذي يمكن أن تحدثه هذه العناصر على السياسات النهائية.
- زيادة الحوار لربط أصحاب المصلحة مع صانعي السياسات للاطلاع على العناصر الجيوسياسية الواجب أخذها في الاعتبار مثل خصوصيات السياق المحلي ومعايير القوى.

Executive summary

This paper argues how a geopolitical perspective can shed light on the dynamics of policymaking and policy recommendations. Introducing a geopolitical point of view might help strengthen the design of innovation policies by considering the geopolitical factors involved in policy success. The geopolitical factors are elements that affect the design and, therefore, the analysis of innovation policies. This paper focuses on stakeholders, financing, and context. These factors reveal power dynamics and geostrategies such as competition and influences both on a national and an international scale that can shape policies. A case study on the implementation of Green Technology in SMEs in Jordan and Lebanon is presented to highlight how geopolitics is part of innovation policymaking and how it affects the outcomes. The analysis demonstrated how the influences of geopolitics on policies act on two countries of the same region. It revealed similarities and differences in the ways policies are created in the two countries. Despite relatively similar financing methods, Jordan and Lebanon have different stakeholders and contexts that affect the ways decisions are produced and implemented. Therefore, a geopolitical perspective needs to be considered when creating policies to strengthen and make them more effective by turning them into more precise and suitable versions adapted to specific situations.

1 Introduction

Since the 1970s, geopolitics has gained increased notice, especially when it comes to analysing international situations. However, the themes of the discipline have also broadened. Nowadays, a geopolitical approach can characterise numerous circumstances, such as cyberspace, gender studies or popular culture. Geopolitics is a human science that is part of the branch of human geography. It focuses on the geographical study of conflicts. Conflicts refer to rivalries between two or more actors. These can be understood as tensions, more or less violent, latent, direct or indirect, for multiple reasons such as possession of territory, resources, cultural or religious matters.¹ At its core, geopolitics refers to antagonisms, competitions, struggles for influence and ratios of power in space that may also be underlying and respond to the strategies of local, national, regional, or international stakeholders.

¹ Yves Lacoste, "Geography, Geopolitics, and Geographical Reasoning", *Hérodote*, No 146-147 (2012): 14-44

Geopolitics and innovation are closely linked. A geopolitical perspective enables a deeper understanding of power dynamics that are at stake in policymaking. It aims at pointing out the geopolitical factors playing a role in a policy.

The question addressed in this policy paper is the following:

To what extent adopting a geopolitical perspective on innovation policies could yield a complementary approach to more precise and suitable policies for the situation it was designed for?

Other methods have been developed regarding policymaking to ensure the most efficient strategy, like place-based policy, which is a government's process to create solutions adapted to the local situation where they apply.² Likewise, a geopolitical perspective on innovation could lead to the use of appropriate methods, effective tools and strategic decisions and guarantee efficient as well as suitable innovation policies.

The word innovation generally invokes the idea of "new." For example, according to the English Oxford Dictionary, innovation is the "introduction of new things, ideas or ways of doing something." It can also be understood as finding "new solutions to existing problems"³. It is also customary to think of innovation as the technologies, sciences and techniques resulting from research that create original products and allow for economic growth. But innovation comes from mobilising resources to introduce something new into a particular context, something that was not done before. Therefore, new social practices, original sustainable and environmental-friendly techniques, as well as the introduction of new economic regulations are examples of innovations in society.

The policy paper aims to enlighten policymakers on different factors to take into consideration when creating new plans. The paper relies on secondary data and in-depth desk research. Nevertheless, some information is difficult to find. There are few precise resources, which shows that environmental policies are not explicit and easily accessible. First, an analysis of the barriers and limits to regular policymaking is conducted to demonstrate that other approaches, such as a geopolitical one, could

² Andrew Beer, Fiona McKenzie, Jiří Blažek, Markku Sotarauta, Sarah Ayres, "What is Place-Based Policy?", *Regional Studies Policy Impact Books* (2020), 11-22

³ World Bank, *Innovation Policy: A Guide for Developing Countries*, 2010. <https://openknowledge.worldbank.org/handle/10986/2460>

be complementary. The second part introduces three geopolitical factors that can reveal underlying power dynamics. In the last part, the method is applied to a comparative case study between Jordan and Lebanon on green technology in small and medium sized enterprises.

2 Limitations to efficient conceptions of innovation policies: the value of introducing a geopolitical perspective

Public policies on innovation sometimes show limited results or even failure in implementation and in their construction. Those limited results include low efficiency, low quality, unsuitable solutions, lacks and limitations that may hinder progress. Many factors hamper innovation policies,⁴ such as overly optimistic expectations, segmented governance, political cycle and inadequate collaborative policymaking. It is said that these problems are increased by factors like the complexity of the policies or the lack of analysis ahead of time of stakeholders (that might have a difficult time working together or not share the same point of view), cost (risk of being too high), timescale and context (local governance). This leads to dubious policies that are more likely to fail because these aspects were not studied in advance. Similarly, the paper argues that geopolitical factors are part of effective innovation policy design, and their lack of consideration could lead to limited results. Factors such as stakeholders, context, and financing can be integral to an effective innovation policy.

Let's take the example of the public transportation policy in Jordan. Despite the creation of numerous regulations, a variety of factors seem to be hindering progress: lack of finances, segmented governance, institutional problems and redundant routes.⁵ Policymakers could have benefited from the study of the geopolitical and geographical context (conflicts between stakeholders and segmented governance, geographical specificities of Jordan) as they influence the needs and the means of implementation and the choice of strategic allies to finance and influence participation of the private sector (expertise, technology transfer, such as copying

⁴ Bob Hudson, David Hunter, Stephen Peckham, "Policy failure and the policy-implementation gap: can policy support programs help?", *Policy Design and Practice* (2019), 1-14

⁵ Center for the Study of the Built Environment (CSBE), Friedrich Ebert Foundation, *Public Transportation in Jordan: A Policy Study Report* (2017)

Rome's system as the city also has numerous hills like Amman), to help reach an operative system.

3 Looking at geopolitics in policy making on innovation: a way to understand strategies and power dynamics

Geopolitics is a means to a deeper understanding of stakeholders' strategies and power dynamics in policies on innovation. According to Joseph Nye (1990), the notion of "soft power"⁶ refers to the ability of a State to influence and direct international relations to its advantage by using non-coercive means (such as diplomacy, economy, culture, and education). The soft power of a country is a concept linked with geopolitics, as it often involves a geographical dimension and an abstract conflict, aiming for domination in different States. Innovation policies are a soft power to a country, as it enables its control and authority among other actors.

Many geopolitical factors exist: these are elements that come into play in the constitution of a situation of a geopolitical nature. Those allow to carry out a geopolitical analysis⁷ and put emphasis on power dynamics and geostrategies behind a situation. From the analysis of examples of innovation policy papers⁸, the most relevant elements include stakeholders, financing and context because they have consequences on the policies shaped.

- 1) Stakeholders: reviewing who is part of the policy-making process⁹;
- 2) Financing: analysing where the funding come from¹⁰;
- 3) Context: studying the geographical, political and economic background.

These elements reveal significant soft power aspects in innovation policies, in particular, power dynamics and geostrategies such as competition and influence. Power dynamics refer to the ability of a stakeholder to impose its opinions and choices on others due to its various capacities: demographic, territorial, resource,

⁶ Joseph Nye, *Bound to lead, the changing nature of American Power* (1990), Basic Books

⁷ "Quelle méthode en géopolitique ?" ["What methodology in geopolitics?"], Conseil Québécois d'Etudes Géopolitiques, accessed July 15th 2022, <https://cqegeheulaval.com/quelle-methode-en-geopolitique/>

⁸ Filippo Gualtiero Blancato, United Nations University Institute on Comparative Regional Integration Studies, "Regulate to Dominate: The Geopolitics of Standard-Setting in Digital Technologies and its Strategic Implications for the EU" (2019)

⁹ Cédric Tellenne, *Introduction à la géopolitique* [An Introduction to Geopolitics] (2019), La découverte, 218.

¹⁰ Pascal Lorot, "De la géopolitique à la géoéconomie" ["From geopolitics to geoeconomics"], *Géoéconomie* (2009), vol. 50, no. 3, pp. 9-19

economic, cultural or military. Geostrategy is a broad term signifying actions and decisions made by stakeholders to meet their goals. It is a tactical choice of action or involvement in another country for multiple reasons, whether they are, for instance, economic, political, cultural or diplomatic. An example of a strategy would be for a country to increase its presence in a specific country through its foreign policy. Some power dynamics and geostrategies regarding innovation policies are competition and influences.

- **Competition** is the development and the place of a country in the regional and international environment. Competition for innovation and policies signals the struggle to occupy a leading place among other countries. Thus, innovation is linked to power in light of competition as countries strive to promote themselves as leaders in the innovation field, promoting their national and international image. The stakeholders compete in promoting their know-how and expertise in various fields, reinforcing their prestige and attractiveness. A competitive environment is beneficial as it encourages countries to adopt changes and implement new policies to enable progress and development. For instance, India has developed a new policy regarding education titled "National Education Policy" (2020). With these changes in the Indian education system, the country seeks progress in the accessibility and quality of the knowledge provided in schools and universities. It aims to reach a world competing level, promoting progress internally and securing a leading position among other countries.
- **Influences:** meaning the circulation and the inspiration of innovation policies from other countries. Countries take inspiration from other parts of the world to create innovations. The inspiration can come from the models, tools, policies, practices, or any aspect of a country's experience in building, promoting or sustaining innovation. Influences highlight the power of certain countries to inspire policies and plans and impose norms and transfer techniques, technologies and policies. Influences are a complementary dimension to competition, but the focus is on the models' policies and circulations rather than the competitive environment.

Innovation policies thus benefit from applying a geopolitical perspective to determine how power dynamics and geostrategies take place and affect the outcome of the

policy. Applying this analysis grid (figure 1) would inform the drafting of new policies and paint a clear picture of the decision-making landscape and the contextual specificities of a region. The case study of green technology in Small and Medium-sized Enterprises serves as an application to how considering geopolitics in public policies on innovation is important.

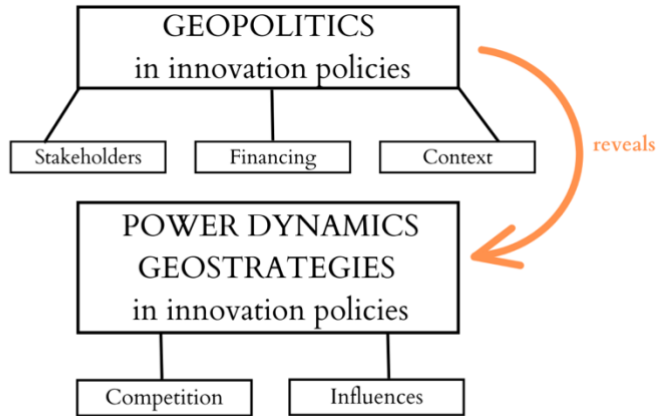


Figure 1 : Diagram presenting the links between geopolitics and innovation policies (creation: Amélie André)

4 The case of green technology in Small and Medium-sized Enterprises

Jordan and Lebanon have created diverse strategies, as well as plans and policies to develop the use of green technology in SMEs. The study of the comparison between the two countries serves as an application highlighting the role of geopolitics in innovation policies and emphasises the influences of geopolitics on innovation policies. Policies are defined as “a set of ideas or a plan of what to do in particular situations that has been agreed to officially by a group of people, a business organisation, a government, or a political party”;¹¹ therefore, strategies and plans often precede the implementation of an idea into a policy and are therefore linked.

Green technologies refer to tools and methods developed to achieve sustainable development and preserve the environment. They aim at preventing pollution,

¹¹ "Policy", Cambridge Dictionary, accessed July 22nd 2022, <https://dictionary.cambridge.org/fr/dictionnaire/anglais/policy>

negative impacts on nature,¹² and waste of resources and energy by improving green capacities as well as green efficiency.¹³ These technologies can be used in agriculture, business and urban planning. Examples of green technologies include solar panels, water or wind energy, composting and electric vehicles.

This section focuses on how environmental policies and programmes support the implementation of green technologies in SMEs. The definition of SMEs is the number of employees, between 1 and 99 employees in both countries.¹⁴ The size of SMEs enables a straightforward undertaking of the principles of a green economy. Also, SMEs represent a significant part of the economy of Jordan and Lebanon. Both countries have employed different means and made various choices to implement green technology in SMEs, reflecting divergent geopolitical elements at stake and resulting in different outcomes. Geopolitics affects how policies are created, promoted, diffused, and implemented.

4.1 Jordan

Jordan is one of the first countries in the region to have taken action regarding climate change and environmental issues by implementing early strategies and policies starting in the 1990s.¹⁵ According to the Economic and Social Council of Jordan report of 2022 on Micro, Small and Medium-Sized Enterprises, the enterprises represent up to 99.5 per cent of Jordan's private sector and employ 57.6 per cent of the total labour force.¹⁶ Therefore, this sector is strategic, and although there is no specific policy regarding green technology in SMEs, national environmental plans address the need for this sector to implement green technologies for a sustainable green economy.

¹² Noor Azland Jainudin, Ivy Jugah, Awang Nasrizal Awang Ali, Rudy Tawie, *The Acceptance of Green Technology: A Case Study in Sabah Development Corridor* (AIP Conference Proceedings, 2017)

¹³ Chairat Treesubstorn, Rujira Dolphen, Prapai Dhurakit, et al., *Green technology innovation in a developing country*, (AIP Conference Proceedings, 2017)

¹⁴ United States Agency for International Development, *Booklet of standardized Small and Medium Enterprises Definition* (2007)

¹⁵ United Nations, Hashemite Kingdom of Jordan, *Jordan's way to sustainable development. First National voluntary review on the implementation of the 2030 Agenda* (2017)

¹⁶ Jordan Economic and Social Council, *Micro, Small, and Medium-Sized Enterprises Initiative Report*, (2022), <http://www.esc.jo/Documents/a4a0998e-990e-4580-a79c-dbe738e4494c.pdf>

Some policies and regulations mention green technology in SMEs. The stable institutional system enables Jordan to develop numerous policies, plans, and goals on a national scale to answer the current challenges regarding environment preservation, climate change, and sustainable development. The broader one is the "Jordan National Vision and Strategy for 2025" (2015), giving general orientations and goals for the country. Several strategies have been developed to achieve this vision, including "A National Green Growth Plan for Jordan" (2017). It states that SMEs are a part of the Green Strategy for Jordan and should benefit from financial help to achieve sustainable development. Moreover, multiple laws support the transition to a green economy and encourage the use of green technology to save resources, diversify energies, as well as fight against waste and pollution. Jordan is also part of multiple ratified multilateral international agreements that corroborate its stance on environment preservation influenced by international actors.

At the heart of our study is the way of creating these policies. In the Kingdom, the main **stakeholder** is the government which guides and rules the strategies regarding climate challenges and sustainable development, including green technology in SMEs. The primary actor is the Ministry of Environment. Depending on the subject, it often collaborates with other governmental entities and ministries. Some international and external actors are also involved in the decision-making and the policy process, namely, the United Nations (UN) and the European Union (EU), and some countries in the case of bilateral or multilateral relations. Jordan has also been characterised by "political openness".¹⁷ This resulted in the growth of Civil Society Organisations (CSOs) in the country. Nevertheless, scholars report that the engagement of Civil Society in policymaking remains weak compared to the strong presence of the government.¹⁸

For instance, the German Federal Ministry for the Environment (BMUB) and the Global Green Growth Institute (GGGI, Seoul) actively provided environmental and sustainable development guidelines for the "National Green Growth Plan for Jordan". Germany and South Korea are both developed countries holding expertise in environmental policies, and their participation signals their **influence** and

¹⁷ Civil Society Index, Analytical Country Report: Jordan 2010, The Contemporary Jordanian Civil Society. Characteristics, Challenges and Tasks (2011)

¹⁸ Hana Addam El-Ghali, Noor Baalbaki, *Perspectives on policy-making: insights into the role of the parliament in Lebanon* (Issam Fares Institute for Public Policy and International Affairs, American University of Beirut, 2017)

leadership. Germany is a pioneer country regarding ecology and has been encouraging the use of green technology in SMEs for multiple years, especially green energies, as policies reveal.¹⁹ One can find strong similarities in the national plan for Jordan, which underlines a circulation of methods and an expertise transfer between the countries. Germany has, therefore, a strong, soft power as it influences developing countries in their policies.

The **funding** of the policies helps the understanding of their creation and their operation. There are national and governmental funds, including the Jordanian national financing for environmental activities and initiatives, are part of the Ministries' budget. External funding is also essential in the policy sector in Jordan. For example, international funds from the UN or the EU, as well as bank loans and donors, help develop the regulations. The United States is also an actor present in the funding of environmental policies in Jordan. For instance, the Jordan Loan Fund Guarantee is a way of financing the use of green technology in SMEs²⁰. This financial relation reveals a **preferred link** between countries, which have been collaborating on multiple topics over the years.

Jordan is moving towards sustainable opportunities to attract more private financing and Foreign Direct Investment to "bridge the gap between the 'Kingdom's green growth objectives, and the availability of existing finance" as well as create more long-lasting investments.²¹ Therefore, in a **competition** matter, the country is willing to develop long-term solutions to be more powerful, have a stronger economy and reinforce its place in the region and the world, especially by investing in innovative tools and policies.

Despite the general strategies and policy plans, the actions regarding the environment stay fragmented. This is partly due to the lack of guiding principles that enable Jordan to set strategic priorities.²² In addition, Jordan still lacks sufficient finances to develop

¹⁹ Sebastian Rahbauer, Luisa Menapace, Klaus Menrad, Thomas Decker, "Adoption of green electricity by small- and medium-sized enterprises in Germany", *Renewable and Sustainable Energy Reviews* (2016), 59, 1185-1194

²⁰ Ministry of Environment, Amman, Hashemite Kingdom of Jordan, *A National Green Growth Plan for Jordan* (2017)

²¹ Ibid

²² Emilie Combaz, *Jordan's environmental policies and engagement on climate change*, K4D Helpdesk Report (2019), Brighton, UK: Institute of Development Studies.

projects ensuring a transition towards a green economy. Public policies on green technology in SMEs are also marginal. Therefore, Jordan has a singular **context** regarding policymaking, which includes a strong presence of the government. Therefore, the analysis of public policies on green technologies in SMEs can be conducted by studying the geopolitical elements (stakeholders, funding and context) that are unique to Jordan. This analysis reveals the existence of strategies and power relationships (competition, influence) that impact the policies created and emphasises their lack and insufficiencies.

4.2 Lebanon

SMEs in Lebanon represent a considerable part of the country's businesses. In 2016, there were around 225 000 micro, small and medium-sized enterprises (MSMEs). Considering this vital sector, under the United Nations Development Programme (UNDP) supervision, the Ministry of Economy developed and adopted an SME strategy in 2014, titled "Lebanon SME Strategy, Road to 2020." This official document calls to "expand the support and assistance provided for SMEs (...) to achieve a green economy and sustainable development."²³

Despite this mention, the policy does not expand further on the topic. Green technologies are absent from any environmental policy. Only the Ministry of Economy and Trade Website²⁴ elucidates some ways for SMEs to reach more sustainable development, primarily through green technologies. It is the most official mention of green technology in Lebanon. Moreover, official regulations – even though they are rare regarding the environment, a few official documents exist – provide general orientations but do not specify actions. For example, the National Renewable Energy Action Plan (2016-2020) targeted to reach 12% of renewable energy contribution by 2020, without specifying means to achieve this goal. Lebanon is also part of multiple ratified multilateral international agreements.

The country's internal and external **context** influences the creation and diffusion of environmental policies. External actors' presence might affect the efficiency of policies' implementation and can even impact the nature of policies decided by the government. Indeed, whereas Jordan is implementing policies mainly through the

²³ Ministry of Economy and Trade, "Lebanon SME strategy, a roadmap to 2020" (2014)

²⁴ "Going green for SMEs", Ministry of Economy and Trade, accessed March 16th 2022, <https://www.economy.gov.lb/en/services/support-to-smes/going-green-for-smes>

governmental system, Lebanon receives help from numerous CSOs that play a more important role than in Jordan²⁵. The country faces several unique challenges, the most prominent being political instability, divisions and groups' partition hindering decision-making in the country. Corruption in the government and weak and unstable political systems prevent the country from developing efficient innovations and hinder the adoption of sustainable decisions. Moreover, inadequate infrastructure and economic environment do not enable a favourable environment for implementing policies²⁶.

The Ministry of Environment issues environmental laws, regulations and policies on a national scale and collaborates with other ministries but these collaborations are marked as "difficult"²⁷. As a result, CSOs are involved at different stages of policymaking and guide the decisions and process²⁸. Even though there is a noticeable effort to develop the national institutions, international stakeholders play a huge role in implementing the required changes²⁹. Therefore, the multiple **stakeholders influence** the policymaking and the content of the decisions. For instance, the National Energy Efficiency and Renewable Energy Action (NEEREA, 2014) is "a national financing mechanism initiated by the Central Bank of Lebanon (BDL) in collaboration with the Ministry of Energy and Water (MEW), the Ministry of Finance (MoF), UNDP, the European Union (EU), and the Lebanese Centre for Energy Conservation (LCEC)"³⁰ to **fund** the transition towards the use of green energy through loans.

One finds similar types of **financing** regarding the environmental policies as in Jordan: national and governmental funds, international funds, such as funding from NGOs or banks for development, and private funds (loans, investments, banks, aids,

²⁵ Hana Addam El-Ghali, Noor Baalbaki, *Perspectives on policy-making: insights into the role of the parliament in Lebanon* (Issam Fares Institute for Public Policy and International Affairs, American University of Beirut, 2017)

²⁶ Economic and Social Commission for Western Asia, *Green Help Desks further green technologies in the Arab region, Green Help Desks in six Arab countries supporting technology transfer*, 2017.

²⁷ Mission Permanente du Liban, *Atmosphere pollution and human rights* (2018)

²⁸ Hana Addam El-Ghali, Noor Baalbaki, *Perspectives on policy-making: insights into the role of the parliament in Lebanon* (Issam Fares Institute for Public Policy and International Affairs, American University of Beirut, 2017)

²⁹ World Bank, Sustainable Development Department (MNSSD), Republic of Lebanon Country Environmental Analysis, Middle East and North Africa Region (2011)

³⁰ RCREEE, Central Bank of Lebanon, LCEC, National Energy Efficiency and Renewable Energy Action (2014)

and donations). Thus, the financing of environmental policies in Lebanon is varied, but external funds are significant. Funding reveals the donors' **strategies** and **influences**. For example, the ERBD is financing up to 1 million € in sustainable infrastructures. It is also involved in policy-making³¹, and this direct participation signals that the European Union bolsters its presence in Lebanon and enforces its close link with a strategic country.

4.3 Summary

This analysis highlights how there are different ways that geopolitical elements can be part of policies and have consequences on them, leading to different results. For example, Jordan and Lebanon have similar influences in their policies, including international influence, joint programmes, and similar financing systems. However, Lebanon, due to its context, has a weak governmental place in the policy-making in favour of strong CSOs participation, whereas Jordan operates the opposite model. General trends reveal that Jordan appears to be on its way to a green economy while Lebanon struggles to encourage green technology in SMEs, mainly sustained by international partners and institutions supporting projects and programmes.

In summary, there are several ways to enforce policies and position them within the power dynamics, and geostrategies help navigate the most effective and appropriate methods: policy changes and improvements can be developed to ensure progress.

5 Conclusion and recommendations

Multiple barriers have been shown to restrain policies from reaching their goals: gaps, inefficiency, and poor quality are examples of limits hindering progress. Tackling the issue of these challenges in innovation policies brings up multiple solutions. Among them is the geopolitical perspective. Adopting a geopolitical approach to innovation policies by focusing on three elements, stakeholders, financing and context, is an achievable solution to reach better policies. Indeed, these key elements display the importance of power dynamics that impact policies. It is the case of green technology in SMEs in Jordan and Lebanon. Both countries have developed actions regarding this theme, but geopolitical elements can explain limited results that could have been prevented and improved by taking geopolitics as an approach. It would enable to

³¹ "The EBRD's work in Lebanon", European Bank for Reconstruction and Development, accessed March 16th, 2022, <https://www.ebrd.com/where-we-are/lebanon/lebanon-overview.html>

identify the problem, and the context of creation and enable to work ahead on important elements. Actions to enhance the consideration of geopolitical elements can be taken, including:

1. Make **systematic, detailed research** of potentially involved stakeholders when creating policies. Some specific questions raised, including: who is involved in the creation? Who is financing? Who can we get inspiration from? The answers to these can serve as a guide to choosing strategic partners that would meet the goals of a policy. Information on the context, geopolitical and political, as well as the aims should be developed. Therefore, more direct, adjusted and efficient policies could be created by taking into account these elements.
2. Provide a **geopolitical analysis table** to ease the work for policymakers. Having a table gathering key geopolitical questions and elements that policymakers could check and work with could be a way to enhance the consideration of geopolitics and raise awareness of the importance of the choices made.
3. Connect policymakers with **professional geopoliticians**. Professional geopoliticians are experts and graduates who are specialised in geopolitics and have experience in the field. They would be able to provide information, perspective and advice to policymakers on the geopolitical elements to take into consideration while creating policies. They could highlight strategic choices and guide and assist on tangible questions such as context, soft power, and ratios of power.
4. Give more **access to information**. Sometimes it is difficult to find information on geopolitical elements, especially financing. Easing access to this information could enable policymakers to consider more the impact such elements can have on a final policy.
5. Increase **dialogue** to connect multiple stakeholders and policymakers. This way, communication could shed light on potential choices in partners, strategies, ratios of power, and context.

| | JORDAN | LEBANON |
|-------------------------------|--|---|
| Policies / Regulations | <ul style="list-style-type: none"> - "Jordan National Vision and Strategy for 2025" - "National Green Growth Plan for Jordan" (2016) - "National Climate Change Strategy and Sector Strategic Guidance Framework" (2013-2020, extended to 2030) - "Climate Change Adaptation and Low Emission Development Strategy" (2013) - Laws such as the "Renewable Energy & Energy Efficiency Law" (2012) | <ul style="list-style-type: none"> - "Lebanon SME Strategy, Road to 2020" (2014) - "National Renewable Energy Action Plan (2015-2020)" - "National Strategy for air quality management (2015-2030)" - Laws such as the "Protection of Air Quality" (Law 78/2018), the "Protection of the Environment" (Law 444/2002) |
| Stakeholders | <ul style="list-style-type: none"> - Ministry of Environment (2003) - Other Ministries : Health, Agriculture, Water and Irrigation | <ul style="list-style-type: none"> - Ministry of Environment (1993) - Other Ministries - Civil Society Organisations: Non-Governmental Organisations (NGOs), associations, consultants, universities. For instance Green Line Association. |
| Financing | <ul style="list-style-type: none"> - Jordan Renewable Energy and Energy Efficiency Fund (JREEEF, Ministry of Energy and Mineral Resources) - Jordan Environment Fund (JEF, Ministry of Environment) - Budget of the Ministry of Environment (± 6 million JOD in 2021, representing 0.06% of total budget of the government) through Central Bank of Jordan | <ul style="list-style-type: none"> - Institutions: United Nations (UN), European Union (EU) - Western Countries (for instance Germany, South Korea) <ul style="list-style-type: none"> - Institutions: United Nations (UN), European Union (EU) - Civil Society Organisations <ul style="list-style-type: none"> - Budget of the Ministry of Environment: regulated by the Central Bank of Lebanon, it fluctuates between 3 and 8 Million US\$ a year (0.8% of GDP invested in the environmental sector) |
| | | <ul style="list-style-type: none"> - United Nations Framework Convention on Climate Change (UNFCCC, 1992)* - Rio Declaration (1992)* - Kyoto Protocol (1997)* - Paris Agreement (2016)* |
| | | <ul style="list-style-type: none"> - Institutions: United Nations (UN), European Union (EU) - Civil Society Organisations <ul style="list-style-type: none"> - Institutions: United Nations, European Union - Development bank loans (EBRD) - Aids (Agence Française de Développement) - Donation - Investments |

*Dates of ratification of the Treaties in the country

Table summarising the comparison of the geopolitical elements in policies on green technologies in SMEs in Jordan and Lebanon (Amélie André)

Overview of the Challenges Facing the Realisation of Accessibility for Persons with Disabilities in Jordan

Enas Alkhatib



لمحة عامة عن تحديات تحقيق إمكانية الوصول للأشخاص ذوي الإعاقة في الأردن

المؤلفة: إيناس الخطيب

تقدم هذه الورقة مراجعة للسياسات المتعلقة بإمكانية الوصول في الأردن وتجارب الأشخاص ذوي الإعاقة بهدف تحديد الفجوات التي تعيق تحقيق هذه السياسات على أرض الواقع .

وقع الأردن في عام 2007 على الاتفاقية الدولية لحقوق الأشخاص ذوي الإعاقة (CPRD). حيث يشكل الأشخاص ذوي الإعاقة قرابة 11% من السكان، إلا أن الوصول إلى الخدمات العامة وخدمات التعليم والصحة ما زال يمثل تحديًا ولا تزال إمكانية الوصول هدفًا طويل المدى للأشخاص ذوي الإعاقة. بعد مرور أكثر من 14 عامًا على مصادقة الأردن للاتفاقية الدولية لحقوق الأشخاص ذوي الإعاقة، ما زال يُلاحظ التأخير في تطبيق مواد الاتفاقية وقانون حقوق أشخاص ذوي الإعاقة رقم 20 لسنة 2017 واتساع الفجوة بين التجارب اليومية للأشخاص ذوي الإعاقة وما تمليه السياسات.

تناقش هذه الورقة التجارب الحياتية للأشخاص ذوي الإعاقة المتعلقة بإمكانية الوصول من أجل سد الفجوة بين السياسات والواقع المعاش لإمكانية الوصول ودمج الأشخاص ذوي الإعاقة في المجتمع. وكما تركز الورقة على تجارب الأشخاص الذين يعانون من إعاقات حركية وبصرية، وتقدم لمحة عامة عن السياسات العامة المتعلقة بالتهيئة البيئية في الأردن. تشير نتائج البحث إلى الحاجة لتحقيق تشاركية بين منظمات وأفراد المجتمع المدني وصانعي السياسات. وتشدد على الحاجة إلى العمل على إنفاذ القوانين والسياسات الموضوعية لحماية حقوق الأشخاص ذوي الإعاقة وكذلك إنشاء أدوات لضمان مشاركتهم المجتمعية. تهدف الورقة إلى بدء حوار بين الأفراد وصانعي السياسات لتنفيذ قانون رقم 20 لسنة 2017 لحقوق الأشخاص ذوي الإعاقة المعمول به بشأن إمكانية الوصول، وتختتم بالإجراءات الموصى بها اللازمة لضمان الحوار بين الحكومة ومجتمع الأشخاص ذوي الإعاقة.

التوصيات

- يجب أن ينشأ المجلس الأعلى لحقوق الأشخاص ذوي الإعاقة ووزارة التنمية الاجتماعية شبكة تواصل مخصصة لتوعية الأشخاص ذوي الإعاقة بحقوقهم والخدمات المتاحة ووظائف كل جهة حكومية.
- يجب على الحكومة (وزارة التنمية الاجتماعية والبلديات ووزارة النقل ووزارة الأشغال العامة والإسكان والمجلس الأعلى لحقوق الأشخاص ذوي الإعاقة) والمنظمات الدولية إعطاء الأولوية لمسألة التهيئة البيئية (إمكانية الوصول) من أجل تنفيذ السياسات ذات الصلة.
- يجب أن يقود المجلس الأعلى أو وزارة التنمية الاجتماعية مبادرة لتفعيل دور منظمات المجتمع المدني في زيادة الوعي للأشخاص ذوي الإعاقة.
- يجب أن يتعاون المجلس مع مختلف المانحين الدوليين لتوجيه انتباههم ودعمهم لمساعدة منظمات المجتمع المدني في تحويل تركيزها إلى زيادة المشاركة السياسية والمناصرة لحقوق الأشخاص ذوي الإعاقة.
- يُنصح بالعمل على توقيع الأردن على البروتوكول الخاص باتفاقية الأمم المتحدة لحقوق الأشخاص ذوي الإعاقة من أجل السماح بمشاركة مدنية ومجتمعية أكبر.
- رفع قدرة الإعلام بجميع أشكاله بدوره الأساسي في رفع الوعي المجتمعي بحقوق الأشخاص ذوي الإعاقة.

Executive Summary

This policy paper offers a review of the existing policies on accessibility for persons with disabilities (PwD) in Jordan and sheds light on their experiences in order to identify gaps that hinder the adoption of these policies.

In 2007, Jordan became a signatory of the International Convention on the Rights of Persons with Disabilities (CRPD). Nevertheless, access to public services, education, and health continue to be a challenge for PwD in Jordan, who make up about 11% of the population. More than 14 years have passed since Jordan ratified the CRPD, and yet there is a need to ensure effective adherence to the convention and Law No. (20) for the Year 2017 on the Rights of Persons with Disabilities.

This paper discusses how people with disabilities actually experience accessibility, in order to contribute to closing the gap between the policies and the lived realities of accessibility and inclusion of PwD in society. The paper focuses on the experiences of persons with mobility and visual disabilities and provides an overview of public policies relating to physical accessibility in Jordan.

The findings indicate the need for a higher engagement level between civil society organisations and policymakers. It emphasises the need to work on the enforcement of the laws and policies instituted for the rights of persons with disabilities, as well as the creation of instruments to ensure their community participation. The paper aims to start a dialogue between individuals and policymakers to activate the implementation of related policies in place on accessibility in the country, and it concludes with recommended actions necessary to ensure the dialogue between the government and the community of PwD.

1 Introduction

In countries with limited resources, accessibility remains a long-term goal for Persons with Disabilities (PwD). The Higher Council for the Rights of Persons with Disabilities (HCD) was established by virtue of the Law on the Rights of Persons with Disabilities No. (31) for the year 2007 as the Higher Council for the Affairs of Persons with Disabilities¹. The International Convention on the Rights of Persons with Disabilities (CRPD) states that all PwD must enjoy all human rights and fundamental freedoms. In 2007, Jordan became a signatory of the Convention. In 2015, the number of individuals with a disability in Jordan aged five years and over, reached (651,396).² Out of every nine individuals aged five years and more, there is a person with a disability, at a percentage of 11%.³ Accessibility and availability of inclusive public services, education, and health continue to be a challenge for PwD.⁴ There is a discrepancy between the breadth of knowledge of the lived experience of disability in Jordanian society and the relevant accessibility enabling policies. In other words, there are some gaps between the policies set on paper and the realities of implementation. Moreover, there is a need for more government-led initiatives in place to foster an ongoing public discussion that highlights individual experiences on accessibility issues more frequently than just at the points of policy reports.⁵ This paper will provide an overview of the policies in Jordan and seek to illuminate the experiences of PwD in relation to the issue of accessibility.

"Accessibility" means that a person with a disability has the same opportunity as a person without a disability to "obtain the same information, engage in the same interactions, and enjoy the same services in an equally effective and equally integrated manner, with substantially equivalent ease of use".⁶ The Jordanian Law No. (20) for the Year 2017 on the Rights of Persons with Disabilities also defines accessibility as the "Preparation of buildings, roads, facilities and other public and private places in

¹ "Our Council", *Higher Council for the Rights of Persons with Disabilities*, <http://hcd.gov.jo/en/content/our-council-0>

² Ibid.

³ Ibid.

⁴ Stephen Thompson, "The Current Situation of Persons with Disabilities in Jordan," *OpenDocs Home*, IDS, Aug. 3, 2018, <https://opendocs.ids.ac.uk/opendocs/handle/20.500.12413/14064>.

⁵ Joyojeet Pal et al., "A Capabilities View of Accessibility in Policy and Practice in Jordan and Peru," *Review of Disability Studies* 10, no. 3 & 4 Jan. 21, 2015, <https://doi.org/https://www.rdsjournal.org/index.php/journal/article/view/466>.

⁶ "What Does Accessibility Mean", *NC State University*, 2022, <https://cutt.ly/P1cUKMN>

accordance with the Building Requirements Codes for Persons with Disabilities publicly available, and in line with the provisions of the Jordanian National Building Law and any special standards that are issued or approved by the Council [HCD]”.

Accessibility is also the design of products, devices, services, vehicles, or environments to be usable by persons with disabilities. Depending on the type of disability, there are various types of relevant accessibility solutions. Persons with visual impairment, for example, require visual accessibility features to gain access to physical locations and information. This necessitates the accessibility of both physical facilities and information sources, such as digital and paper sources. The Law No. (20) for the Year 2017 on the Rights of Persons with Disabilities, includes a definition for the ‘Forms of Accessibility and Reasonable Accommodation Arrangement’, that it is the modification of environmental conditions in terms of time and space to ensure that a person with a disability is not prevented from exercising a right or a freedom or achieving access to a service on the basis of justice.⁷

Suitable employment of innovation and technological advances has proven to provide accessibility solutions for PwD. However, Assistive Technology (AT), which refers to products or systems that support and assist individuals with disabilities, restricted mobility or other impairments to perform functions that might otherwise be difficult or impossible,⁸ are usually costly, and it is rather difficult to adapt the technology to a specific local context.

This paper provides an account of the experiences of PwD in order to identify gaps that hinder the enforcement of these policies on the ground. This paper aims to start a dialogue between individuals and policymakers to activate the implementation of the rights and policies in place on accessibility in the country. The focus of this paper will be on mobility and visual accessibility for the purposes of developing feasible recommendations.

⁷ Hashemite Kingdom of Jordan, “The Law No. (20) for the Year 2017 on the Rights of Persons with Disabilities”, 2017 <https://cutt.ly/f1cUdGx>

⁸ UK Government, Medicines & Healthcare Products Regulatory Agency, 2021. Guidance ‘Assistive technology: definition and safe use’. <https://cutt.ly/71cY0V7>

2 Disability Policies in Jordan

The Law No. (20) for the Year 2017 came to replace Law No. (31) for the Year 2007 on the Rights of Persons with Disabilities, which was introduced shortly after Jordan signed the International Convention on the Rights of Persons with Disabilities in March of 2007⁹. A group of community-based organisations (CBOs) and activists assembled an independent report in January 2012¹⁰ that examined the development of particular convention provisions and gave an unfavourable evaluation of the progress. The shadow report also earmarked the major challenges of the years prior to 2012.¹¹

The national perspective for addressing disability concerns is laid out in the National Disability Action Strategy of 2007, which was established by a royal decree by King Abdullah II in 2006, and used a two-phase approach (Phase I: 2007-2009 and Phase II: 2010- 2015). Some literature raised concerns related to the foundations of the formulation of the strategy. The centralised manner of policy-making in Jordan suggests a top-down approach to disability policy that is informed by the store of consolidated knowledge that is readily available, as opposed to a strategy centred on public debate. The discrepancy between the breadth of knowledge of the lived experience of disability in Jordanian society and the subsequent policy has drawn criticism.¹²

The Higher Council for the Rights of Persons with Disabilities (HCD) is a policy-making organisation and is responsible for monitoring and follow-up of nationwide compliance with the provisions of the Law on the Rights of Persons with Disabilities.¹³ The HCD provided Assistive Technology devices for persons with

⁹ "Our Council", *Higher Council for the Rights of Persons with Disabilities*, <http://hcd.gov.jo/en/content/our-council-0>

¹⁰ Dr. Muhannad Al-Azzeh, 2012. 'Mirror of Reality and a Tool for Change: Civil Society Report on the Status of Implementation of the Convention on the Rights of Persons with Disabilities in Jordan'. CRPD Jordan Coalition. <https://cutt.ly/U1cY7Lk>

¹¹ "Shadow Report on the Status of Implementation of the Convention on the Rights of Persons with Disabilities in Jordan, 2017. Information and Research Center - King Hussein Foundation (IRCKHF- Identity Center, I am Human Society for Rights of People with Disabilities. <https://cutt.ly/n1cUiv2>

¹² Ibid.

¹³ Our Council", *Higher Council for the Rights of Persons with Disabilities*, <http://hcd.gov.jo/en/content/our-council-0>

disabilities, which was not part of their original mandate.¹⁴ The Higher Council's decision to provide computers and screen readers to individuals directly as part of its AT investments demonstrated the need to connect to PwD realities. This is because many recipients then went on to resell in the open market.¹⁵

Since many charity associations and NGOs specialising in service provision for PwD are subject to the Ministry of Social Development (MoSD), which grants them licences, their role in policy-making remains limited due to the NGOs' affiliation with the state.¹⁶ Many NGOs are now focusing on service delivery rather than advocacy and awareness raising.¹⁷ There are various policy-related areas where the HCD's activity and that of a number of other organisations, including the Ministries of Health and the Ministry of Education, intersect. For instance, providing PwD with health or educational services.

The following subsections will provide an overview of issues of accessibility regarding private and public sector buildings, and public transportation.

2.1 Buildings

In 2019, the government launched the National Social Protection Strategy for the years 2019-2025, one of many efforts initiated to enhance the quality of the service for persons with disabilities. In 2022, the government also passed an amendment to the constitution. The amendments are made to paragraph 5 of Article 6 of the Constitution to read “The law shall protect the rights of persons with disabilities and promote their participation and inclusion in various walks of life. It shall also protect motherhood, childhood, and the elderly, take care of youth and prevent abuse and exploitation.”. Before the amendment, the paragraph read: “The law shall protect motherhood, childhood, and the elderly, take care of young people and people with

¹⁴ Joyojeet Pal et al., “A Capabilities View of Accessibility in Policy and Practice in Jordan and Peru,” *Review of Disability Studies* 10, no. 3 & 4 Jan. 21, 2015, <https://doi.org/https://www.rdsjournal.org/index.php/journal/article/view/466>.

¹⁵ Ibid.

¹⁶ Ibid.

¹⁷ Interview with Mr. Rafat Al-Zitawi, July 2022. Directorate of Accessibility and Comprehensive Design Directorate. Higher Council for the Rights of Persons with disabilities.

disabilities and protect them from abuse and exploitation”.¹⁸ The amendment grants persons with disabilities the right to take an active role in all walks of life. It is estimated that the amendment will bring about a gradual change in the pursuit of persons with disabilities’ rights. Accordingly, it is clear that better accessibility for persons with disability is legally guaranteed in a manner that ensures that the quality of accessible infrastructure is within the building codes.

Jordan’s Law No. (31) of 2007 on the rights of PwD outlines special rules and procedures for accommodating PwD needs in all public and private sector buildings in Article 4/E. Whenever practical, these instructions should be applied to already-existing structures. The 2020 National Jordanian Building Code’s guiding principles and areas of applicability are established by the National Building Council formed according to the National Building Law of 1993. For each violation of the requirements of the building codes established in alignment by that law, Article 13 stipulates "a fine no less than one hundred Jordanian Dinars and no more than three thousand Jordanian Dinars’. The building code was established by a law and it became effective once was published in the Official Gazette, yet there is still a lot of work to be done to coordinate among the relevant organisations to ensure the activation and enforcement of this law.

The National Building Council updated the national building codes in 2018. The updated codes include building requirements for the disabled individual, which indicates a positive and significant step forward. It is imperative that policy is regularly adjusted due to the quickly changing requirements of disability and the workplace, particularly concerning the development of AT.¹⁹

A clause addressing environmental facilities and accessibility is part of the National Strategy for Persons with Disabilities (NSPD), developed by the HCD, which was divided into two phases: Phase I (2007-2009) and Phase II (2010-2015). Although the NSPD-II has 28 actions aimed at different actors, none of them is focused on ensuring that technology, information systems, new media, and the Internet are accessible to persons with disabilities.

¹⁸“Constitutional amendments ‘a positive step’ for people with disabilities — HCD’s Azzeh” *Jordan Times*, Jan. 12 2022, <https://www.jordantimes.com/news/local/constitutional-amendments-%E2%80%98-positive-step%E2%80%99-people-disabilities-%E2%80%94-hcds-azze>

¹⁹ Hashemite Kingdom of Jordan, “Jordanian National Building Codes”, 2018. <https://cutt.ly/n1cANZc>

The CRPD shadow report of 2017, recommends that the National Building Code be put into effect and that deterrent clauses relating to monetary and administrative fines and penalties against those who violate its terms be enacted. It is worth noting that the Ministry of Public Works and Housing, in cooperation with the HCD, launched a 10-year national action plan for the years 2019-2029 to improve buildings and public utilities' accessibility, indicating a positive step forward.²⁰

2.2 Transportation

Article no. 36 Law No. (20) for the Year 2017 on the Rights of Persons with Disabilities mentions that the Ministry of Transport, Land Transport Regulatory Commission, Greater Amman Municipality (GAM), and other transport authorities should oblige all public transport companies to make all buses accessible for persons with disabilities, and to allocate two seats for persons with disabilities on public transport buses as necessary. PwD are not mentioned in any of the components of the 2021-2023 Ministry of Transport (MoT) Executive Strategic Plan. The Land Transport Regulatory Commission, one of the MoT affiliates, is in charge of fitting public vehicles with PwD accessibility features. The Commission emphasised that they aim to reach this standard so that persons with disabilities can take advantage of the service.²¹ According to GAM's figures, the percentage of streets, parks, hotels, and other locations that have been modified to accommodate persons with disabilities is at best 6 per cent, and there are just 29 accessible main streets in Amman, the capital.²² The launch of the National Plan for Rectifying Existing Buildings and Public Facilities 2019-2029 aims at rectifying the situation and rendering accessible at least 60% of facilities and public buildings, which provide services to the public by 2029.

²⁰ Accessible Jordan, "The national plan to correct the conditions of buildings and Public Facilities 2019 – 2029". <https://www.accessiblejordan.com/uploads/2019/03/hcd-accessibility-leaflet.pdf>

²¹ Joyojeet Pal et al., "A Capabilities View of Accessibility in Policy and Practice in Jordan and Peru," *Review of Disability Studies* 10, no. 3 & 4 Jan. 21, 2015,

²² "Shadow Report on the Status of Implementation of the Convention on the Rights of Persons with Disabilities in Jordan", *Information and Research Center - King Hussein Foundation (IRCKHF)*, 2017, https://tbinternet.ohchr.org/Treaties/CRPD/Shared%20Documents/JOR/INT_CRPD_CSS_JOR_27000_E.doc

There are some gaps between the policies set on paper and the living experiences of PwD. While the CRPD promotes AT for better economic inclusion, the experiences of persons with disabilities tell a different story. Examining the disconnect between the independence and aspiration that AT can foster and the institutional disadvantages and employment-related labelling observed can help bring about a better understanding of the various forms of capacity deprivation that exist in real life.²³

The next sections will lay out the methodology used to understand the lived experiences of PwD, and it will discuss the researcher's main findings and observations.

3 Methodology

Four semi-structured interviews were conducted with PwD (2 males and 2 females). One interview was conducted with the Head of the Accessibility Department at the Higher Council for the Rights of Persons with Disabilities. The interviewees were selected according to the following criteria: of over 18 years of age, with a recognised physical disability or visual disability. Secondary data came from a desk review of the relevant policies for the Ministry of Social Development, Ministry of Transport, and Ministry of Public Works and Housing.

Several informal meetings and discussion groups were conducted with social workers and physical disability educators to formalise the final list of interview questions. Accordingly, the questions focused on the following themes: issues about AT and accessibility, availability of AT or devices, the effect of AT aid on their participation in the community and livelihood, and engagement in policy and decision-making.

4 Findings

4.1 Policies concerning accessibility exist but are not applied

The legal and policy framework for accessibility is present but not fully implemented, according to the interviewees. One interviewee said; "I have been advocating for our rights for over a decade, and just now they started offering few buses that have a ramp for persons like me – [referring to PwD who used a wheelchair]". Another

²³ Ibid.

interviewee shared “I know about the international conventions and the law for people with disabilities, but it's all just talk”.

4.2 There is a gap in communication between policymakers and Persons with Disabilities

HCD is cooperating with the Ministry of Public Works and Housing, the Greater Amman Municipality and the municipalities as well as their governing bodies to follow up on the implementation of the 10-Year Plan on Rectifying Existing Buildings and Public Facilities, which was developed in response to The Law No. (20) for the Year 2017 on the Rights of Persons with Disabilities. In addition, the council works on developing the standards necessary for accessibility.

The PwD interviewed claimed that there is hardly any dialogue with the HCD or any government authority pertaining to their rights or needs. They mentioned that they are not aware of the HCD’s activities. The head of the accessibility department at the Higher Council for the Rights of Persons with Disabilities noted the lack of awareness amongst the community about their mandate, as well as the lack of channels in place that aim at ensuring a clear path of communication with PwD, with the exception of the complaint tool available at their website. The HCD’s role is dedicated to working with and collaborating with other governmental organisations to provide the necessary services for PwD. “To be honest, I don’t know what the HCD does”, one interviewee said. The head of the accessibility department at the Higher Council for the Rights of Persons with Disabilities said that the Council provides knowledge-based technical support to the various organisations within the public and private sectors so that their facilities and buildings are rendered accessible per the Building Code Requirements for Persons with Disabilities, including via the provision of reasonable accommodations and accessible formats.

4.3 Availability of accessible facilities and work opportunities remains a major barrier to inclusion

It was noted that the availability of accessible facilities and the enforcement of labour laws are at the top of the priority list for persons with disabilities, as they face a variety of challenges. However, accessibility and the opportunity to lead a functional and independent life through the provision of work opportunities are one of the main indicators of marginalisation, as stated by their personal experiences and reflections.

“I left my previous job because there wasn’t a toilet for me, [a wheelchair user]”. “I have been working at my current job for three months. Every morning I call on two guys I work with to come and carry me because there isn’t a ramp at the entrance, and my boss keeps ignoring my request to install one”.

4.3.1 There is a need to create a shift in the CSOs role from service provision to real participation in social, economic and political life

The head of the accessibility department at the HCD stated in an interview that CSOs have contributed to the immobilisation of PwD’ political engagement by focusing on providing services rather than raising awareness and activating their political engagement, noting that many PwD are unaware of their rights and available services. According to Dr. Muhannad Al-Azzeh, the General Secretary of HCD, the lack of enforcement of the Convention on the Rights of Persons with Disabilities (CRPD) protocol, affects the civic engagement of PwD.²⁴ The head of the accessibility department at the HCD reported that the CSOs could support the further engagement of the community and act as a mediator between the government and the community of PwD by working to advocate for or raise awareness of the rights of people with disabilities, instead of focusing only on service delivery.

5 Conclusions and Recommendations

There is still a long way to go for Jordan to be accessible and provide quality services for PwD; however, proceeding without the proper dialogue with the local community seems to be delaying the process. Representatives from the local community mentioned that they feel like their needs and requirements are not heard by the policymakers, and are only noticed by international NGOs, and donors. From the government side, the head of the accessibility department at the HCD mentioned that the CSOs should play a bigger role in advocating for the rights of PwD and raising their awareness about their rights. People with disabilities should play a greater role in advocacy. Therefore, there needs to be a true effort from the policymakers and government institutions to actively engage the community of PwD in the

²⁴ Dr. Muhannad Al-Azzeh, 2012. ‘Mirror of Reality and a Tool for Change: Civil Society Report on the Status of Implementation of the Convention on the Rights of Persons with Disabilities in Jordan’. CRPD Jordan Coalition. <https://cutt.ly/U1cY7Lk>

decision-making process, ensuring that they are engaged in all aspects of the government's work and strategies.

The 2017 Shadow Report,²⁵ has advised that by signing the CRPD optional protocol, CSOs would be granted a larger contribution and bridge the gap between the community and the government, to ensure engagement and partnership with the HCD while ensuring proper communication channels for PwD concerns. CSOs can help direct the government on the real needs and priorities of the PwD community.

Below are a few of the recommended actions to help start the dialogue between the government and community of PwD, as well as resolve some of the challenges highlighted in the findings section above.

1. The HCD and the MoSD, should establish a communication instrument dedicated to the advocacy and awareness raising for PwD on their rights, available services, and functions of each government entity.
2. The government institutions (MoSD, Municipalities, MoT, Ministry of Public Works and Housing, HCD) must prioritise the issue of physical accessibility in order to collaborate on the implementation of relevant policies. This can be accomplished by overseeing the implementation of time-bound commitments and actions to improve accessibility.
3. The HCD should spearhead an initiative to activate the role of CSOs in raising awareness of PwD rights and government services.
4. The HCD should collaborate with various international donors to direct their attention and support to assist CSOs' engagement in policy and decision-making.
5. The media should realise their significant role in contributing to raising awareness and highlighting the rights of PwD and any relevant issues at any particular time.

²⁵ "Shadow Report on the Status of Implementation of the Convention on the Rights of Persons with Disabilities in Jordan", *Information and Research Center - King Hussein Foundation (IRCKHF)*, 2017, https://tbinternet.ohchr.org/Treaties/CRPD/Shared%20Documents/JOR/INT_CRPD_CSS_JOR_27000_E.doc

The Case for Increased Collaboration Between Academia and Industry in the Food Sector in Jordan

Reham Al-Hanakta



التعاون بين المؤسسات التعليمية وقطاع صناعة الغذاء في الأردن

المؤلفة: رهام حناقطه

تتناول هذه الورقة محدودية فرص التعاون بين الجامعات والمؤسسات الميكروية والصغيرة والمتوسطة في قطاع تصنيع الأغذية في الأردن وتقدم توصيات لزيادة وتعزيز التعاون بين الجامعات والمؤسسات لزيادة المخرجات المبتكرة في صناعة الأغذية ونقل وانتاج المعرفة وابتكار تكنولوجيا جديدة. تطرح هذه الورقة حلول عملية لزيادة التعاون بناء على مقابلات من أصحاب المعرفة والشأن حيث كشفت المقابلات عن أهمية تجسيد الجهود الحكومية لوضع مبادئ توجيهية رسمية للتعاون بين الجامعات والمؤسسات الميكروية والصغيرة والمتوسطة. تشمل الورقة أيضا توصيات تتعلق بوضع اتفاقيات محددة بين المشاريع الميكروية والصغيرة والمتوسطة الحجم والجامعات، وتوجيه البحث العلمي نحو أولويات الصناعة. بالإضافة الى تشكيل مجموعات بحثية من الطلاب والأساتذة والشركات لاستهداف احتياجات الصناعة المحلية. وكانت أحد التوصيات المتعلقة بالسياسات هي تخفيض الضرائب المفروضة على المشاريع الميكروية والصغيرة والمتوسطة الحجم وتوفير الحوافز المالية ومصادر البحث.

ملخص عن التوصيات

توصيات على صعيد عمل الحكومة

1. توفير فرص لاستغلال مراكز البحث والتطوير في الجامعات لحل المشكلات التي تواجه شركات الأغذية.
2. توفير مصادر تمويل مالية متخصصة للتغلب على التحديات التي تواجه قطاع التصنيع.

توصيات على صعيد التعليم والتدريب في الجامعات الرسمية

1. إنشاء مجموعات بحثية داخل الجامعات الأردنية لتحديد الموضوعات البحثية ذات الأولوية القصوى لقطاع الأغذية.
2. تطوير منهج دراسي مخصص لكليات الزراعة في الجامعات بناءً على تقييم احتياجات منتجي الغذاء المحليين.
3. منح الجامعات ومراكز البحث جوائز على أساس توفير الطاقة أو المياه والتغليف البيئي والإنتاج النظيف.
4. رفع الوعي العام بفرص التبادل المشترك بين الجامعات وقطاع صناعة الغذاء.
5. تعيين ممثل عن قطاع صناعة الغذاء في مجالس كليات الزراعة وإدارة الأعمال لتعزيز التعاون المشترك ووضع الأهداف الاستراتيجية لكلا الطرفين.

توصيات على صعيد غرفة الصناعة

1. إنشاء اتحادات تجارية متخصصة لقطاع تصنيع الأغذية للدفاع عن مطالب المؤسسات الميكروية والصغيرة والمتوسطة.
2. وضع معايير اضافية من قبل غرفة الصناعة لتعيين ممثلين من الجامعات والبحث العلمي في مجالس إدارة الشركات.
3. إنشاء اتحاد لريادي الأعمال المتخصصين في قطاع تصنيع الأغذية للترويج المشترك للمشروعات الصغرى والصغيرة والمتوسطة في الهيئات الحكومية وأصحاب المصلحة الآخرين.
4. مشاركة غرف الصناعة مع كليات الزراعة في الجامعات، في التدريب لتحقيق تطوير المنتجات، وأنظمة سلامة الأغذية، وتحسين التكلفة، والتصنيع الأقل ضررا بالبيئة.
5. إنشاء غرفة الصناعة والجامعات لمجموعة بحثية لقطاع الأغذية.

توصيات على صعيد شركات ومصانع الأغذية

1. إنشاء منصة للدعوة إلى السياسات التي ستفيد الشركات ومصانع الأغذية مثل التخفيضات الضريبية أو الحوافز المالية للبحث.
2. إدخال طرف ثالث لربط نتائج المشاريع البحثية وكفاءات الباحثين بالصناعة على غرار مشروع دمج الاكاديمية بالصناعة (JAIP).

Executive Summary

Collaboration between universities and Micro, Small and Medium Enterprises (MSMEs) can facilitate knowledge transfer and stimulate the production of new knowledge and technology. This paper addresses the limited collaboration venues between universities and MSMEs in the food processing sector in Jordan. The paper puts forth policy recommendations to increase collaboration and enhance communication to facilitate innovative outputs in the food processing industry. Interviews were conducted to explore solutions to bridge this gap. One primary recommendation is the need for additional governmental efforts to design official guidelines for cooperation and collaboration between universities and MSMEs. Other recommendations include establishing specific agreements between MSMEs and universities and directing scientific research toward the industry's top priorities, forming research groups of students, professors, and enterprises to target the needs of the local industry. Additional policy recommendations include reducing taxes imposed on MSMEs and providing financial incentives and sources for research.

1 Introduction

Micro, Small and Medium Enterprises comprise 98.5 per cent of the total registered business enterprises and 60 per cent of formal jobs in Jordan.¹ MSMEs are the major source of entrepreneurship and innovation. These enterprises afford employment to many people and contribute to economic activity and national income.²

There has been increased attention on the role of innovation in the sustainability of enterprises in the food sector. One primary avenue to raise the innovative capacity of these enterprises is through collaborative university-enterprise interactions.³ These interactions refer to situations where individuals and groups from academia and industry work together on specific projects, produce common outputs, and are characterised by high relational involvement. Examples include research partnerships

¹ Dalia Hammad, "An Economic Outlook on Jordanian MSMEs," Leaders International, October 6, 2022, <https://leadersinternational.org/results-insights/an-economic-outlook-on-jordanian-msmes/>.

² Nomita Sharma, "Management of Innovation in Micro, Small and Medium Enterprises in the Middle East and North Africa (MENA)," in *Entrepreneurship Ecosystem in the Middle East and North Africa (MENA)* (Springer, 2018), 611–26.

³ Jane Jones and Graciela Corral de Zubielqui, "Doing Well by Doing Good: A Study of University-Industry Interactions, Innovationness and Firm Performance in Sustainability-Oriented Australian SMEs," *Technological Forecasting and Social Change* 123 (2017): 262–70.

(e.g., collaborative or sponsored research) and research services (e.g., academic consulting, contract research and the use of research facilities).

The success of collaborative research projects requires that both parties have a solid mutual understanding of the envisaged output and subsidised sources of finance. For example, several industrial MSMEs could benefit from collaboration with universities that provide technical assistance in production, waste management, risk assessment and quality assurance. This collaboration would add a competitive advantage to the final product. For the food processing sector specifically, universities can help set food safety standards and train the staff on food safety measures and laboratory testing to meet the ongoing demands from international markets for high-level certifications. Meeting the highest production requirements would increase MSMEs' marketability and competitive advantage.

One of the main joint projects between industry and academia in Jordan is Faculty for Factory (FFF), a project at the University of Jordan which started in 2003 and is ongoing. The project developed a long-term relationship between the two entities and spread innovation, entrepreneurship, technology, and the commercialisation of research product culture in the Jordanian community. Faculty For Factory offers regular formal and informal communication between the universities and their industrial partners, which plays an integral role in developing and understanding the two partners' limitations, requirements, and expectations.⁴

Despite the success of FFF, there are still numerous hindrances and challenges to be met. These challenges include a lack of awareness and trust in the existing resources and the absence of financial funding. Additional obstacles are time restrictions and different operating schedules for academia and the industry. More specifically, industries are often oriented to short-term results, whereas universities function on a longer timescale and, therefore, might have a different expectation of the final result. Another aspect is that universities' work depends on semester structure and access to human resources, and infrastructures like laboratories and libraries are often

⁴ Yousef Al Abdallat, "Using Innovation and Ecosystem to Transform Covid-19 from Crisis to an Opportunity: The Case of Jordanian Program 'Faculty for Factory'(FFF)," in *The Effect of Coronavirus Disease (COVID-19) on Business Intelligence* (Springer, 2021), 245–55.

restricted and reserved for internal use. The bureaucracy, complex structure and inflexibility of universities can hinder the success of cooperation.⁵

However, there are many ways to overcome such challenges. One possible way to get mutual access is through shared-use equipment arrangements.

In the following sections, the paper will delve into four suggestions to increase academia-industry collaboration and recommend policy recommendations to foster future collaboration according to these suggestions.

2 Methodology

Eight key informant semi-structured interviews were conducted with stakeholders and representatives from the following:

- The Jordanian government,
- Members of academia,
- The Jordan Chamber of Industry,
- The Farm Dairy (AlMazraah),
- INJAZ (business development manager),
- Jordan Academia Industry Platform (JAIP), and
- Faculty for Factory project.

The interviews were conducted face-to-face and virtually. The outcomes of the interviews were analysed to identify possibilities for fostering partnerships between academia and industry and exploring how to overcome any challenges.

For the purpose of this paper, MSMEs are categorised according to the number of employees as micro (1–4), small (5–19) or medium (20–99). This is in line with the definitions used by the Department of Statistics (DoS) of Jordan, the World Bank's small and medium enterprises (SMEs) database, the Central Bank of Jordan (CBJ) and the Jordan Enterprise Development Cooperation (JEDCO).

⁵ Olga Bychkova, "Innovation by Coercion: Emerging Institutionalization of University–Industry Collaborations in Russia," *Social Studies of Science* 46, no. 4 (2016): 511–35.

3 Investment in Research and Development

Food firms cooperate and collaborate with research institutions through joint R&D projects, access to laboratories and scientific equipment, and research contracts. Networking with universities and research institutes is vital for MSMEs, which lack internal expertise and have limited finance for investment in R&D activities.

Interviewees agreed that MSMEs often concentrate on their enterprises' daily workflow and continuity. Therefore, newly established companies spend their funding on growth and continuity rather than installing and funding an R&D department.

For knowledge and technology transfer to be successful in the food industry, the industry should have the internal capacity to absorb research and entirely turn it into marketable products. Industrial employees can facilitate this by having a research-level corresponding to the university, enabling effective communication with external information sources.⁶

Investment in research also requires extended financing. Therefore, dependency on donors or loans with higher risks and increased interest rates prohibits such investment. MSMEs must find other methods, such as grants, subsidies, and services.⁷

These other methods could include seeking funding from governmental funds and programmes like the Industrial Scientific Research and Development Fund (IRDF), the National Fund for Enterprise Support (NAFES) and the National Centre for Research and Development (NCRD) which have been developed to support MSMEs.

4 Matching industries' needs in research

The success of collaborative research projects requires that academia and industries have a solid mutual understanding of the everyday work, envisaged output, and

⁶ Alessandro Muscio and Gianluca Nardone, "The Determinants of University–Industry Collaboration in Food Science in Italy," *Food Policy* 37, no. 6 (2012): 710–18.

⁷ Ibrahim Soliman and Ahmed Mashhour, "National Agro-Food Policies in Jordan," 2012.

subsidised sources of finance. However, university projects are purely academic. They do not address the challenges MSMEs face daily, according to the CEO of the Farm Dairy, who added that cooperation and collaboration between academia and industry should achieve the mutual interest of both entities.

Therefore, it is essential to establish research and development linkages between academia and the industry (through university alums or active partnerships with the food industry) to develop new technologies, products, and processes that influence these enterprises' competitive advantage. Examples include cooperation on resource management and efficiency, clean production, solar thermal energy, waste recycling and sustainable packaging, upgrading, and ensuring the safety and quality of food products. Furthermore, the CEO of the Farm Dairy expressed the need for collaboration by stating that "proper communication is needed." MSMEs should determine specific market needs and communicate with universities to address these needs. To make this process easier, MSMEs and academic institutions need to establish mutual respect and interest in one another.

5 Acquiring standards certifications

Academic-Industry collaboration facilitates applying best practices in food production sustainability and management of energy resources. However, there are additional parameters that interfere with academic-industry collaborations. The parameters include the institutions' size, location, and whether they registered in the industry chamber. Therefore, bureaucratic organisations and unclear responsibilities are the main obstacles to a successful partnership.

Therefore, there is an urgent need for MSMEs to obtain international certificates that meet national standards such as ISO 22001 or ISO 9001. These certificates are essential for research centres and universities collaborating with industry. Training and technical support for food laboratories to obtain accreditation for specific tests focused mainly on food contaminants (biological and chemical, e.g., food-borne diseases and pesticide residues in agricultural products).⁸

⁸ Mrs Lina Hundaileh and Mr Fadi Fayad, "Jordan's Food Processing Sector—Analysis and Strategy for Sectoral Improvement," *Deutsche Gesellschaft Für Internationale Zusammenarbeit (GIZ) GmbH, Bonn and Eschborn*, 2019.

6 Modernising Agriculture Departments

Curricula at universities are still lacking in terms of linking the content to the needs of modern-day industries and empowering innovative thinking. One academic stated that it is crucial to modernise Jordanian universities' agriculture faculties and departments to include topics and specialities in tech and biotech agriculture. These topics include the fundamentals of biological sciences, smart agriculture systems, biotechnology, and genetics. It is also essential to build the skills and competencies of the learners to address and research the food industry issues and opportunities related to food security, nutrition, agriculture and water resources, and environment management.

7 Conclusion

Trust, common interest, and public awareness were often stated in interviews to express the pillars of a successful relationship between industry and academia. The interviewees noted the need for direct investment in the industry's research priorities for the food processing sector. The first step toward academia-industry collaboration would be identifying and validating the sector's challenges. Afterwards, a structured research programme could be designed and financed accordingly to address the specific challenges of the food processing sector.

To enhance the competitiveness of MSMEs in the food processing sector, universities can be involved in the internal upgrade of technical know-how, food safety, compliance with international regulations and marketing of new products. Additional partnership avenues include assistance in general management, technical optimisation, human resources management, financial management, sales and marketing, energy saving, waste management, clean production, resources efficiency and other topics identified according to the needs of the industry.

8 Recommendations

Public policies can stimulate innovation in low- and medium-technology industries by connecting firms and universities through collaborative scientific research. This will lead to the development of firm capabilities for innovation by facilitating knowledge transfer or learning.

Below are policy recommendations categorised according to the target audience that aims to establish, maintain, and increase the collaboration between academia and the industry:

8.1 Government

- Provide an opportunity to maximise the utilisation of research and development facilities in universities and the coordination of efforts to effectively participate in solving problems facing the food industry. These facilities will integrate research, extend local knowledge to significantly increase productivity improves product quality, and maintains environmental sustainability.
- Provide specialised, long-term, and renewable industrial financing to overcome the challenges and obstacles facing the food sector in obtaining loans.

8.2 Education and Training Institutions

- Create research consortiums within Jordanian universities to determine top-priority research topics for the food sector, align efforts to reduce duplicate projects, and address industry topics in students' research projects.
- Develop a customised curriculum for agriculture departments at universities based on a needs assessment done by the universities by consulting local food producers.
- Universities and research centres should award prizes based on energy or water saving; eco-packaging and clean production for companies collaborating with universities to achieve these novel outcomes.
- Promote a dual vocational training system to enable university students to receive accurate, on-the-job training in food technology and production.
- Raise public awareness by conducting a joint campaign between the agriculture and business faculties and the food sector to provide opportunities for students' practical training in food MSMEs. The companies could also collaborate with students and faculties to use university facilities.
- Agriculture and business administration faculty councils to hire a representative from the food industry to align strategic goals between academia and the food industry

8.3 Chamber of Industry

- Establish a specialised business association for the food processing sector to collectively advocate for MSMEs in governmental entities and other stakeholders in the food processing sector. The food processing sector's needs are addressed within the Chamber of Industry, where they are likely to compete with other more dominant sectors.
- The Chamber of Industry should set additional criteria for companies' boards to hire scholars, researchers, and academic representatives.
- Form an association of food processing entrepreneurs to promote MSMEs in government agencies and other stakeholders in the food processing sector.
- The Chamber of Industry should collaborate with agricultural faculties in universities to provide training on product development, food safety systems, cost optimisation, and clean manufacturing.
- The Chamber of Industry and universities could create a research group for the food processing sector, including university professors, students and MSMEs / factories operating in the food processing sectors to work together where mutual benefit can be achieved in production and publication in an innovative environment.

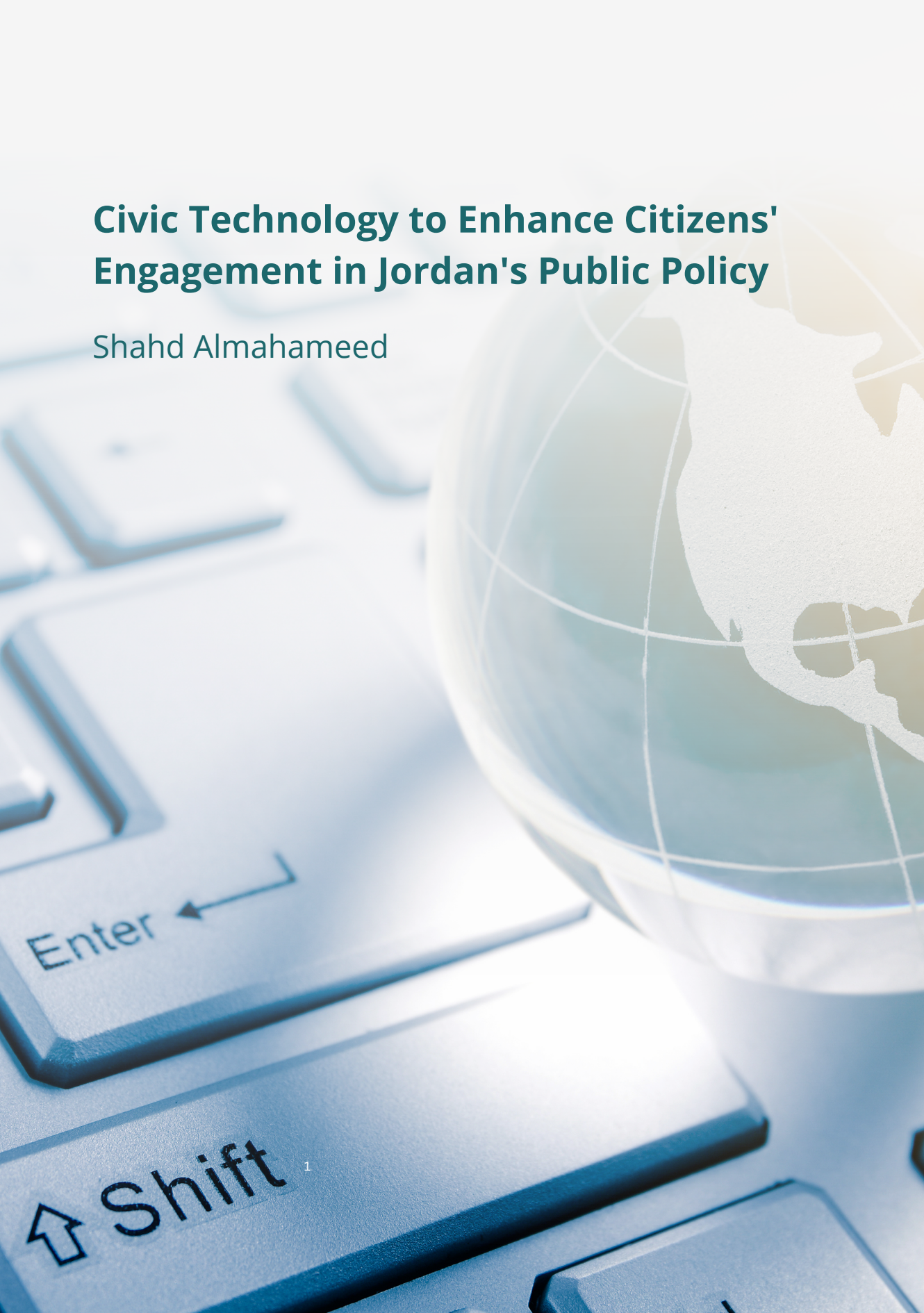
8.4 Food Industry Sector

- Food processing firms and factories must establish a platform to advocate industrial or other policy changes that will benefit the industry i.e. tax reductions or financial incentives for research.
- Introduce a third party to link research projects' outcomes in the food industry with researchers' competencies in the universities, similar to the Jordan Academia Industry Platform (JAIP).⁹
- Sign memorandum of understanding with academic institutions to align efforts, guarantee win-win situation and bridge the gap between long- and short-term vision.
- Create a Centre of Excellence to increase food industry competitiveness locally, regionally, and internationally.

⁹ JAIP is the region's first commercial Academia-Industry online platform that enables enterprises to benefit from researchers through dynamic matching models and allows academic researchers to connect with industry partners efficiently.

Civic Technology to Enhance Citizens' Engagement in Jordan's Public Policy

Shahd Almahameed



دور التكنولوجيا المدنية في تعزيز دور المواطنين في متابعة السياسات العامة في الأردن

المؤلفة: شهد المحاميد

تطلق الحكومة الأردنية ومنظمات المجتمع المدني باستمرار أدوات رقمية جديدة لمواكبة التطورات في مجال التكنولوجيا ولتعزيز مشاركة المواطنين في صناعة القرار من خلال استخدام هذه الأدوات الرقمية التي تعرف باسم "التكنولوجيا المدنية". ومع ذلك فإن مصطلح "التكنولوجيا المدنية" لم يتم إدخاله بعد في السياسات العامة الأردنية حيث تتطلب الحاجة إلى مزيد من الجهود من قبل صناعات القرار في المؤسسات الرسمية لتعزيز المشاركة المدنية للمواطنين.

تم تضمين بعض الميزات الرئيسية للتكنولوجيا المدنية في الأدوات الرقمية التي قدمتها الحكومة الأردنية، حيث شملت هذه الميزات توفير مساحة للمواطنين لإرسال الملاحظات والشكاوى والتحقق من دقة المعلومات والمشاركة في صنع القرار الإلكتروني. ولكن لا يزال يتعين تفعيل معظمها بطريقة منهجية. يشمل تفعيل التكنولوجيا المدنية صياغة خارطة طريق واضحة لتحقيق أهدافها وعليه تقدم هذه الورقة إضاءة حول أهمية تضمين التكنولوجيا المدنية في السياسات العامة وتقدم توصيات حول كيفية استخدام الحكومة لها لتعزيز المشاركة المدنية.

تستند الورقة إلى البحث المكتبي ومقابلات مع صانعي القرار في مجال التحول الرقمي والحكومة الإلكترونية وموظفين في وزارة الاقتصاد الرقمي والريادة. بالإضافة إلى ذلك تم إجراء تحليل لاستراتيجية وزارة الاقتصاد الرقمي والريادة وخطة التنفيذ للعام (2021-2025) لتحديد الثغرات التي يجب معالجتها. أخيراً، تقدم الورقة توصيات تتضمن تفعيل دور المواطنين وإشراكهم مع صانعي القرار عند صياغة خطط التنفيذ وتنمية قدرات الموظفين ووضع خطة اتصال وتواصل شاملة للوصول إلى الجمهور المستهدف.

التوصيات

- بناء قدرات موظفي القطاع العام وإعادة النظر في ممارسات التوظيف في وزارة الاقتصاد الرقمي والريادة. ويشمل ذلك صياغة المهارات التقنية اللازمة لاستخدام هذه التقنيات الرقمية وضمان تزويد الموظفين بهذه المهارات للاستجابة بشكل أفضل لاحتياجات المواطنين، وبالتالي زيادة الرضا عن الخدمات المقدمة.
- دمج ميزات التكنولوجيا المدنية في المنصات المتاحة حالياً؛ بالإضافة لأهمية إدخال المصطلح نفسه وتداوله، فمن المهم أيضاً تحديد الميزات الحالية للتكنولوجيا المتوفرة وتحديثها لتكون أكثر شمولية للميزات التي تلبى احتياجات المواطنين. يستلزم ذلك إشراك المواطنين في تصميم المنصات عبر الإنترنت وخلق اتصال ثنائي الاتجاه بين الحكومة والمواطنين وإنشاء شراكات مع منظمات المجتمع المدني حيث يتم اتباع نهج منطلق من القاعدة في تصميم الخدمات الإلكترونية. يمكن تحقيق ذلك من خلال شمل هذه الأهداف ضمن الخطة الاستراتيجية وتنفيذها من قبل وزارة الاقتصاد الرقمي والريادة.
- تعاون ما بين وزارة التخطيط والتعاون الدولي ووزارة الاقتصاد الرقمي والريادة لتسهيل الإجراءات الإدارية للشركاء من القطاع الخاص والمنظمات غير الحكومية من خلال إشراك منظمات المجتمع المدني في تصميم المنصات مما يضمن اتباع نهج منطلق من القاعدة في الاستجابة لاحتياجات المواطنين ومعالجة قضاياهم.
- تطوير خطة اتصال وتواصل شاملة من قبل وزارة الاقتصاد الرقمي والريادة بالشراكة مع مؤسسات المجتمع المحلي للوصول إلى الجمهور المستهدف ليكونوا على دراية كاملة بأهمية إضافة مدخلاتهم من خلال المنصات المتاحة. حيث ينبغي القيام بمزيد من حملات التوعية لضمان أن يكون المواطنون قادرين على أن يكونوا جزءاً من عمليات صنع القرار وصنع السياسات.

Executive Summary

The government of Jordan and Civil Society Organisations (CSOs) continue to launch new digital tools to keep up with the globalised world and enhance citizens' engagement through the use of technology. However, the term "Civic Technology" is yet to be introduced into Jordan's public policy, and more efforts are needed to enhance citizens' civic engagement. A few of the main features of civic technology are already embedded within those digital tools presented by the government of Jordan. However, most are yet to be activated in a systematic manner. These features include providing the space for citizens to send feedback and complaints, check the accuracy of the information, and participate in e-decision-making processes. The activation of civic technology would also include drafting a clear roadmap to achieve its goals. This paper introduces the importance of including civic technology in public policies and gives recommendations on how the government could use it to enhance civic engagement.

The paper is based on desktop research and key informant interviews with experts in the field of digital transformation and e-governance as well as staff at the Ministry of Digital Economy and Entrepreneurship (MoDEE).

Moreover, a critical analysis of the Ministry of Digital Economy and Entrepreneurship strategy and implementation plan (2021 -2025) was done to identify the gaps that need to be addressed to engage citizens. Finally, the paper offers recommendations that include focusing on a more citizen-centric approach when drafting implementation plans, capacity development for employees, and developing a comprehensive communication plan to reach the target audience.

1 Introduction

Governments have utilised digital technology to meet citizens' needs and improve government accountability. Therefore, several governmental departments have introduced and implemented electronic services in their day-to-day transactions. All these electronic services involve the common goal of reducing costs, increasing efficiency and ensuring transparency.¹ When government agencies around the world began to implement ICT in their various processes and transactions in the last three decades, the well-known term "e-government" emerged. The reasons for adopting e-government are its speed, accountability, transparency, and its potential to improve the efficiency of public services and the relationship between government and citizens.²

Jordan has been no exception, with the government and other civil society organisations (CSOs) using technology to be closer to citizens and enhance service delivery in its different forms. The e-government initiative in Jordan was started in the year 2000 by the Ministry of Information and Communication Technology.³ Despite the fact that it has been more than twenty years since the launch of the Jordanian e-government strategy, it failed to increase the interaction between citizens and the government.⁴ This has been confirmed by the United Nations, where the development of the e-government index of Jordan has dropped from 50 in 2010 to 100 in 2022.⁵ For Jordan, the need to embrace e-government is articulated in the National Digital Transformation Strategy and Implementation Plan (2021 – 2025).⁶

¹ Jean Damascene Twizeyimana and Annika Andersson, "The Public Value of E-Government – A Literature Review." *Government Information Quarterly* 36, no. 2, 2019, 167–78, <https://doi.org/10.1016/j.giq.2019.01.001>.

² Ricardo Santa, Jason B. MacDonald, and Mario Ferrer. "The Role of Trust in e-Government Effectiveness, Operational Effectiveness and User Satisfaction: Lessons from Saudi Arabia in E-g2b." *Government Information Quarterly* 36, no. 1, 2019, 39–50. <https://doi.org/10.1016/j.giq.2018.10.007>.

³ Wasfi Alrawabdeh, "E-Government Diffusion in Jordan: Employees' Perceptions Toward Electronic Government in Jordan." *American Journal of Applied Sciences* 14, no. 1, 2017, 124–33. <https://doi.org/10.3844/ajassp.2017.124.133>.

⁴ Raed Kareem Kanaan, and Ra'ed Masa'deh. "Increasing Citizen Engagement and Participation through E-Government in Jordan." *Modern Applied Science*, Oct. 29, 2018. <https://www.ccsenet.org/journal/index.php/mas/article/view/0/37276>.

⁵ "Country Information." United Nations. United Nations, 2020. <https://publicadministration.un.org/egovkb/en-us/Data/Country-Information/id/86-Jordan/dataYear/2022>

⁶ Ministry of Digital Economy and Entrepreneurship. "Jordan Digital Transformation Strategy - Modee.gov.jo." *Ministry of Digital Economy and Entrepreneurship*, 2021

The vision, as stated, is a "Digital environment that accelerates economic growth, supports entrepreneurship while enabling social and political stability."

New terms have emerged in this field, one of which is "Civic Technology", which refers to ICT tools that enhance the relationship between citizens and government. The continuous growth of the launch of civic technology organisations reached an annual growth rate of 20 per cent.

This is an indication of how civic technology could help citizens participate more actively in a democratic society, including data access, visualisation, citizens' feedback, voting, public decision-making, and community forums.⁷

However, the term "Civic Technology" is yet to be introduced into Jordan's public policy despite the fact that few features are already embedded within tools presented by the government. The features include providing the space for citizens to send feedback, file complaints, check the accuracy of the information, and participate in e-decision-making.

In this paper, we ask,

Can civic technology projects help governments use technology to enhance citizens' civic engagement?

Therefore, this paper aims to introduce the importance of including civic technology in public policy while giving recommendations on how the government can use it to enhance civic engagement. However, one conclusion is clear; Jordan needs to put more effort into enhancing citizens' civic engagement through technology.

The following sections of this paper will discuss the methodology used to collect and analyse data, highlight a civic technology application, and present an analysis of the MoDEE strategy and implementation plan. The paper will also discuss international implementations of civic technologies, including any lessons learned that Jordan can implement, and finally, introduce some recommendations to enhance the digital transformation strategy further.

https://www.modee.gov.jo/EBV4.0/Root_Storage/EN/1/Jordan_Digital_Transformation_Strategy_2020_English_Unofficial_Translation.pdf.

⁷ Erhardt Graeff, "Evaluating Civic Technology Design for Citizen Empowerment," *MIT Media Lab*, 2018, <https://www.media.mit.edu/publications/erhardt-dissertation/>.

2 Methodology

This paper is based on desktop research and three key informant interviews that were conducted in May 2022 with two experts from the digital transformation and e-governance field and a representative from the Policies and Strategies Directorate at the Ministry of Digital Economy and Entrepreneurship.

The approach followed virtual semi-structured interviews where the main themes focused on the role of the interviewees in this field. The interview commenced with the interviewer explaining what civic technology is, how they think this could be activated and implemented in Jordan, and highlighted its importance in citizens' civic engagement. Moreover, international implementations of civic technologies were discussed and how Jordan can learn from them. Finally, it focused on how civic technology could be part of the implementation plan and strategy of the Ministry of Digital Economy and Entrepreneurship.

Ahead of the interviews, participants were informed that their information would be completely anonymous. The interviews were conducted in English and lasted approximately 30 minutes each.

3 Civic Technology in Practice

In a 2018 study conducted on how people in governments experienced civic technology in the United States, respondents reacted positively to the experience. For each tool they studied, the main goal of increasing the two-way interaction between citizens and government was realised, even if it was not achieved consistently across all users.⁸ Moreover, there was an indirect achievement of what Janowski (2015) identified as the fourth stage of e-government: government and citizens using their digital relationships to improve policy.⁹ It was also mentioned that the process of creating and implementing civic technology tools gave citizens a path to policy influence.

⁸ Emily Shaw, "Skipping Ahead to the Good Part: The Role of Civic Technology in Achieving the Promise of e-Government," *JeDEM*, 2018, <https://www.jedem.org/index.php/jedem/article/view/455>.

⁹ Tomasz Janowski, "Digital Government Evolution: From Transformation to Contextualization." *Government Information Quarterly*. JAI, Jul. 21, 2015, <https://www.sciencedirect.com/science/article/abs/pii/S0740624X15000775>.

Many of these civic technology tools in the study demonstrated how technology development and policy development could be linked by integrating technology within the policy-making process of the government. The development of these tools affects the public's ability to influence policy and becomes an important part of a wider policy-making process. This co-development of policy and technology tools indicates a commitment to make technology a part of supporting the improvement and development of the service delivery of governments.¹⁰ This could suggest that if the government of Jordan can utilise more features of civic technology in the e-services, citizens will be actively engaged in civic engagement activities such as bottom-up approaches to policy-making.

Finally, it was concluded that without funding outreach for civic technology, extensive access to official online services would most probably benefit people who already use and visit government websites, and in turn, electronic services will only reach those who are already comfortable with using technology.¹¹ Therefore, the government of Jordan needs to plan for supportive funding techniques because the support for the tools and the added public value provided by such digital services might disappear. It would end up further empowering citizens who already have access while others would fall behind.

4 Jordan's National Digital Transformation Strategy and Implementation Plan (2021-2025)

Jordan's National Digital Transformation Strategy and Implementation Plan sets out the main milestones the ministry aims to achieve over the next five years. The government of Jordan is keen to involve all citizens and empower them to access the needed services at a lower cost by digitising the public sector. The focus remains on building the skills required for the future, creating more jobs, and promoting entrepreneurship and e-participation.¹²

¹⁰ Emily Shaw, "Skipping Ahead to the Good Part: The Role of Civic Technology in Achieving the Promise of e-Government," JeDEM, 2018, <https://www.jedem.org/index.php/jedem/article/view/455>.

¹¹ Ibid.

¹² Ministry of Digital Economy and Entrepreneurship. "Jordan Digital Transformation Strategy - Modee.gov.jo." *Ministry of Digital Economy and Entrepreneurship*, 2021 https://www.modee.gov.jo/EBV4.0/Root_Storage/EN/1/Jordan_Digital_Transformation_Strategy_2020_English_Unofficial_Translation.pdf.

The government of Jordan realises that the success of digital initiatives depends primarily on the rapid use of such technologies by citizens. The government also believes that adopting emerging technologies, such as artificial intelligence, cloud platforms, the internet of things, and other emerging technologies, has become one of the foundations of the digital transformation process. The government also recognises the importance of digital technologies in pushing the process of providing more efficient public services.¹³

In order to achieve the objectives of this strategy, there is a need to develop the skills and knowledge of public sector employees and citizens, especially the digital skills which will support the digital transformation process. Therefore, implementing well-thought-out measures to manage change is a prerequisite for the success of this strategy.

The Ministry of Digital Economy and Entrepreneurship supports the digital transformation process, adopts the concepts of the digital economy, and facilitates the development of the entrepreneurial system in Jordan. This is done by working on eleven basic pillars. One of which is e-Participation; this pillar entails the contributions of citizens in submitting suggestions and observations and expressing opinions using technology that can improve decision-making and policy-making processes.¹⁴

E-participation will also have a great impact on achieving governmental goals and enhancing transparency and accountability. **When the government provides platforms where citizens can openly engage in two-way communication, the government can be held accountable, and citizens' trust increases which in turn would result in more civic engagement in local affairs.** That is why the government has provided various electronic communication channels, such as the following platforms:¹⁵

- "Bekhedmetkom" (at your service)
- "Radakom Yehemena" (your feedback is important to us)
- "Qayyem Tajrebtak" (evaluate your experience)
- The national call centre (065008080)

¹³ Ibid.

¹⁴ Ibid.

¹⁵ Ibid.

- The SMS platform

This is all in order to enable all segments of the community to express their opinions and make suggestions. This helps improve the quality of government services provision and raise the level of citizen satisfaction. Focusing on e-participation would also enhance civic engagement by increasing trust in the government.

However, even with the existence of such communication channels, the implementation plan does not clearly indicate how these channels will reach their audience. It does not also explain how citizens' input will be utilised in the decision-making processes.

In the plan, there is a need to improve the two-way flow of information between the government and citizens, increase public participation, and establish partnerships and cooperation between the public and private sectors in designing and implementing digital transformation programs. This also means engaging citizens in the design of these tools instead of only including them in providing feedback.¹⁶

5 Recommendations

After a critical analysis of the ministry's implementation plan and strategy, the following are the recommendations concluded in order to enhance citizen's engagement through technology:

- Building the capacity of the public sector employees and revisiting hiring practices at the Ministry of Digital Economy and Entrepreneurship; this includes drafting the needed technical skills for the enactment of these digital technologies and ensuring that staff members are equipped with such skills. These skills would include digital skills, data analytics, and communication. This would equip the public sector employees with the required skills to better respond to citizen's needs and in turn, increase the satisfaction of provided services.
- Embedding civic technology features within existing structures; this means that even though introducing the term itself is important, it is also important to map out the existing features and update them to be more inclusive. These

¹⁶ Ibid.

features would entail including citizens in the design of online platforms and creating two-way communication between the government and citizens. A method to follow could entail creating partnerships with civil society organisations where a bottom-up approach would take place in designing online platforms. This can be included within a strategic plan and implemented by the Ministry of Digital Economy and Entrepreneurship.

- Easing the administrative procedures for partners from the private sector and non-governmental organisations; this would ensure a more bottom-up approach in responding to citizens' needs and addressing their issues by involving CSOs. This would be done by collaboration between the Ministry of Planning and International Cooperation and the Ministry of Digital Economy and Entrepreneurship.
- Developing a comprehensive communication plan to reach the targeted audience. This is one of the most important action points as citizens are not fully aware of the importance of adding their input through the available platforms. This means that they are not fully activated, and more awareness campaigns should take place to ensure that citizens are capable to be part of decision-making and policy-making processes. The communication plan can be developed by the relevant department at the Ministry of Digital Economy and Entrepreneurship and incorporate roles for civil society organisations.

التحديات التي تواجه قدرة الشباب على الابتكار في قطاع ريادة الأعمال وحلول مقترحة

سارة الشيخ عمر



التحديات التي تواجه قدرة الشباب على الابتكار في قطاع ريادة الأعمال وحلول مقترحة

المؤلفة: سارة الشيخ عمر

ملخص تنفيذي

قال جلالة الملك عبد الله في مبادرة الاستثمار المستقبلي 2019 في المملكة العربية السعودية،

"يبهمني الشباب الأردني بطاقتهم وأحلامهم الطموحة. فمنهم المبرمجون والمبتكرون، والرياضيون وقادة الغد. إن الاستثمار في مواهبهم التي لا تعرف الحدود هو استثمار في مستقبل مشرق لمنطقتنا وعالمنا، بلدنا موطن للمشاريع التي يقودها الشباب، والتي تستمر في تغيير وجه الاقتصاد في منطقتنا وفي الخارج. ورغم أن الأردنيين يشكلون 3% فقط من سكان العالم العربي، فإنهم يمثلون 27% من أفضل الرياديين والمبدعين فيه «وأضاف» إن شبابنا العربي أعلى ما نملك، ومفتاح مستقبل هذه المنطقة وهذا العالم¹"

تستعرض هذه الورقة التحديات القانونية والتشريعات الحكومية والأخرى المتعلقة بقطاع ريادة الأعمال في الأردن وأثرها على قدرة الشباب الأردني على الابتكار، وتقدم التوصيات وحلول مقترحة من أصحاب المصلحة إلى صناع القرار في الوزارات والمؤسسات التعليمية لمواجهة التحديات التي تواجه قطاع ريادة الأعمال في الأردن وتطويره لزيادة قدرة الشباب الأردني على الابتكار.

تختلف التحديات التي تواجه رواد الأعمال في إنشاء وإستدامة الشركات الريادية حسب مجال الشركة وقطاعها، منها القوانين والتشريعات القائمة والمفروضة على رواد الأعمال وأصحاب الأفكار الريادية، بالإضافة إلى أن نظام التعليم الحالي والمستخدم في مؤسسات التعليم الأردنية لا يشجع على الابتكار وريادة الأعمال، وهذا بدوره يحد من قدرة الطلاب في المؤسسات التعليمية من التفكير خارج الصندوق والحصول على المهارات اللازمة لدخول لقطاع ريادة الأعمال مثل التفكير النقدي وغيرها من المهارات.

بناء على مقابلات أجريت مع ثمانية من رواد الأعمال والعاملين في حاضنات الأعمال، تُقدّم ورقة السياسات هذه توصيات لتجاوز هذه التحديات.

¹ Dr. Muhammad Abu Hammour, "Entrepreneurship and Youth", *Al-Rai Newspaper*, Nov.24, 2019, <https://alrai.com/article/10511960/book/entrepreneurship-and-youth>.

1 المقدمة

على الرغم من التقدم المحرز في بيئة تنظيم المشاريع في الأردن، يؤكد أصحاب المشاريع والخبراء على أن بعض العقبات والحواجز ما تزال تعترض إنشاء أو تطوير مشاريعهم الخاصة، ويطلبون من الجهات المعنية، وخاصة الحكومة، تحديد هذه التحديات وحلها بالتنسيق مع المشاركين في هذا القطاع.²

حددت جمعية الريادة والإبداع الأردنية (JEIA) التحديات الأساسية التي تواجه قطاع ريادة الأعمال، منها أن التمويل المحلي، لا يزال صعباً ونادراً بشكل عام ويركز على المشاريع غير التجارية، وأكدت (JEIA) أيضاً أن توظيف المواهب من ذوي التخصصات الأكاديمية في قطاع ريادة الأعمال أمر صعب، وبالتالي يحجب القدرة على نقل الخبرة من الأشخاص ذوي الخبرة والقدرة العالمية إلى الموظفين الأردنيين وغير الأردنيين.³

بالإضافة إلى ذلك، فإن نسبة توقف الأعمال في ارتفاع ملحوظ من حيث عدد الشركات الناشئة وأصحاب الأعمال الجدد حسب التقرير الوطني الذي أجرته المؤسسة الأردنية لتطوير المشاريع (JEDCO) بشراكة مع مركز الدراسات الإستراتيجية لدى الجامعة الأردنية لعام (2019-2020). حيث بين التقرير أن معدل توقف الأعمال كان فرد واحداً توقف عن العمل في 2017 مقابل خمسة أفراد بدأوا شركة جديدة وفي سنتها احتلت الأردن المرتبة الثانية في المقارنة العالمية. أما في عام 2019، احتل الأردن المرتبة الثالثة عالمياً، مع ارتفاع معدل توقف الأعمال ليصل إلى (10.45٪).⁴

أما عن وجود مشاريع ريادة الأعمال والبرامج المساندة لها والمؤسسات وحاضنات الأعمال في محافظات المملكة، فقد نشرت صحيفة الغد أن 80٪ من البرامج والمشاريع الداعمة لريادة الأعمال تتركز وتتواجد وتخدم رواد الأعمال من العاصمة عمان، و20٪ منهم لبقية المحافظات.⁵ لكن هذا التركيز على المشاريع في العاصمة لا يقابله زيادة في نشاط ريادة الأعمال في المراحل المبكرة. فوفقاً للتقرير الوطني الأردني 2020/2019 - أظهر نشاط ريادة الأعمال العالمي (GEM) اختلافات ملحوظة في عام 2017 عبر المحافظات الأردنية.⁶ حيث كانت أعلى نسبة من إجمالي نشاط تنظيم المشاريع في مرحلته الأولى في عجلون (13.2٪) والكرك (11.3٪) وإربد (10.1٪). بالمقابل كان إجمالي نشاط ريادة الأعمال في المراحل الأولى في العاصمة عمان (9٪) فقط. أما أدنى المعدلات فقد لوحظ

² Ibrahim Mubaideen, "What are the challenges facing entrepreneurship in Jordan?" *Arabic hashtag*, Sep. 9, 2021, <https://2u.pw/rGqgVg>.

³ التشريرات والضرائب تحول دون جني الثمار، "جريدة الغد، 13 سبتمبر 2021، ابراهيم مبيضين، "ريادة الأعمال <https://alghad.com/%D8%B1%D9%8A%D8%A7%D8%AF%D8%A9-%D8%A7%D9%84%D8%A3%D8%B9%D9%85%D8%A7%D9%84-%D8%A7%D9%84%D8%AA%D8%B4%D8%B1%D9%8A%D8%B9%D8%A7%D8%AA-%D9%88%D8%A7%D9%84%D8%B6%D8%B1%D8%A7%D8%A6%D8%A8-%D8%AA%D8%AD%D9%88/>

⁴ Jordan Enterprise Development Corporation and Centre for Strategic Strategies. *Global Entrepreneurship Monitor Jordan National Report 2019/2020*. https://www.giz.de/de/downloads/GEMJ_EN.pdf

⁵ ابراهيم مبيضين، "ريادة الأعمال والتشريعات والضرائب تحول دون جني الثمار،" جريدة الغد، 13 سبتمبر 2021، <https://alghad.com/%D8%B1%D9%8A%D8%A7%D8%AF%D8%A9-%D8%A7%D9%84%D8%A3%D8%B9%D9%85%D8%A7%D9%84-%D8%A7%D9%84%D8%AA%D8%B4%D8%B1%D9%8A%D8%B9%D8%A7%D8%AA-%D9%88%D8%A7%D9%84%D8%B6%D8%B1%D8%A7%D8%A6%D8%A8-%D8%AA%D8%AD%D9%88/>

⁶ كان المعيار هو نسبة رواد الأعمال في المراحل الأولى

في المفرق والطفيلة بنسبة (2.3%) و (3.6%) على التوالي.⁷ أما في عام 2019، فقد حققت الطفيلة والمفرق المراكز الأولى بنسبة (13.16%) و (13.19%) على التوالي في نشاط ريادة الأعمال.⁸

بالإضافة لما تم ذكره أعلاه، فإن عدم وجود إطار مؤسسي تعليمي داعم للإبداع والريادة يعتبر من أهم التحديات التي تواجه قطاع ريادة الأعمال في الأردن الذي تم مناقشتها خلال مؤتمر الريادة الذي نظمه مجمع الريادة الأكاديمية للتميز في جامعة اليرموك وهيئة شباب كلنا الأردن وبالتعاون مع تجمع لجان المرأة والهيئات الاقتصادية والوطنية الذي عقد في عام 2008. وقد صرح بالممثل الرئيس التنفيذي لمنظمة "تي تي أي-TiTi" وهي منظمة غير ربحية متخصصة في نشر ثقافة ريادة الأعمال- بلال ارسلان،

"إن لدينا مشكلة في بيئة ريادة الأعمال لها علاقة بالنظام التعليمي الأساسي وفي الجامعات كون هذا النظام لا يُنمي ثقافة الريادة والابتكار لدى الشباب من الصغر وعلى نطاق واسع، ليضطدوا بواقع مرير لدى تأسيسهم لمشاريعهم في المستقبل، رغم بدء تقديم بعض الجامعات مساقات متخصصة في ريادة الأعمال، وقيام بعض المؤسسات الخاصة بتعليم وتدريب الصغار على ريادة الأعمال."⁹

بناءً على جميع تلك المؤشرات ستُقدم ورقة السياسات هذه بعض التحديات التي تواجه قطاع ريادة الأعمال في الأردن وأثرها على قابلية الأردنيين للابتكار إضافة إلى تقديم توصيات لحل هذه التحديات من الرياديين العاملين في قطاع ريادة الأعمال.

2 المفردات الأساسية

2.1 الريادة الاجتماعية

الريادة الاجتماعية هي المجال الذي يصمم فيه منظمو المشاريع أنشطتهم لتكون مرتبطة ارتباطاً مباشراً بهدف خلق قيمة اجتماعية. تنقسم المشاريع الريادية إلى ثلاث أقسام الأول: ربحي بشكل كامل والثاني: غير ربحي لهدف تنموي واجتماعي فقط والثالث: يجمع بين المجالين الربحي وغير الربحي، ومن يصمم وينفذ المشاريع الريادية يطلق عليه ريادي الأعمال.¹⁰

⁷ "Jordan Enterprise Development Corporation and Centre for Strategic Strategies", Global Entrepreneurship Monitor Jordan National Report 2019/2020. https://www.giz.de/de/downloads/GEMJ_EN.pdf

⁸ Ibid.

⁹ التشريعات والضرائب تحول دون جني الثمار، "جريدة الغد، 13 سبتمبر 2021، ابراهيم مبيضين، "ريادة الأعمال" <https://alghad.com/%D8%B1%D9%8A%D8%A7%D8%AF%D8%A9-%D8%A7%D9%84%D8%A3%D8%B9%D9%85%D8%A7%D9%84-%D8%A7%D9%84%D8%AA%D8%B4%D8%B1%D9%8A%D8%B9%D8%A7%D8%AA-%D9%88%D8%A7%D9%84%D8%B6%D8%B1%D8%A7%D8%A6%D8%A8-%D8%AA%D8%AD%D9%88/>

¹⁰ Samer Abu-Saifan, "Social entrepreneurship: Definition and Boundaries," *Technology Innovation Management Review*, 2(2), 2012.

2.2 الشركة الناشئة

هي الأعمال التجارية الصغيرة، بحسب تعريف منتدى الاستراتيجيات الأردني في 2013، أيضا هي مؤسسة أو شركة في المرحلة الأولى من عملياتها. غالبًا ما يتم تمويل هذه الشركات في البداية من قبل مؤسسيها من ريادة الأعمال حيث يحاولون الاستفادة من تطوير منتج أو خدمة يعتقدون أنها طلب لم يتم تلبيته من قبل المؤسسات الحالية. نظرًا للمحدودية الإيرادات أو ارتفاع التكاليف، قد لا تكون معظم هذه العمليات الصغيرة مستدامة على المدى الطويل دون تمويل إضافي من مصادر مختلفة بالإضافة إلى أن هذه الشركات لها عدد معين من الموظفين (أقل من 50 موظفًا).¹¹

2.3 رائد الأعمال

رائد الأعمال هو فرد لديه فكرة مشروع معين ويرغب في تأسيس شركة أو تطوير شركته القائمة ولكن في الغالب ليس لديه الموارد المالية اللازمة لذلك وقد لا يعلم من أين أو كيف يحصل على الدعم المالي المناسب الذي يؤهله لبدء شركته.¹²

2.4 حاضنة الأعمال/المشاريع الريادية

حاضنة الأعمال وفقاً لما عرفها موقع اقتصاديو العرب هي بناء مؤسسي مخصص لمساعدة منشآت الأعمال حديثة الإنشاء وكذلك المنشآت التي تكون في طور النمو بما يساعدها على البقاء بالسوق أطول فترة ممكنة، كما يمكن تقديم الخدمات والتسهيلات الإدارية العديدة سواء كانت تسهيلات مالية أو إدارية متنوعة ولديها أهداف عديدة منها تطوير أفكار جديدة لخلق وإيجاد مشروعات إبداعية جديدة أو المساعدة في توسعة مشروعات قائمة، مساعدة أصحاب الابتكارات والاختراعات في تحويل أفكارهم إلى منتجات قابلة للتسويق بالإضافة إلى توفير الدعم والتمويل والخدمات الإرشادية والتسهيلات المتاحة لمنتسبيها.¹³

كما تُعرف الرابطة الوطنية لاحتضان الأعمال التجارية حاضنات الأعمال التجارية بأنها أداة محفزة للتنمية الاقتصادية الإقليمية أو الوطنية.¹⁴

2.5 مسرعات الأعمال/المشاريع الريادية

مؤسسات تقدم الدعم للشركات الناشئة، والتي تجاوزت المراحل الأولى من تأسيسها. مسرعات الأعمال تمنح الشركات التي أثبتت جدواها المالي إمكانية الوصول للإرشاد التأهيلي لرواد الأعمال والمستثمرين وهو ما يقوم به بعض الخبراء في مجال ريادة الأعمال من تقديم للنصيحة والمشورة عبر أحد أشكال التواصل مع رائد الأعمال.

¹¹ "Challenges of Starting a Small Business in Jordan" Jordan Strategy Forum (JSF), May 2014, https://jsf.org/sites/default/files/Challenges%20of%20Starting%20a%20Small%20Business%20in%20Jordan_1.pdf

¹² "Who is an entrepreneur, what are his most important qualities, and how important is the presence of entrepreneurs," Tamweely, <https://2u.pw/tqA5B5>.

¹³ "Business incubators: their definition, objectives, activities, and their economic and social importance," Arab Economists, 2021, <https://2u.pw/JZCZzs>.

¹⁴ Tzameret H.Rubin, Tor Helge Aas and Andrew Stead, "Knowledge flow in technological business incubators: evidence from Australia and Israel," *Technovation*, 2015, 41, 11-24.

ويمكنها مساعدة رواد الأعمال في تخطي الكثير من العقبات،¹⁵ وغيرها من أشكال الدعم، لمساعدتها على أن تصبح شركات مستقرة ومكثفة ذاتياً.¹⁶

3 المنهجية

تم إجراء مقابلات شبه منظمة مع ثمانية من أصحاب الشركات الناشئة (ستارت اب) والعاملين في حاضنات الأعمال من خبراء وموجهين ومدرسين ومدربين في مجال ريادة الأعمال الذين تتجاوز خبرتهم في قطاع ريادة الأعمال أكثر من خمس سنوات. بالإضافة تم إجراء بحث مكتبي للاطلاع على واقع قطاع ريادة الأعمال في الأردن وماهي التحديات التي تواجه العاملين في هذا القطاع.

4 النتائج

تختلف التحديات التي تواجه رواد الأعمال في فتح شركات ريادية حسب مجال الشركة وقطاعها، بناء على المقابلات التي تم إجراؤها، افصح رواد الأعمال أن قطاع ريادة الأعمال الاجتماعية في الأردن ينقسم إلى قسمين رئيسيين:

1. الشركات الناشئة والذي يعتمد نجاحها بشكل كامل على بيع المنتجات سواء الرقمية أو ملموسة والربح المباشر منها.
2. شركات ريادة الأعمال الاجتماعية التي تعمل على التأثير الاجتماعي الغير ربحية أو الربحية جزئياً، والذي يعتمد أثرها بشكل أساسي على التأثير الاجتماعي من خلال عدد الأشخاص المستفيدين من الخدمة المجتمعية ومقدار الربح الجزئي يكون من أجل استدامة المشروع الاجتماعي فقط.

5 التحديات التي تواجه العاملين في قطاع ريادة الأعمال

5.1 القوانين السارية على أصحاب الشركات الريادية

بين الخبراء والعاملين في قطاع ريادة الأعمال في الأردن من خلال المقابلات التي جرت معهم، أن قوانين الضمان الاجتماعي تشكل تحدياً كبيراً للغاية حيث لا يوجد تمييز بين المراحل العمرية للمشاريع. مثلاً، لم تستطع الحكومة من وضع كلف مختلفة للضمان الاجتماعي للشركات حديثة الانشاء والشركات التجارية الكبرى، بالإضافة إلى عدم التحديث والتغيير المستمر لهذه القوانين التي تؤثر على رواد الأعمال عند فتح شركة ناشئة.

وهذا ما أكده المدير التنفيذي للقطاع التكنولوجي في مؤسسة مجتمع المهندسين الدولي محمد الهياجنة من خلال مقابلة أجرت معه من خلال صحيفة الغد هو أن من أبرز التحديات التي تواجه قطاع ريادة الأعمال في الأردن هو: عدم وجود قوانين واضحة وثابتة للشركات الريادية وبيئة الريادة في الأردن.¹⁷ وتوافق مجلس قادة الشركات الناشئة –

¹⁵ "Entrepreneur Mentoring," Arabiainc, Feb 9, 2022, <https://www.arabiainc.com/2022/02/09/mentoring-entrepreneurs/>

¹⁶ Mukhtar Darwish, "What is the difference between business incubators and business accelerators?," mostaq platform, Jun 2021, <https://blog.mostaql.com/accelerators-vs-incubators/>

¹⁷ Ibrahim Al Mubaidin, "Challenges in the world of leadership extend the road to success," Al-Ghad Newspaper, 10 8, 2018, <https://2u.pw/WfrNnr> .

الذي يمثل الشركات الريادية العاملة في التقنية – مع هذا التصريح كذلك حيث قام مؤخراً بجمع ملاحظات من شركات ريادية حول التحديات التي تواجهها في بيئة ريادة الأعمال الأردنية وكان من أهمها عدم استقرار القوانين، وتحديات لها علاقة بالجمارك مثل التخليص الجمركي، وتضمنت التحديات أيضاً: عملية تسجيل الشركات وهيكلها القانوني، والضمان الاجتماعي وكلفته العالية بالنسبة للشركات الرائدة. وبين الخبراء من خلال المقابلات التي تم إجراؤها معهم أن التحدي الجمركي الذي تواجهه الشركات الريادية التي تحتاج إلى استيراد مواد من خارج الأردن يشكل عائق أمام نجاح الشركات الناشئة وذلك لأن تكاليف الجمارك مرتفعة جداً للشركات الناشئة قيد الإنشاء أو التطوير.¹⁸

5.2 نظام التعليم الحالي والمستخدم في مؤسسات التعليم الأردنية لا يشجع على الابتكار وريادة الأعمال

من خلال المقابلات التي أجريت مع أصحاب الشركات الريادية تبين أن نقص الدعم التعليمي في مؤسسات التعليم من المدارس والجامعات لقطاع ريادة الأعمال تحدٍ مؤثر جداً على ابتكار المشاريع الريادية والإقبال عليها، بالإضافة إلى جودة إنتاج المشاريع الريادية. نظام التعليم الحالي والمستخدم في مؤسسات التعليم الأردنية لا يشجع على الابتكار وريادة الأعمال وهذا بدوره يحد من قدرة الطلاب في المؤسسات التعليمية من التفكير خارج الصندوق والحصول على المهارات اللازمة لدخول قطاع ريادة الأعمال كريادي أعمال مثل التفكير النقدي. أيضاً عدم استخدام أساليب التعليم المطورة والتي تحفز الطلاب على اكتساب مهارات ريادة الأعمال والتي تنحصر بالمهارات مثل التفكير الناقد، التخطيط، مهارة إدارة الوقت، إدارة المخاطر، مهارات التواصل، حل المشكلات وأن عدم استخدام هذه الأساليب أدى إلى مواجهة مشاكل بالخاص مع فئة الشباب الريادي منها أن معظم الأفكار الريادية مكررة وليست منفردة منهم.

المؤسسات التعليمية وقطاع الريادة هي منظومة متكاملة تبنى على أسس واضحة وقوية يتم من خلالها بناء التعليم الدامج مع أهم المهارات التي يجب اكتسابها من قبل الشباب قبل دخول ريادة الأعمال وبناء هذه المنظومة وهذا يحقق ازدهارا ونجاحا.

5.3 افتقار توزيع جغرافي لحاضنات ومسرات المشاريع في جميع المحافظات

بين الخبراء والعاملين في قطاع الريادة من أصحاب الشركات الريادية الذين تمت مقابلتهم أن توزيع حاضنات الأعمال غير منصف، وكان من أبرز نتائج مشروع خريطة بيئة الريادة الاجتماعية في الأردن التي أجرتها مؤسسة ناسجو للتدريب (أنا أتعلم) أن أكثر من 61% من المؤسسات والمبادرات غير الربحية والعاملة في مجال الأثر الاجتماعي تتركز في ثلاثة محافظات فقط هي عمّان، إربد والزرقاء.¹⁹ حيث أن 95% من جميع فرص ريادة الأعمال موجودة في العاصمة غالبيتها موجودة في مجمع الملك الحسين للأعمال ويوجد أيضاً حاضنة أعمال في العقبة. أما في باقي المحافظات يوجد شبه حاضنة أعمال في مدينة عجلون ومحافظه الكرك وباقي المحافظات تفتقر لذلك، وهذا ما أشار له الريادي إبراهيم القرالة، مؤسس مشروع السحابة التقنية ويعمل في الكرك عبر صحيفة الغد:

¹⁸ Ghadeer Al-Saadi, "Leadership and its Role in the National Economy: Aspirations and Development Impact," *Al-Rai*, 6-11, 2022, <https://2u.pw/V4Ybxo>.

¹⁹ "According to the results of the map of the social entrepreneurship environment in Jordan, more than 61% of social impact institutions are in only 3 governorates", *Nabd Albalad News website*, Sep.13, 2022, <http://www.nbnjo.com/post.php?id=184538>

"إلى الآن إن أبرز التحديات التي تواجه بيئة ريادة الأعمال في الأردن هي تركيز حاضنات ومسرعات الأعمال في المدن الكبرى -إربد وعمان- الأمر الذي سبب فجوة كبيرة في المخرجات الريادية بين المحافظات والمدن الكبرى."²⁰

تواجه المحافظات أيضا أفكار تتمثل في أن المشاريع الريادية أقل نجاحا وهذا ما أكد عليه مدير مركز الملكة رانيا للريادة محمد خير عبيدات عندما تحدث عن مركز الملكة رانيا للريادة في العقبة أن معظم أفكار المشاريع الريادية غير جاهزة للتطبيق وذلك يعود لعدم جاهزية الشباب لتنفيذ أفكارهم الريادية وعدم اكتسابهم لهذه المهارات مما يقود أغلب الشباب لإستنساخ أفكار موجودة وإضافة تعديلات طفيفة لا غير. يواجه أيضا أبناء المحافظات والمناطق الأقل حظا مثل المخيمات والقرى تحديات إضافية مثل أن لغة التدريب في بعض حاضنات الأعمال هي اللغة الانجليزية.²²²¹

5.4 عدم الإجماع على تعريف واضح لمفهوم ريادة الأعمال في الأردن

من خلال المقابلات مع الخبراء والعاملين في قطاع الريادة تم الاتفاق على أن الطريق والأدوات المستخدمة في تعزيز وتسويق قطاع ومفهوم ريادة الأعمال خاطئ في الأردن، حيث لا يوجد تعريف واضح وشامل لما تعنيه ريادة الأعمال وما تعنيه الشركة الناشئة وماهية الفكرة المبتكرة وغياب الأسس التي يتم بها تمويل المشاريع.

5.5 الحصول على الدعم المالي والتمويل لكافة مراحل المشاريع والأفكار الريادية

أجمع الخبراء والعاملين الذين تمت مقابلتهم في قطاع الريادة على أن قلة التمويل للمشاريع الريادية من أهم التحديات التي تؤثر على استمرارية المشاريع الريادية وأيضا على بدأ مسارها بالشكل الصحيح والمتسلسل بكافة مراحل تنفيذها، ومن هنا بين الخبراء من الرياديين أن عملية التمويل للمشاريع الريادية المتوفرة في الأردن تتم بشكل عشوائي وغير منظم ولا يوجد استراتيجية ثابتة لمنح التمويل.

بينت مؤسسة أنا اتعلم من خلال دراسة قامت بها أن معظم المؤسسات الريادية تفتقر إلى منتج مستدام يدرّ العوائد، إضافة إلى أن 85% من المبادرات غير المسجلة تفكر بالتسجيل لكن معظمها يحتاج للدعم المالي للتسجيل²³، بالإضافة إلى ذلك، وفقاً لتقرير تطوير المشاريع الاجتماعية في الشرق الأوسط، تواجه معظم المؤسسات الاجتماعية في الأردن مشاكل تمويلية، والتي تأتي من عدم توفر التمويل أو الدعم المالي الذي يجبرها على تقليص خطتها الأولية بشكل كبير والتسبب في حدوث تأخيرات في إطلاق أعمالهم.²⁴

ابراهيم مبيضين، "ريادة الأعمال التشريعات والضرائب تحول دون جني الثمار"، جريدة الغد، 13 سبتمبر 2021، <https://alghad.com/%D8%B1%D9%8A%D8%A7%D8%AF%D8%A9-%D8%A7%D9%84%D8%A3%D8%B9%D9%85%D8%A7%D9%84-%D8%A7%D9%84%D8%AA%D8%B4%D8%B1%D9%8A%D8%B9%D8%A7%D8%AA-%D9%88%D8%A7%D9%84%D8%B6%D8%B1%D8%A7%D8%A6%D8%A8-%D8%AA%D8%AD%D9%88/>

²¹ Interview with Mohammad Obeidat, Director at Queen Rania Centre for Entrepreneurship. 23, May, 2022.

²² Interview with Saddam Sayyaleh, Executive Director of "I Learn Jo". 3 Jun. 2022.

²³ "According to the results of the map of the social entrepreneurship environment in Jordan, more than 61% of social impact institutions are in only 3 governorates", *Nabd Albalad News website*, Sep.13, 2022, <http://www.nbnjo.com/post.php?id=184538>

²⁴ Tanya Chapuisat, Ettie Higgins, Jacqueline Chu-Montell, "Promoting the Economic Resilience of Young People through Social Enterprises," *UNICEF*.

5.6 تحديات أخرى

التحديات الأخرى تشمل قلة التشبيك والتواصل من خلال الجامعات أو المؤسسات الرائدة المختلفة أو اللقاءات وأحاديث التوعية بين المستثمرين والحاضنات والتواصل الفعال بينهم. حيث أكد الخبراء من خلال المقابلات أن قلة التشبيك تعمل على تقليل سرعة ريادة الأعمال والابتكار وتقييم مدى استفادة المجتمع من هذا الابتكار أو المشروع التجريبي وكذلك العمل البطيء لتنفيذ جميع المتطلبات.

5.6.1 أثر التحديات على قابلية الأردنيين من الشباب وغيرهم على ابتكار أفكار لمشاريع ريادية

قمنا من خلال ورقة السياسات هذه بحصر الآثار المترتبة من التحديات على قابلية الأردنيين بالأخص الشباب على ابتكار أفكار لمشاريع ريادية كالآتي:

- فقدان الشباب للتوعية والتأسيس بمجال ريادة الأعمال في كافة المناطق.
- تخرج الطلاب من المدارس والجامعات وهم غير قادرين على إنشاء فكرة أو تنفيذها بسبب الكلفة التشغيلية والإجراءات المطولة لتنفيذ الفكرة بدلا من التفكير في فتح أو ابتكار مشروع أو شركة مستدامة.
- أما التحديات المتعلقة بالمسائل القانونية فلها أثر كبير وأساسي على عدم قابلية الأردنيين على ابتكار أفكار ريادية جديدة وذلك لصعوبتها وطول مدتها واجراءاتها المتعددة والغير مضمونة دائماً والمكلفة وقت وجهد ومال.

6 التوصيات

تقدم هذه الورقة توصيات موجهة لبعض المؤسسات الحكومية وخاصة التي من شأنها المساهمة في ازدهار قطاع ريادة الأعمال الأردني بشكل أكبر وتجاوز التحديات التي تواجه قطاع ريادة الأعمال التي تم ذكرها من خلال هذه الورقة.

6.1 توصيات تتعلق بالسياسات والضرائب المالية

1. تعديل قانون الضمان الاجتماعي الأردني وذلك من خلال المؤسسة العامة للضمان الاجتماعي للأخذ بعين الاعتبار التفرقة بين الشركات التجارية الكبرى والشركات الناشئة من حيث تكلفة الضمان الاجتماعي المفروضة عليهم مما ينعكس إيجابيا على اقتصاد قطاع ريادة الأعمال.
2. تعديل قانون الضريبة الأردني من خلال وزارة المالية - دائرة الضريبة الدخل والمبيعات للأخذ بعين الاعتبار التفرقة بين الشركات التجارية الكبرى والشركات الناشئة من حيث الضرائب المفروضة عليهم.
3. وضع تشريعات ونظام ضريبي ثابت للمعاملات الخاصة بريادة الأعمال من قبل دائرة ضريبة الدخل والمبيعات التابعة لوزارة المالية لتنظيم عملية فتح الشركات الناشئة في الأردن لأن عدم استقرار

التشريعات والنظام الضريبي أفقد الرياديين والمستثمرين الثقة ببيئة ريادة الأعمال المحلية كما بينته صحيفة الغد.²⁵

4. وضع استراتيجيات ثابتة لقانون الجمارك وتخفيف أعباءه من قبل الجمارك الأردنية بالأخص على الشركات الناشئة التقنية التي عملها الرئيسي استيراد وتصدير أدوات تقنية التي يعتمد نجاحها الرئيسي على المبيعات.

6.2 تيسير التشريعات والإجراءات المفروضة على الشركات الناشئة

1. تطبيق مفهوم "Ex-Post" بدلاً من مفهوم "Ex-Ante" حسب ما أوصت به دراسة منتدى الإستراتيجيات الأردني لتسهيل تشريعات التسجيل والمعاملات الحكومية المطلوبة من مؤسسات ريادة الأعمال. حيث يملئ مفهوم "Ex-Post" ببساطة أنه يمكن للشركة أن تبدأ العمل فور تسجيلها في إدارة مراقبة الشركة أو السجل المركزي، ثم يتم إرسال إشعار إلى الكيانات ذات الصلة (البلدية بشكل أساسي) حول التاريخ المتوقع من أجل متابعة استيفاء متطلباتهم، في هذه الحالة يلتزم صاحب العمل رسمياً باستيفاء جميع متطلبات البلدية اللازمة بشكل مكتوب، تحت طائلة إغلاق العمل ووقف جميع العمليات في حالة عدم الالتزام بالمتطلبات. في حين أنه قد يكون من الصعب تنفيذ هذا المفهوم للشركات التي يمكن أن تفرض مخاطر عالية على الصحة والبيئة، إلا أنه يمكن أن يكون مفيداً جداً لغالبية الأنشطة التجارية التي تعمل في مجالات الخدمات والإنتاج. تطبق العديد من الدول في العالم هذا المفهوم، بما في ذلك الولايات المتحدة وتشيلي وهولندا وإسبانيا والبرازيل. وفي الأونة الأخيرة، كانت موريشيوس واحدة من البلدان التي طبقت هذا المفهوم في عام 2011.²⁶

2. تقديم خدمة التوجيه القانوني بالأخص في مراحل التسجيل من قبل المختصين للمؤسسات الريادية لتسهيل الإجراءات القانونية المتعلقة بتسجيل الشركات على المؤسسات الريادية بناء على ما بينته دراسة قامت بها مؤسسة "أنا اتعلم" حيث أكدت حاجة المؤسسات الريادية إلى التوجيه القانوني.²⁷

6.3 الجانب التعليمي

1. إنشاء مسرد مصطلحات أو معجم يضم ويشمل جميع المصطلحات الخاصة بقطاع الريادة للتعريف بقطاع الريادة ليكون مرجعاً لجميع الأشخاص ولزيادة استخدامه كمرجع علمي. قد يتم ذلك من خلال تنظيم اجتماعات دورية بين حاضنات الأعمال في كافة محافظات المملكة أهمها (Zinc by , Oasis 500 Zain, Umniah Tank, Orange The Big الحاضنات).

ابراهيم مبيضين، "ريادة الأعمال التشريعات والضرائب تحول دون جني الثمار"، جريدة الغد، 13 سبتمبر 2021، <https://alghad.com/%D8%B1%D9%8A%D8%A7%D8%AF%D8%A9-%D8%A7%D9%84%D8%A3%D8%B9%D9%85%D8%A7%D9%84-%D8%A7%D9%84%D8%AA%D8%B4%D8%B1%D9%8A%D8%B9%D8%A7%D8%AA-%D9%88%D8%A7%D9%84%D8%B6%D8%B1%D8%A7%D8%A6%D8%A8-%D8%AD%D9%88/>

²⁶ "Challenges of Starting a Small Business in Jordan" Jordan Strategy Forum (JSF), May 2014, https://jsf.org/sites/default/files/Challenges%20of%20Starting%20a%20Small%20Business%20in%20Jordn_n_1.pdf

²⁷ "According to the results of the map of the social entrepreneurship environment in Jordan, more than 61% of social impact institutions are in only 3 governorates", Nabd Albalad News website, Sep.13, 2022, <http://www.nbnjo.com/post.php?id=184538>

2. التوعية التعليمية في المدارس من خلال إضافة برامج مميزة للتعليم في مجال ريادة الأعمال من خلال وزارة التربية والتعليم وتعزيز تعاونها مع المؤسسات الثقافية والتعليمية مثل مؤسسة عبد الحميد شومان التي لها عدة أفرع في عدة محافظات والتي تقدم عدة برامج تدمج بها ما بين التعليم وريادة الأعمال وتشجيعها على الابتكار المجتمعي من خلال إطلاق جائزة مؤسسة عبد الحميد شومان للابتكار، وذلك لتغيير وتحسين نوعية التعليم وادخاله الى المراحل الأساسية من خلال تعليمهم المهارات الأساسية لريادة الأعمال مثل الإدارة المالية وإدراة الوقت، بالإضافة الى ابتكار أفكار لمشاريع جديدة وحل المشكلات وغيرها من خلال المناهج الدراسية وأيضاً استخدام النشاطات الغير منهجية من خلال حصص الأنشطة وغيرها.
3. زيادة التركيز على الجانب التعليمي والتنقيفي والتطبيقي لطلاب التعليم العالي من خلال تبني ثقافة ريادة الأعمال والابتكار في الجامعات، ونشر مفاهيمها، وتعزيز مهاراتها، وادخالها في المناهج المعتمدة، وأوساعات التدريب المعتمدة في الجامعات، واستخدام أساليب تفكير تحفز النقد والتخطيط مثل التفكير التصميمي. وهذا يعكس على الطلبة بتقديم أفكار ريادية خلاقية، وتترجم إلى مشاريع مبتكرة. وهذا ما دعا إليه المشاركون في ورشة العمل حول الريادة في مؤسسات التعليم العالي التي أقيمت في الجامعة الأردنية بإشراف مكتب إيراسموس بلس الوطني،²⁸ من خلال استحداث خطط دراسية تخصص جامعي جديد لإكسابهم ولضمان تخرجهم.
4. زيادة أعداد البرامج التوعوية عن ريادة الأعمال وتحدياتها وإيجابياتها وخطواتها من خلال المراكز الثقافية والجامعات وحاضنات ومسرعات الأعمال ونشرها في معظم المحافظات، وكيفية استثمار الموارد التي يمتلكوها لخلق التوازن في ريادة الأعمال الاجتماعية في الأردن.

6.4 الجانب الإداري

1. إنشاء حاضنات أعمال ريادية في كافة محافظات المملكة وذلك من خلال تفعيل الأبنية الحكومية الغير مفعلة مثل المراكز الشبابية بشكل خاص التي تتفرع في كافة محافظات المملكة حيث بين وزير الشباب السابق الدكتور فارس بريزات في لقاء برنامج جلسة علنية الذي يبث على قناة المملكة أن 87 مركزاً مفعلاً من أصل 197 في الأردن وأكد الوزير على أهمية تفعيلها من خلال الوزارة، وإن أولوية الوزارة ستكون منصبة على تمويل المراكز الشبابية؛ بهدف تنشيطها، حيث تعمل وزارة الشباب على مجموعة من البرامج المعنية بالشباب وتطوير مهاراتهم وقدراتهم واستكمالاً لما قاله الوزير ان يتم تخصيص عدد من هذه البرامج في مجال ريادة الأعمال.²⁹
2. تفعيل دور البلديات في استضافة حاضنات أعمال بحيث يتم تأهيل مرافقها غير المفعلة لتناسب بيئة ريادة الأعمال وبذلك يساهم في حل قضية تركز حاضنات الأعمال الريادية في محافظات معينة.³⁰
3. تنظيم وتحسين وتطوير عملية اختيار الرياديين والمشاريع الريادية لتمويل أو الإحتضان من قبل برامج التمويل المقدمة من وزارة الاقتصاد الرقمي والريادة مثل برنامج ابتكار الأردن ومن قبل حاضنات الأعمال والمنظمات العالمية، لضمان التناسب الصحيح للمدخلات الريادية مع مخرجات المشاريع ذلك لضمان استغلال الموارد المالية المقدمة للمشاريع الريادية بشكل صحيح.

²⁸ "Calls to Adopt a Culture of Entrepreneurship in Higher Education Institutions", *Alrai Newspaper*, Dec.12, 2022, <https://alrai.com/article/10514088/Youth-and-Universities/Calls-to-adopt-a-culture-entrepreneurship-in-institutions- Higher Education>

²⁹ *Almamlaka TV*, تنشيط المراكز الشبابية أولوية , برنامج جلسة علنية, Jan.01,2022, almamlakatv.com (المملكة الحكومية)

³⁰ وذلك بناء على ما قاله ممثل مؤسسة ارادة في احد ورش عمل معهد شرق اسيا وافريقيا التي أقيمت في مكتب كونراد اديناور ستفتنح 30 تموز 2022 في عمان،

4. زيادة الوعي لدى الرياديين لإيجاد الحلول المالية لمشاريعهم وتوزيع الدعم المالي على كافة مراحل المشروع، وذلك ما أكدت عليه منظمة أوكسفام على أهمية زيادة الوعي المالي لدى رواد الأعمال الاجتماعيين.³¹

³¹ "Report needs assessment of social enterprises in Jordan," *Oxfam*, Dec. 2018. <https://www.oxfamitalia.org/wp-content/uploads/2020/06/Jordan-SESOs-and-SEs-Needs-Assessment.pdf>

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