

# MIGRANT SUPPORT MEASURES FROM AN EMPLOYMENT AND SKILLS PERSPECTIVE (MISMES)

## JORDAN



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# PREFACE

In previous years the European Training Foundation (ETF) conducted studies on migration and skills, focusing on specific countries neighbouring the European Union (EU) (ETF, 2013; World Bank and ETF, 2010). This earlier research provided evidence on the skills profiles of migrants, and how those skills are underutilised abroad and upon return. It also demonstrated the need for developing policy measures to support migrants in improving their skills to match the available jobs, for the benefit of the receiving countries, the countries of origin and the migrants themselves (ETF, 2014a).

As a result, an inventory of migrant support measures from an employment and skills perspective (MISMES) implemented in various countries of origin was launched and carried out in 2014–15 by the ETF, with the support of the Migration Policy Centre at the European University Institute. The MISMES Global Inventory (ETF, 2015a) reviewed 11 types of support provided to emigrants, structured around all phases of the migration cycle (before, during, after). In addition, MISMES country reports conducted similar inventories in Armenia, Georgia, Moldova, Tunisia and Morocco (ETF, 2015b–f).

The latest MISMES inventories, in Jordan and Lebanon, are follow-up studies on MISMES practices. However, due to the country's unique circumstances, the Jordan report targeted not only Jordanian emigrants and returnees, but also foreign labour immigrants and refugees/asylum-seekers. In this report, MISMES are defined as specific policy interventions in all phases of the migration cycle, targeting those particular groups. To qualify as MISMES, a policy intervention should mobilise specific budget resources (regardless of who funds or implements the action), usually over a specific period (between 2000 and 2016).

MISMES aim to improve labour market integration of migrants (e.g. facilitating labour mobility, job and skills matching, livelihood and employment opportunities, labour market information and protection) or skills utilisation and enhancement of migrants (e.g. skills development courses, work-based learning, career guidance and counselling, recognition and validation of skills). After making an inventory of existing measures, their key elements are identified in terms of efficiency, if any, and impact on the three target groups for their labour market integration and skills utilisation. Some of these measures, which offer multi-dimensional services and promising results, and cover not only skills and employment but also job matching, have been selected as case studies.

The report is structured into four chapters. The first chapter provides migration facts and figures for the three migrant groups in Jordan and reviews key aspects of migration policies, legal frameworks and stakeholders in the country. The second chapter gives an overview of the MISMES inventory; for example, providing a list of all migrant support measures and initiatives mapped in Jordan. The third chapter then focuses on three 'promising' MISMES initiatives selected from the full MISMES inventory, to provide a more detailed case study of 'good examples'. Finally, the fourth chapter summarises the conclusions and develops some recommendations for future policy initiatives.

The report was drafted by Jalal Al Hussein with additional contributions by Ruth Ferrero-Turrion (Universidad Complutense de Madrid), under the funding and coordination of the ETF. ETF expert Ummuhan Bardak provided inputs and feedback during the drafting process and edited the final version. It was based mainly on desk research, complemented by a country mission to meet key institutions, practitioners and other actors in the design and implementation of MISMES. The ETF would like to thank all the institutions and individuals interviewed on the implementation of migrant support measures for their assistance and collaboration. A list of institutions interviewed (without individual names to preserve anonymity) is listed in Annex.

## EXECUTIVE SUMMARY

Regional political and economic developments, together with the country's geographical location and its historical process of state building, largely explain the migration legacy in Jordan. The absence of natural resources together with scarce job opportunities have meant that Jordan has a tradition of emigration, mainly to the Gulf countries. Most Jordanian emigrants are highly skilled professionals, whose remittances have become one of the main sources of wealth and economic growth since the early 1970s. By increasing the reservation wages of low-skilled Jordanians at home, remittances have contributed to the immigration of cheaper foreign (low-skilled) labour, mainly from Egypt and Asian countries. This has resulted in the Jordanian labour market developing a particular structure, with the emigration of high-skilled Jordanians balanced by the immigration of low-skilled foreign workers in almost equal numbers.

Following a predominantly circular migration pattern, most Jordanian emigrants belong to the professional sectors and enjoy a reputation as 'reliable workers' in the Gulf countries. The emigration of Jordanians abroad is rather timidly supported by the government. This support can be seen in the labour agreements signed by the Ministry of Foreign Affairs and Expatriates with the Gulf countries and in the role of the Ministry of Labour in encouraging and facilitating Jordanian emigration abroad (e.g. searching for and publishing job vacancies in the Gulf countries through labour attachés, verifying the diplomas and work experience of Jordanian workers for potential employers, and supervising private recruitment agencies). More than half of Jordanian emigrants rely on informal private contacts and diaspora networks to find a job abroad, but (licensed) private recruitment agencies have an increasingly important role in international job matching.

Foreign immigrants coming into Jordan mainly work in the agriculture, construction, tourism, wholesale trade, domestic work and manufacturing sectors in the qualifying industrial zones (QIZs). This situation is welcomed by the private sector, which is happy to employ 'cheaper and hard-working' foreign labour. The Ministry of Labour has the responsibility for registering these workers and granting 'work permits' for a fixed fee with respect to sectors that are open to 'immigrant workers', but a large informal sector prevents their full supervision. Priority is given to Arab nationals (especially Egyptians) in all sectors, except the domestic work sector, which is dominated by Asian women. The Ministry of Foreign Affairs and Expatriates has also signed bilateral labour agreements with the main countries of origin to better manage the immigration process. Although not part of the labour law, the kafala system is widely used in practice, and means that foreign workers can obtain a work permit and residency only if a Jordanian employer sponsors them.

A relatively stable country in a region prone to internal and regional conflicts, Jordan has received successive waves of refugees: Palestinians from historic Palestine (1948), the West Bank and the Gaza Strip (since 1967) and Kuwait (1990–1991), Iraqis (since the 1990s) and Syrians (since 2011), plus some asylum-seekers from Sudan and Somalia. No uniform policy framework has been developed for refugees. Having not signed the 1951 Refugee Convention, the government has adopted a case-by-case approach, calling refugees 'invited guests' (except the Palestinians from 1948). Policies for specific refugee groups have changed according to the political and socio-economic interests perceived at the time. For example, access to the labour market was not initially permitted for Syrian refugees, although this changed after the Supporting Syria Conference in February 2016.

In addition, Jordan has hosted and cooperated with the two United Nations (UN) humanitarian organisations concerned with refugees: the United Nations Relief and Works Agency (UNRWA), as provider of basic services to the Palestinian refugees since 1951 (including ex-Gazans); and the Office of the United Nations High Commissioner for Refugees (UNHCR), in charge of services to other

refugees since 1998 (e.g. Iraqis, Syrians, Sudanese, Somalians). This, together with the refugees' own specific skills and assets, explains the coexistence of diverse legal statuses and livelihoods among the refugee groups, as well as their different positioning in the local labour market. For instance, while many Iraqi professionals have found a niche in some high-skilled private sectors jobs (i.e. higher education), Syrian refugees, who are generally low-educated but 'skilled' workers, are in direct competition with low-skilled Jordanians and other immigrant labour.

Given the huge pressures that have resulted from the arrival of Syrian refugees, in 2015 the Jordanian government, alongside national and international stakeholders, designed and launched a strategy called the Jordan Response Plan for the Syria Crisis (JRP). Under the coordination of the Ministry of Planning and International Cooperation, a Jordan Response Platform was created, comprising line ministries, donors and UN agencies, and organised into 11 sector strategies relevant for refugees. The JRP 2016–2018 brings together short-term refugee policies and long-term developmental strategies to support 'vulnerable Jordanian host communities' as well as the Syrian refugees, in an effort to decrease social tensions. This plan was reinforced by the Jordan Compact deal, agreed between Jordan and international donors at the Supporting Syria Conference 2016 held in London in February 2016. This was followed by the Brussels Conference 'Supporting the future of Syria and the region' in April 2017.

Recognising that the Syrian refugee crisis had stretched Jordan's limited resources, the Jordan Compact foresaw the need for substantial financial and technical assistance from international donors to promote economic development and job creation for both Syrians and the vulnerable Jordanian host communities. In return, Jordan allowed the Syrian refugees to work legally in its labour market, putting them on the same footing as migrant workers and allowing them to find employment in 'sectors open to immigrants' such as agriculture, construction, services, the wholesale trade and manufacturing in the QIZs. The EU has been the leading donor in the international response to the Syrian crisis, with most of their funds expended through the UN organisations and other international actors active on the ground. In July 2016 the EU and Jordan also agreed to simplify the 'rules of origin' that Jordanian exporters use in their trade with the EU, in return for employing a minimum percentage of Syrian refugees in the QIZs (15% at the outset, increasing to 25% in year 3).

This inventory has revealed at least 35 MISMES initiatives in the areas of labour market integration of migrants and efficient utilisation of their skills. Most of these measures focus on refugees (23 out of 35), although they always include a minimum number of beneficiaries (30%) from vulnerable members of Jordanian host communities. Given the dynamic country context characterised by policies and measures in constant evolution as a result of refugee pressure, this is hardly surprising. Seven MISMES have been identified for foreign immigrant workers, while only five target Jordanian emigrants (and expatriates). The majority of measures focusing on refugees can be explained by the sheer size of the refugee problem and the strong involvement of donors and the international community in this field. There are also more donor funds available for the Syrian refugees. The key findings of these measures can be summarised as follows.

- There are a number of innovative ideas and individual good practices among the existing MISMES, addressing the different needs of the target groups. However, they remain pilot schemes. The number of MISMES beneficiaries remains extremely low, both in individual programmes and in aggregate terms. Typically, each measure only reaches a small proportion of the targeted migrant group (a few thousands, if not hundreds). Their sustainability has been a major weakness, as continuity after a project's end is not ensured in most cases.
- The limited number of MISMES with respect to Jordanian emigrants is striking given their numbers and importance to the country. The authorities do not consider pre-departure or return measures necessary due to the fact that emigrants go to Gulf States that have the same language and culture. Despite the existence of a few ad hoc projects, Jordan needs a comprehensive 'diaspora

and return policy' for its expatriates, with a clear institutional structure. Given the circular nature of most emigration, it is surprising that the contribution of returnees to Jordanian society, with their savings and skills, is not exploited systematically.

- All seven MISMES targeting foreign immigrant labour are intended to protect migrants' labour rights. Though measures in this area are mostly initiated by international organisations and non-governmental organisations (NGOs), improving the working conditions of immigrant labour has become an objective of the Ministry of Labour not only to protect immigrant labour, but also to attract the Jordanian (low-skilled) unemployed into these sectors through better working conditions, and so bringing the unemployment rate down.
- Many of the MISMES are implemented for refugees, with a dominant focus on the Syrians. The number of actors involved in the development and implementation of these MISMES is very high. As a result, a significant degree of fragmentation exists, despite major efforts to coordinate the national and international actors. There is no systematic collection of information on implemented measures or follow-up and evaluation of their results. The evidence available does not allow a definitive statement to be made about their impact.
- Most of the MISMES for the Syrian refugees have been developed, funded and implemented by international donors/organisations and their sub-contracted civil society organisations (local or international NGOs). They are often labour-intensive interventions with high operational costs, while the unit cost (per beneficiary) is also high in relation to the overall programme budgets. Efficiency needs to be increased through the greater involvement of national institutions in developing and providing services.
- Locally funded and implemented MISMES are very few and consist only of activities regularly undertaken by some private and public institutions in the course of their general mandate. The embeddedness of MISMES in national policies and institutions is limited, and most services are provided in parallel structures to those at the national level. To maximise their positive impact, MISMES should be fully integrated into the national institutions.
- Most MISMES focus on only one type of intervention and do not combine different measures in one package, although integrated packages seem to be more effective. They are also mostly very similar in nature, targeting a specific group based on national affiliation. The quality of training provided is not assured or accredited at the national level. Another perceived challenge is the lack of MISMES applied to mixed groups, and when this is the case, the variety within the groups tends to be very limited.
- The existing MISMES involve hardly any support for entrepreneurship and/or self-employment among migrants. There have been only one or two very small pilot projects for refugees and the results are not well documented. Given the shortage of jobs in the Jordanian labour market, a significant proportion of the support measures could be dedicated to entrepreneurship. This area has a real potential, particularly for the Iraqi and Syrian refugees.
- Based on the experiences of modest MISMES for immigrant labour highlighted above, there is a need for a comprehensive 'immigrant labour strategy', where the needs, conditions, protection policies and institutional structures are well defined for foreign workers. This has to be agreed by all the relevant stakeholders in the country, especially by the social partners and the key sector representatives of businesses that employ foreign labour.
- Although policies on the Syrian refugees are still evolving, and it is relatively early to assess existing MISMES in this area, the need for greater national ownership and better inter-institutional coordination is obvious. The Jordanian national institutions and actors need to take the driving seat in developing and implementing MISMES, and international organisations should be more

careful not to undermine the primary role of Jordanian institutions. Moreover, a specific responsibility must be assigned to one institution (or even a donor organisation) for collecting information on all MISMES, ensuring their coherence and alignment, and monitoring and evaluating their results.

More detailed conclusions and recommendations are given in Chapter 4. Given that the current dynamics regarding all three migrant groups are likely to continue, the issues discussed in this report are here to stay. Thus, there is room for more proactive national policies and more cost-efficient MISMES, especially for refugees that will make the best of those dynamics. Jordan has generously and almost constantly opened its doors to the consecutive waves of displaced people following each political crisis in the region. By taking control of the process and engaging migrant communities, the country can achieve positive outcomes for all sides again, while creating the conditions for peaceful and productive coexistence.



# 1. MIGRATION BACKGROUND

Jordan is a constitutional monarchy with a stable political system in the Mediterranean basin, a nation with a growing young population and a lack of natural resources. According to the latest census, held in November 2015, it has a population of 9.5 million people (DoS, 2015a). This reflects the impact of immigration as well as high population growth (3.1%). A large proportion of the population is under 30 years old (over 60%), which maintains a strong demographic pressure on the country and requires significant public investment in education, health, employment, housing and infrastructure (ETF, 2014b).

Out of the population of 9.5 million people, almost 3 million are foreign nationals (2 918 125 people; 31% of the total population), comprising: 1 265 514 Syrians; 636 270 Egyptians; 634,182 Palestinians (from the West Bank and Gaza); 130 911 Iraqis; 31 163 Yemenis; 22 700 Libyans; and 197 385 other nationalities (DoS, 2015a). These numbers exclude a significant number of naturalised persons, in particular Palestinians who have been granted Jordanian citizenship over the decades.

The GDP growth rate was 2.4% in 2015 and 2.3% in 2016, despite the worsening regional conflict situation negatively affecting tourism, construction, investment and trade<sup>1</sup>. Finance, insurance, real estate, transport, storage and communications, manufacturing, and social and personal services have contributed to the growth. In terms of economic sectors, Jordan is largely a service economy. In 2015, services constituted 66% of GDP, manufacturing accounted for 30% and agriculture accounted for just 4%. Consequently, the vast majority of jobs are in services (81%), followed by manufacturing (18%) and agriculture (2%) (DoS, 2015b). The private sector is dominated by small and medium-sized enterprises (SMEs), which represent around 94% of existing companies. SMEs account for more than 60% of economic output and employ around 31% of the labour force.

The working-age population is currently above 4 million, but economically active people represent only 40.5% of this population in 2017, up from 36.3% in 2016 (DoS, 2016; 2017b)<sup>2</sup>. Jordan has one of the lowest female participation rates in the world (Comolet, 2014; ETF, 2014b), with only 13.4% of women active in the labour force, compared to 58.8% of men in 2016 (DoS, 2016). Although very low, activity rates have slightly improved in 2017, reaching 63% for men and 18.3% for women (DoS, 2017b). Employment rates are also low (30.5% in 2016, 33.1% in 2017). Furthermore, the unemployment rate has increased over the last few years: 13% in 2015, 15.8% in 2016 (13.8% for males, 25.2% for females), and 18.2% in 2017 (13.9% for males, 33% for females) (DoS, 2016; 2017b). Unemployment is particularly high among young women holding a bachelor's degree (54% in 2017).

The Jordanian labour market is also characterised by a very high percentage of people employed in the public sector (in the second quarter of 2016, 39.3% of the Jordanian workforce were government employees), as many young people prefer public jobs because of their job security, shorter working hours and non-wage benefits (Rand Corporation, 2014). However, the labour market is negatively affected by the large size of the informal sector, which represented 44% of total employment in the Jordanian economy in 2015 (DoS, 2015b). Geographical mismatch is also a problem, as jobs are mainly created in the capital and the principal cities, while the majority of unemployed people are

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<sup>1</sup> See [www.worldbank.org/en/country/jordan/publication/economic-outlook-fall-2016](http://www.worldbank.org/en/country/jordan/publication/economic-outlook-fall-2016)

<sup>2</sup> The 2017 Employment and Unemployment Survey was conducted on the basis of a new improved methodology, in line with the ILO recommendations, including: a sample size increased to 16 000 households based on the new framework provided by the 2015 population census; more questions included in the questionnaire; and the concept of 'employed persons' narrowed down by excluding the unpaid workers from the 'employed persons' definition.

located outside these areas. The lack and poor quality of public transport further contributes to the already low mobility of the workforce.

Jordan's education system performs relatively better compared to its neighbours: the adult literacy rate is the highest in the region, standing at 93% in 2013. It also has high gross enrolment ratios. The figures for 2015 show a 95% enrolment rate at the basic education level (6–15 years), 84.3% at secondary education level (16–18 years) and 35% at tertiary level (DoS, 2015b)<sup>3</sup>. However, there are problems with the quality and relevance of education in the country, as exemplified by the 2015 PISA results.

Migration flows have deeply affected Jordan's history and played an essential role in the development of its political, economic and social structure. The country has experienced all the effects of being, simultaneously, a country of emigration, immigration and transit. Generally speaking, three migration processes have shaped the country. The first is the economic emigration of Jordanians, especially to neighbouring Gulf Cooperation Council (GCC) countries, since the 1960s. The second is the economic immigration of foreign workers into Jordan, mainly from Egypt and South Asian countries since the 1970s. The third is the successive inflows of populations fleeing different political conflicts in the region, including Palestinians (1948 and 1967), Iraqis (2003) and Syrians (2011), among others.

Official data related to migration are often limited, fragmentary and partial. As will be seen in the following sub-sections, they do not provide an accurate demographic and socio-economic picture of either Jordanian emigrants or foreign labour immigrants and refugees. Therefore, one must combine official data with unofficial estimates, national and international sources and media reports, as well as the data from the UN agencies working with migrants in Jordan. **TABLE 1.1** attempts to gather all the data available, from both official and unofficial sources.

Each of three migrant groups under scrutiny (Jordanian emigrants/returnees, foreign immigrant workers in Jordan and asylum-seekers/refugees) differ from each other in terms of numbers and socio-demographic characteristics. Migration policies and institutions related to migration management also vary widely for each group of migrants, involving various governmental and non-governmental actors at local, national and international levels. The management of migrants is significantly influenced by the political evolution of the regional context. The following sub-sections give an overview of migration facts and figures based on the availability of data, outlining migrants' socio-economic profiles and trends, and giving an overview of migration policies, actors and legislation for each migrant group.

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<sup>3</sup> All the education and employment figures reflect only the situation of Jordanians, as most surveys and registers do not include Syrians or any other foreign communities in the country.

**TABLE 1.1 MIGRANT STOCKS (BOTH OUTWARD AND INWARD) AND COUNTRIES OF DESTINATION AND ORIGIN**

Outward migration	Inward migration	
Jordanian emigrants	Foreign labour immigrants	Refugees/asylum-seekers (1)
Total: ~785 000 (2013–15) (12% of total population) (De Bel-Air, 2016; World Bank, 2016)	Stock of legal immigrant workers (registered with the Ministry of Labour (MoL, 2015)) <ul style="list-style-type: none"> <li>403 051 registered foreign workers (75% males and 25% females) (ILO Amman office, 2017)</li> </ul>	Stock of UNRWA and UNHCR-registered refugees (2015–17) <ul style="list-style-type: none"> <li>Palestinian refugees registered with the UNRWA: 2 117 361 (UNRWA, 2015)</li> <li>Other refugees registered with the UNHCR: 728 955 (UNHCR, 2017a)</li> </ul>
Main destination countries	Main countries of origin	Main countries of origin
Arab countries <ul style="list-style-type: none"> <li>Saudi Arabia: 250 000</li> <li>United Arab Emirates: 200 000</li> <li>Kuwait: 55 081</li> <li>Qatar: 40 000</li> <li>Oman: 7 403</li> <li>Bahrain: 7 000</li> <li>Palestine: 55 709</li> <li>Libya: 20 408</li> <li>Iraq: 10 336</li> </ul> Northern America: 75 018 (USA and Canada together) Europe: 31 541 Others: ~20 000	Egypt: 222 108 – 55% of all permits in March 2017 (ILO) Syrians: 40 318 – 10% of permits in March 2017 (ILO) Others: 140 625 – 35% of all permits in March 2017 (ILO) – among which: <ul style="list-style-type: none"> <li>Bangladesh: 49 331</li> <li>Sri Lanka: 14 881</li> <li>Philippines: 16 915</li> <li>India: 11 494</li> <li>Pakistan: 3 541</li> <li>Yemen: 2 943</li> <li>Indonesia: 1 276</li> <li>Iraq: 883</li> </ul> Plus around 400 000 unregistered workers, over 300 000 of which are Egyptians (unofficial estimate of the Ministry of Labour in the interview of June 2016)	Palestinian refugees registered with the UNRWA (2): <ul style="list-style-type: none"> <li>~160 000 of the total number of refugees registered with the UNRWA are ex-Gazans who left the Gaza Strip in 1967 war</li> </ul> Other refugees registered with the UNHCR (3): <ul style="list-style-type: none"> <li>Syrians: 656 913 (UNHCR 2017b, 91% of all registered refugees)</li> <li>Iraqis: 62 173 (UNHCR, 2017c)</li> <li>Yemenis: 6 360</li> <li>Sudanese: 3 322</li> <li>Somalis: 770</li> <li>Others: 1 866</li> </ul>

Sources: De Bel-Air (2016) on the basis of various sources; World Bank (2016); Ministry of Labour (2015); UNRWA (2015, 2016); UNHCR (2017a–c); ILO Amman office (2017).

Notes: (1) The numbers given under this title include only those registered with the two UN agencies, namely the UNRWA for the Palestinian refugees from the West Bank and Gaza, and the UNHCR for the refugees from other countries. (2) The bulk of UNRWA's registered persons in Jordan are Palestinian refugees from 1948 who were granted citizenship, as well as the 'ex-Gazans' who were transferred from the Gaza Strip to Jordan in the wake of the 1967 Arab-Israeli war and not granted Jordanian citizenship. (3) The number of Syrians and other refugees registered with the UNHCR changes every day and the updated numbers are regularly published on the following website: <http://data.unhcr.org/syrianrefugees/regional.php>

## 1.1 Jordanian emigrants going abroad (and returnees)

### Facts and figures

There is no (accessible) database recording the official number of Jordanian emigrants, their socio-economic profile, migration period and the types of jobs held abroad. In the past few years, according to sources at the Ministry of Foreign Affairs and Expatriates (MoFAE), the number of expatriates has fluctuated between 765 000 and 785 000 (De Bel-Air, 2016). Less than half this number (about 300 000) are said to be employed abroad (*The Jordan Times*, 3 April 2016), which makes up 19% of

the total Jordanian workforce. The remaining 465 000 are families of employed emigrants. The figures indicate an increasing trend in the number of expatriates since 2008, when the total number of expatriates was estimated at about 600 000–670 000 (De Bel-Air, 2010).

Labour emigration primarily results from the mismatch between the high professional aspirations of Jordanian skilled workers and the lack of adequate and rewarding job opportunities in the national labour market. There is a clear imbalance between the relatively large numbers of highly skilled would-be labour market entrants and the low number of high-skilled jobs in Jordan. As most of the jobs created in Jordan are low-skilled and low-paid, the motivation to migrate remains high: in 2010 37% of Jordanian young people aged 15–29 expressed a desire to emigrate (De Bel-Air, 2016). Globalisation and its consequences, namely easier access to information through the internet and cheaper travel costs, have further contributed to accelerating the emigration flows.

Jordanians have traditionally regarded the GCC countries as virtual extensions of the local labour market for skilled and experienced professionals, including businessmen, engineers, financial analysts, lawyers, economists, bankers, IT specialists, teachers and professors, doctors and nurses, and technicians (De Bel-Air, 2010). Circular migration generally has been the pattern in relation to these flows, combining long- and short-term expatriation. A survey carried out on employed emigrants and returnees in 2014<sup>4</sup> found that most expatriates had migrated for economic reasons (63%), either 'out of necessity' because of the lack of decent employment opportunities (32%), or 'out of choice', because working conditions were better abroad. Most emigrants were males (86.2%) and had completed secondary education (85%, with 63% having graduated from university)<sup>5</sup>. Of these migrants, 17% worked in the wholesale and retail sectors, 3% in education, 12% in construction, 10% in manufacturing and 9% in administration. Finally, nearly 88% of them received formal job contracts from the host country before migration, and 85% of these complied with the terms of the contract upon arrival (Jordan Vista, 2016).

It seems that emigration flows from Jordan are selective, as emigrants are much better educated than non-migrants. In particular, the selective migration policies of North America (Canada and the USA) and the United Kingdom (UK) channel well-educated, post-graduate students and young highly skilled professionals into these countries (De Bel-Air, 2016). Since 2003, increasing numbers of Jordanians have taken up residency in the USA, hosting the largest community of Jordanian emigrants outside the Gulf. The number of permits granted increased from 2 927 in 2003 to a high of 5 187 in 2014, and the total Jordanian emigrant population in the US grew by 72% during this period. There is a correlation between the numbers of permits and naturalisation rates, 'which indicates "strategic transnationalism" (securing a Western nationality to guarantee mobility in a context of the increasing "securitisation" of migration)' (De Bel-Air, 2016, p. 9).

Return flows have been determined by such factors as the duration of job contracts, satisfaction with livelihoods in the host country and the will to return to Jordan. In this regard, around 46% of migrants included in the above-mentioned survey intended to stay in their host countries, while 31% intended to return to Jordan (Jordan Vista, 2016). The immigration policies of receiving countries have also influenced return flows. In 1990–91, Kuwait and other Gulf countries expelled some 300 000 Jordanians because of Jordan's alignment with Iraq during the first Gulf war. As a result, Western countries became new destinations for Jordanian emigrants (Chatelard, 2010). Following the 11 September attacks in New York in 2001, restrictive immigration policies were adopted by the

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<sup>4</sup> The Households International Migration Surveys in the Mediterranean countries project. The full results of the survey in Jordan have not been published yet.

<sup>5</sup> A Jordan Labour Market Panel Survey conducted in 2010 by the Jordanian Department of Statistics and the Economic Research Forum suggests that 81.6% of emigrants have secondary or higher education, while 54.9% have a university education or higher (Jordan's National Employment Strategy 2011–2020, in MoPIC, 2010, p. 15).

United States and Europe, reinstating the GCC countries as the main destination for Jordanians (De Bel-Air, 2010, p. 3).

The economic problems faced by the GCC countries have led them reduce the inflow of immigrants. In 2008, for instance, the decline of the Dubai economy led to the temporary return of some 3 200 highly skilled Jordanian workers (Olwan, 2010). Since 2014, the fall in oil prices has prompted these countries to adopt restrictive immigration measures through the imposition of fees on companies employing expatriates and the nationalisation of the workforce. The dismissal of some 77 000 workers (mostly South-Asians) by the Saudi Ben Laden (construction) company may indicate further layoffs that could affect Jordanians in the future (Bani Issa, 2016; *The Jordan Times*, 14 December 2015). There is anecdotal evidence of some Jordanians returning after layoffs or the non-renewal of work contracts, but such returns have not reached significant volumes. The migration balance to the GCC countries remains positive, although numbers indicate a decreasing trend in the past few years.

### Policies and institutions

As early as the mid-1960s, Jordanian emigration became a tenet of country's economic policy (Succombe, 1987). The Development Board's seven-year programme (1964–70) encouraged labour migration as a solution to the limited opportunities for employment in Jordan, while the three-year development plan (1973–75) called for greater investment in vocational education and training (VET) as a way of benefiting from increased emigration and workers' remittances. The National Agenda 2006–2015, a document paving the way for reforms in the country across the board, promoted economic emigration through the systematic matching of the Jordanian workforce with regional and international labour demand and by providing assistance to Jordanians working abroad (MoPIC, 2005). Several national institutions have incorporated the regional character of Jordan's labour market in their vision. The National Employment and Training Company (NET), created in 2007 and chaired by the Jordanian Army and the Vocational Training Corporation (VTC), included in its mission to 'respond to the quantitative and qualitative needs of the Jordanian *and Arab labour markets...*' (NET, 2016).

There are a number of reasons for positive attitudes regarding emigration. Firstly, emigration has alleviated the negative economic and social impacts of unemployment (and underemployment), contributing to its stabilisation at around 13% until 2015 (and up to 22% among university graduates) (DoS, 2015b; 2016; 2017b). Secondly, through the remittances sent by expatriates to their relatives in Jordan, emigration has improved the livelihoods of expatriates' families (raising consumption and investment levels and educational opportunities). Remittances have also contributed to the country's national income, from lows of 10–12% of GDP (in the mid-1970s and since 2009) to highs of around 20% (between 1985 and 2007) (El-Sakka, 2006; *The Jordan Times*, 22 July 2015). Lastly, providing skilled labour to the Gulf countries has become part of a larger trade-off whereby Jordan has secured, in exchange, their economic and financial support.

The general framework regulating emigration is first based on the Jordanian Constitution, which grants citizens the rights to freedom of movement and residence abroad (article 9, para. 2). The the Ministry of Foreign Affairs and Expatriates has also signed labour agreements with several groups of countries since the late 1990s (**TABLE 1.2**). The agreements with GCC countries such as Qatar, Kuwait and the United Arab Emirates have aimed at facilitating the migration process and monitoring the working conditions of Jordanian expatriates. The government has also provided expatriates with access to the national social security system.

**TABLE 1.2 LEGAL FRAMEWORK FOR THE EMIGRATION OF JORDANIANS**

Laws and regulations	Bilateral agreements	Multilateral agreements	Rights and settlement
<p><b>Emigration:</b> Constitution of 1952, article 9</p> <p><b>Diaspora:</b> Social Security Law No°30 of 1978 (amended in 2010 and 2014) Citizenship law allowing double nationality</p>	<p>Labour agreement with Qatar (1997) Labour agreement with Kuwait (2001) Labour agreement with the United Arab Emirates (2006) Labour agreement with other (minor) Arab receiving countries</p>	<p>EU-Jordan Mobility Partnership Declaration (signed on 9 October 2014)</p>	<p>Constitutional freedom to travel and reside abroad Access to social security for expatriates (Law No 30 of 1978) Regulation of private recruitment agencies Validation of migrants' diplomas and work experience No participation in elections without residence in Jordan</p>

Jordan has not so far established any specialised migration institution specifically for its expatriates. The management of emigration has been fragmented among various actors (TABLE 1.3). Traditionally, Jordanian emigrants tend to rely more on informal private contacts and diaspora networks than on any other public or private institutions to find a job abroad<sup>6</sup>. In addition to these networks, two actors are identified as supporters and facilitators of emigration. First, the private recruitment agencies and their representative association (Owners of Recruitment Companies' Association [ORCA]) play an active intermediation role between the Jordanian potential migrants and the Gulf States and other international employers. Second, the Ministry of Labour has developed some limited support measures for job-seekers, such as publishing job vacancies (including jobs abroad) and providing validation for diplomas. The ministry is also tasked with licensing the private recruitment agencies and supervising their activities. The support provided by both ORCA and the Ministry of Labour are discussed in more detail in Chapter 2.

**TABLE 1.3 MAIN ACTORS INVOLVED IN THE EMIGRATION OF JORDANIANS ABROAD**

Emigration processes	Relations with diaspora
<p>Family private/business networks Private recruitment firms and their representative association (ORCA) Ministry of Labour: section (<i>qism</i>) of Employment Offices and Workers Abroad under the Employment Directorate, Labour Inspection Directorate MoFAE: Department (<i>da'irat</i>) of Expatriate Affairs Ministry of Education Ministry of Higher Education Universities</p>	<p>Royal Court MoFAE: Department (<i>da'irat</i>) of Expatriate Affairs Ministry of Labour: Social Security Corporation Professional associations Expatriate associations Online portal of diaspora: <a href="http://connect.jo/">http://connect.jo/</a></p>

Reinforcing links with expatriates beyond remittances has become important in Jordan's emigration policy since the late 1970s. Several measures have been implemented in this context under the aegis

<sup>6</sup> This general pattern has remained the same: in 2015, only 27.2% of emigrants used state institutions or official private recruitment institutions (20.7%) as opposed to the 55.2% who relied on relatives, friends/acquaintances and word of mouth (DoS, 2015b).

of the Royal Court, the government and professional associations. These include allowing expatriates to subscribe to the Social Security Corporation (Social Security Law of 1978, amended in 2010 and 2014 to set up a voluntary subscription system); encouraging the establishment of expatriate social clubs and professional associations<sup>7</sup>; and organising bi-annual expatriate conferences in Jordan since the mid-1980s (Bartolomeo et al., 2010; De Bel-Air, 2010).

However, the formation of such an 'economic diaspora' has remained embryonic: the number of voluntary subscriptions amongst expatriates has remained relatively low (5 000: <http://connect.jo/>) and most expatriate businessmen in the Gulf and in Europe have so far resisted making investments in Jordan's less than business-friendly environment. Furthermore, these measures have not sought to benefit directly from the expatriates' experience, through mentoring ventures for instance<sup>8</sup>. Migrants' ensuing feeling of estrangement from their country may have been reinforced by their *de jure* exclusion from general and local elections (*The Jordan Times*, 29 July 2015). Yet, efforts to include them in Jordan's economic development remain a top priority for the country (Jordan Business, 2014).

Alternative views underscoring the 'brain drain' effect of labour emigration have emerged in the past few years, criticising the transfer of public subsidies invested in higher education and quality training to receiving countries, and highlighting shortages of skilled and experienced personnel, specifically in the IT and medical sectors, and the problems this causes for the country's long-term development (MoPIC, 2010; 2015a). Yet, these views have not been translated into concrete 'emigrant retention' measures. Persistently high unemployment and poverty rates, as well as budget deficits, have led Jordanian governments to regard emigration as a crucial economic asset. Jordan's pro-emigration stance has remained implicit and constantly in force, although at times contradicted by alternative views regarding its adverse consequences in terms of brain drain.

## 1.2 Foreign labour immigrants in Jordan

### Facts and figures

The importing of foreign workers into Jordan started in the early 1970s but quantitative information about their status in the local labour market is scarce since they have been excluded from the quarterly Employment and Unemployment Survey<sup>9</sup>. In general, partially supported by the regular income from remittances, Jordanians are reluctant to engage in low-status manual jobs. Thus, the recruitment of labour immigrants has become a fundamental component of the labour market as a means of replacing Jordanians reluctant to engage in employment sectors with difficult working conditions (agriculture, domestic services and construction). Over half of the jobs created in the private sector, predominantly low-skilled and low-paid, go to migrant workers (NES, 2011–2020; Stave and Hillesund, 2015)<sup>10</sup>.

As the Ministry of Labour has overall responsibility for registering all foreign workers and dispensing work permits for a fixed fee set for each sector (around JOD 400), information is limited to its

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<sup>7</sup> One of the USAID-supported networks is the online portal (<http://connect.jo/>). Jordan-based professionals can collaborate with their peers abroad to share expertise and explore new market opportunities. The main sectors include information and communication technology, clean technology, healthcare and life sciences.

<sup>8</sup> The return of Jordanian expatriates following political and economic crises in the Gulf countries for instance has never been properly documented. In particular, the possibility of using 'returnees' to train and serve as mentors of the local workforce in their domains of competence has never been seriously explored (Al-Katout, 2009; interview with the Economic and Social Council, June 2016).

<sup>9</sup> This is the Labour Force Survey of the Jordanian Department of Statistics. The survey sample includes only Jordanian workers, and does not include any foreign labour immigrants or refugees who arrived in the country since 1997.

<sup>10</sup> Jordanians' reluctance to engage in manual jobs has also affected their educational choices: less than 3% of young Jordanians have formal vocational training and only 12% of baccalaureate graduates currently pursue technical training streams (UNDP, 2014).

administrative registers (e.g. the number of work permits provided annually). In 2015, the number of foreign immigrant workers registered with the ministry was 315 045 people (about 22% of the total workforce in the country). Three-quarters of them were males and about half of them lived in Amman. This represented an increase compared to previous years. As of March 2017, this number has further increased to 403 051 immigrant workers, primarily as a result of formalisation efforts by the government with respect to Egyptian and Syrian workers (ILO Amman office, 2017). Of those registered, 55% are Egyptian workers, 10% Syrian workers and 35% other nationalities.

In 2015, most foreign workers were from Egypt (62%), then Bangladesh (16%), Philippines (5%) and Sri Lanka (5%) (**TABLE 1.4**). These four nationalities represent most of the foreign immigrants legally working in Jordan. Most of these are single, have low educational attainment (96% of them have secondary diplomas or below) and earn less than the minimum wage (Al-Manar Project, 2014; MoL, 2015). They are employed mainly in the sectors of agriculture, manufacturing, construction, tourism, wholesale trade and personal services (including domestic work), in low-skilled and low-paid jobs. Female immigrants from Sri Lanka, Philippines and Bangladesh dominate the area of household domestic work, although some Sri Lankan and Bangladeshi women are also found working in manufacturing (the apparel and garment industry) in QIZs<sup>11</sup> (De Bel-Air, 2016).

**TABLE 1.4 ECONOMIC ACTIVITIES OF REGISTERED FOREIGN LABOUR IMMIGRANTS BY COUNTRY OF ORIGIN AND ECONOMIC SECTOR, 2015**

Sectors	Egypt	Yemen	(a) Syria (b) Iraq	Bangladesh	Sri Lanka	Philippines	India	Pakistan	Indonesia
Agriculture, fisheries	93 873	297	(a) 468 (b) 15	462	6	1	105	2 116	2
Manufacturing	22 523	1 396	(a) 1 450 (b) 65	24 720	10 995	138	9 708	1 107	11
Construction	19 398	57	(a) 532 (b) 5	67	6	144	962	76	–
Wholesale trade, repairs of vehicles/goods	18 163	319	(a) 1 177 (b) 93	81	23	190	323	128	4
Tourism (hotels, restaurants)	11 885	635	(a) 1 287 (b) 21	48	13	462	104	30	7
Transport, storage and communication	3 622	30	(a) 115 (b) 8	8	5	6	33	13	3
Administration, support services	4 300	131	(a) 23 (b) 3	44	7	19	58	1	1
Social/personal services (domestic workers)	13 702	21	(a) 11 (b) 6	23 814	3 799	15 670	40	32	1 239
Other	6 692	393	(a) 244 (b) 667	87	27	285	161	38	9
<b>Total</b>	<b>194 158</b>	<b>3 279</b>	<b>(a) 5 307 (b) 883</b>	<b>49 331</b>	<b>14 881</b>	<b>16 915</b>	<b>11 494</b>	<b>3 541</b>	<b>1 276</b>

Source: MoL (2015).

<sup>11</sup> The QIZs, designated by the Jordanian and Israeli authorities and approved by the USA government, are areas where products can be exported duty free to the USA, making use of the Israeli Free Trade Area Agreement with the USA. Moreover, Jordan is not restricted by any form of quotas on its exports; thus products produced in the QIZs enter quota and duty free. See *Your Guide to QIZ* at: [www.jordanecb.org/library/634448751189966250.pdf](http://www.jordanecb.org/library/634448751189966250.pdf)



These figures do not provide an accurate picture of all foreign immigrant workers as informal work is common among immigrant workers (Errighi and Griesse, 2016). This is especially the case with Egyptian workers, most of whom are single or live in Jordan without their families. Considering the 636 270 Egyptians living in Jordan, according to the 2015 population census (DoS, 2015a), the number of legal Egyptian workers registered with the Ministry of Labour is around 30% of the total. This corroborates the ministry's estimate of over 300 000 informal Egyptian workers (interview with the ministry's staff in June 2016). In addition, the actual number of Asian domestic workers is larger than the approximately 45 000 who are registered today: 30 000 are said to be working informally (*The Jordan Times*, 22 December 2015).

The numbers of Syrian and Iraqi workers in Jordan are more difficult to determine. While the figure for registered Syrians workers stood at 40 318 in March 2017, Jordanian officials estimated that up to 500 000–700 000 Syrians were working as seasonal or established workers in Jordan before the outbreak of the civil war in Syria (Reach Initiative, 2014). Historically, Syrians have crossed the border freely since a bilateral labour agreement between Jordan and Syria was signed in 2001 (ILO, 2015a; 2015b). The war in Syria further provoked the arrival of thousands of Syrian refugees, whose number totalled 1 265 514 in the 2015 census. Similarly, the number of registered Iraqi workers in Jordan (883 people in 2015) does not reflect the total number of Iraqis residing in the country, namely 130 911, according to the 2015 census, as most Iraqi refugees are working in the informal labour market.

One factor that further complicates the work permit registration with the Ministry of Labour is the differentiation in the fees paid by each economic sector. For example, the registration fees are lower in the agricultural sector and higher in construction. Very often labour migrants obtain work permits in economic sectors with cheaper fees (e.g. for agricultural jobs instead of construction jobs), although they eventually work in the construction sector where the wages are higher. Thus, the ministry's figures per economic sector may not indicate an accurate affiliation of employed immigrants by sector of activity. Even among the immigrant workers with work permits, some are said to have paid 'Jordanian individuals to act as sponsors for the purpose of the work permit without having a true employment relationship. Workers buy these black-market-sponsorship work permits to maintain formal migration status, often paying JOD 1 000 per year, the bulk of which goes [to the sponsor rather than to the state]' (ILO, 2017a).

### Policies and institutions

Jordanian legislation defines in detail the conditions of residency and work for the non-Jordanians in the country. The Law on Residence and Foreigners' Affairs (1973) stipulates that foreigners must enter the country in a legal way and have a visa<sup>12</sup> and that professional recruitment is based on each entrant acquiring a valid (one-year, renewable) residency permit. The 1996 Labour Law sets qualitative barriers to the recruitment of foreign workers (**TABLE 1.5**). Its article 12 bans the employment of non-Jordanian workers 'except with the approval of the Minister ... [and] provided that the work shall entail an experience and qualification not available amongst Jordanians; or that the number of qualified Jordanian workers does not meet the needs [of the country]'. In addition, priority among foreigners is given to Arab nationals. Although not envisioned in the Labour Law, the sponsorship system (*kafala*) whereby any foreign worker must be sponsored by a national is widely used in practice, except in the QIZs.

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<sup>12</sup> With certain exceptions (businesspersons, members of official delegations), workers from the main South-Asian sending countries (Sri Lanka, the Philippines, Bangladesh, India, Pakistan) must obtain their visa (and security approval) prior to their arrival in Jordan. In the case of the domestic workers, such regulations are processed by Jordanian domestic worker recruitment agencies operating in tandem with recruitment agencies in the sending country. Visa Regulation (No 3 of 1997) and the Regulation on Defining the Place of Residence regulate the conditions for obtaining visas and modalities of residence.

**TABLE 1.5 LEGAL FRAMEWORK FOR FOREIGN IMMIGRANT WORKERS IN JORDAN**

Laws and regulations	Bilateral agreements	Multilateral agreements	Rights and settlement
<p><b>Working conditions</b> Labour Law of 1996 (amended in 2008, 2009 for domestic and agriculture workers) Ministry of Labour's list of 'closed occupation' sectors Ministry of Labour's migrant worker quotas by open sectors and work permit fees Social Security Law of 2014</p> <p><b>Residence</b> Law No 24 of 1973 on Residence and Foreigners' Affairs (amended 1998)</p>	<p>Memorandum of Understanding with Bangladesh (2012) Agreement with Philippines (1988, 2006, 2012) Agreement with Indonesia (2009, suspended by Indonesia in 2015) Agreement with Pakistan (1978, 2007) Memorandum of Understanding with Sri Lanka (2007) Memorandum of Understanding with India (1986) Labour agreement with Egypt (1985, 2007) Labour agreement with Syria (2001) <i>Kafala</i> 'employer sponsorship system'</p>	<p>EU-Jordan Mobility Partnership Declaration (signed on 9 October 2014) Seven ILO labour conventions on the rights of the migrant workers ILO Better Work Jordan (BWJ) programme ILO Integrated Programme on Fair Recruitment and Migration and Governance Network (Magnet) programme</p>	<p>Residence and work permits compulsory (1-year, renewable) Penalties for irregular migrants (irregular entries, stays) Registration with the Social Security Corporation even without a work permit Anti-trafficking law Discretionary treatment of illegal immigrants No naturalisation foreseen even after long-term residence</p>

A traditional institution governing labour migration in all the Middle Eastern countries, *kafala* is an employer-driven sponsorship system regulating the relationship that employers (known as sponsors or kafeels) have with migrant workers. As the terms and conditions of residence and work are typically determined by the kafeel, this unequal relationship often results in migrant workers suffering underpayment, non-payment and delays in the payment of wages, as well as unwarranted additional costs (Tamkeen, 2015). Low-skilled workers are sometimes made to work for longer hours than prescribed by the law and without overtime payments, deprived of weekly rest, annual or home leave or subjected to physical and/or sexual abuse.

In allocating work permits, the Ministry of Labour imposes two types of labour-market restriction. First, it determines 15 'closed occupation sectors' earmarked for Jordanian citizens only. These include mostly liberal, administrative and technical professions<sup>13</sup>. Second, it publishes 'migrant quotas' (subject to revision according to the evolution of the labour market) in 22 sectors open to foreigners, and ascribes fixed proportions of foreign workers to each type of occupation. Jordanians are given the majority of jobs (from 55% in unrated restaurants to 95% in therapeutics) in 16 of these 22 professional sectors (TABLE 1.6). In construction Jordanian and foreign workers are given equal access to jobs, while in five sectors, foreigners are prioritised: car washing, plastics production, garments in in QIZs, and in enterprises owned by Syrian investors inside and outside industrial areas (60%–70%).

<sup>13</sup> The current list of 'closed' professions include medical professions, engineering professions, administrative and accounting professions, clerical work including typing and secretarial work, switchboards, telephones and connections works, warehouse work, sales work, haircutting work (coiffeur), decoration works, teaching professions, and all specialties except for the rare cases when there is no Jordanian available, fuel selling in main cities, electricity professions, mechanical and car repair professions, drivers, guards and servants, and buildings servants.

**TABLE 1.6 QUOTAS FOR THE SHARE OF FOREIGN IMMIGRANT WORKERS IN 'OPEN' ECONOMIC SECTORS (%)**

Economic sectors	% of Jordanian workers	% of foreign immigrant workers
Fuels	60	40
Support services	70	30
Unrated restaurants	55	45
Car washing	30	70
Construction	50	50
<b>Industrial</b>		
Chemicals	80	20
Mining	85	15
Food processing	80	20
Therapeutics	95	5
Engineering	85	15
Printing and packaging	80	20
Wood production	65	35
Construction	50	50
Plastics production	40	60
Clothing industry except QIZs	60	40
Garments	60	40
Garments in QIZs	30	70
<b>Hotels and tourist gateways</b>		
5 stars	88	12
3-4 stars	85	15
1-2 stars	75	25
<b>Syrian investors</b>		
Outside the industrial areas	40	60
Inside the industrial areas	30	70

Source: MoL (2015).

The numbers of Egyptian and South-Asian immigrant workers have been continuously increasing in the 'quota sectors'. For instance, the percentage of immigrants working in the QIZ factories has fluctuated between 75.5% and 78.7%, well above the 70% quota set by the Ministry of Labour (2015). The picture is more blurred in less controlled sectors. For instance, the available data indicates that in 2013 the number of Jordanians employed in the construction sector stood at 80 550, compared to 20 442 migrant workers (Al-Manar Project, 2014; MoL, 2015). However, the rate of informal workers in that sector has been estimated at 78% (quota 50%), with most of them being Egyptians (ILO, 2013; UNDP 2010). The same is also true for the hospitality sector: official data indicate that the number of Jordanians employed here is twice as high as that of immigrant workers (i.e. 31 794 and 15 611, respectively (Al-Manar Project, 2014), but much greater numbers of immigrants are estimated to work in this sector.

**TABLE 1.7 MAIN ACTORS INVOLVED IN THE IMMIGRATION OF FOREIGN LABOUR IN JORDAN**

Immigration processes	Protection of workers' rights
Ministry of Labour: Labour Migration Directorate Ministry of Interior and Ministry of Justice Domestic workers' private recruitment firms and their representative association Local NGOs and some international/UN organisations for fair recruitment Bilateral agreements between Jordan and sending countries Sponsorship of Jordanian nationals (employers)	Ministry of Labour: Inspection Directorate Ministry of Interior and Ministry of Justice: National Anti-Trafficking Committee Trade Unions, e.g. General Trade Union of Workers in Textile, Garment and Clothing Industries Professional associations Local NGOs, e.g. ARDD, JOHUD International and UN organisations, e.g. ILO

Since 2007, the Ministry of Labour has tried to better regulate the arrival of migrant workers and reduce as far as possible the number of non-documented entrants (**TABLE 1.7**). Employers have to apply for a work permit and pay the related fee for migrant workers offered at least a one-year full-time employment contract. However, the need for short-term or seasonal workers is common in agriculture and construction and many workers switch jobs and sectors depending on the availability of work (ILO, 2017a). Apart from taking certain enforcement measures, including systematic police controls, arrests and deportations, Jordan has sought to conclude agreements with sending countries, starting with neighbouring Egypt, the main source country of labour immigrants who can easily obtain a visa at the border. In 2007 Jordan signed memoranda with Egypt to regulate the entry of workers into the country by specifying the sectors in which they can work and the administrative requirements they should meet (e.g. a clean police record, medical tests, work permits) (Table 1.5). Egypt is also required to keep a database of all labourers seeking employment in Jordan to facilitate both parties' monitoring of these Egyptian workers (Khouri, 2010).

These instruments have not yet borne fruit. According to the ministry, out of 100 000 foreign workers employed in the agricultural sector, only 40% have work permits. Among those with permits to work in agriculture (mainly Egyptians), 70% have illegally moved to work in other sectors (*The Jordan Times*, 11 July 2016). Likewise, despite a bilateral labour agreement signed between Jordan and Syria (2001) that foresaw compulsory employment contracts between Syrian workers and Jordanian employers, most of them have continued to work informally<sup>14</sup>. Other bilateral labour agreements have been concluded with the Philippines (2006, 2010, 2012), Sri Lanka (2007), Indonesia (2009) and Bangladesh (2012) – the results of which remain to be seen. As a report indicated, foreign workers recruited illegally without a contract could still obtain a domestic worker visa at the airport; but the contract received often did not meet the terms of the agreement concluded with the sending country (Human Rights Watch/Tamkeen, 2011).

In parallel, the ministry has recently developed its National Employment Strategy (NES, 2011–2020), Jordan National E-TVET Strategy (2014–2020) and Jordan Vision (2015–2025) on labour market policies. As the ministry's goal is to increase the overall employment of Jordanian citizens, one tenet of its employment strategy has become to gradually replace migrant workers by unemployed Jordanians at a rate of 5% annually, in particular focusing on Jordanians with low levels of education (graduates of high school and below). In 2010 the NES observed that the number of documented foreign workers with high school education or below was around three times that of unemployed Jordanians with similar levels of education (308 000 as compared to 102 000, respectively).

<sup>14</sup> The biggest employers are influential landowners who have managed to escape the Ministry of Labour inspectors' scrutiny. It is also said that the Jordanian authorities have tolerated the presence of informal Syrian workers because many of them belong to the same tribes as northern Jordanians, and are linked to them through marital and business ties.

Theoretically, absorbing all the unemployed Jordanians with high school or below levels of education would still leave more than 200 000 job opportunities for foreign workers (NES, 2011–2020).

Looking at Employment and Unemployment Survey data (for Jordanians exclusively), it appears that Jordanians are still under-represented in the agricultural (1.7%), hospitality (hotels/restaurants, 4%) and domestic work (2.1%) sectors (DoS, 2015b). Because Jordanians have been reluctant to take up such low-paid manual jobs, employers have also been unwilling to hire them. Although a lot has been said about the shame culture linked to manual work, a recent ILO research shows that, under the right conditions, Jordanians are open to all sectors and occupations and that it is 'the specific working conditions that impact their willingness and eagerness to work'. As long (13 hours per day) and unpredictable working hours, late payment of wages, non-payment for overtime, physically demanding and dangerous working conditions are common in sectors with high shares of immigrant workers (ILO, 2017a), the take-up of low-skilled, low-paid jobs in such sectors by Jordanians has remained low despite awareness campaigns and concrete measures to enhance the social image of manual work (including increases in the minimum wage).

One of the most striking features of the labour market is that the working conditions identified by Jordanians as important in any job – whatever the sector or occupation – put them in a disadvantageous competition with migrant workers and Syrian refugees. In interviews with non-Jordanian workers, late-payment of wages, non-payment for overtime, long and unpredictable working hours, and heavy reliance on low-productivity physically demanding methods were found to be the norm. In agriculture and domestic work, payment delays of several months are common. While payment for overtime is well-enforced in parts of the manufacturing sector, workers in tourism and other sectors are often not compensated. In all sectors, working hours of 13 hours per day are common and in agriculture and construction Egyptians often work as guards throughout the night. And, in all sectors, migrant workers reported the difficulties they face with heavy manual labour which becomes increasingly unsustainable for them as they age.

## 1.3 Refugees and asylum-seekers in Jordan

### Facts and figures

Jordan is host to several groups of refugees who have fled from wars and/or persecution. These persons have usually been classified first according to their international status and second according to their nationality. The 1948 Palestinian refugees in need of humanitarian assistance and their descendants have been registered by the UNRWA. As of 2016, 2 117 361 Palestinian refugees were registered with the UNRWA in Jordan. Of these, most have full citizenship and only a small proportion could be considered as refugees. The latter group includes some 160 000 'ex-Gazans' who were transferred from the Gaza Strip in the wake of the 1967 war, and their descendants (UNRWA, 2015; 2016)<sup>15</sup>. Unlike the 1948 refugees and their descendants who migrated from the East and West Banks of the River Jordan, the ex-Gazans have not been granted citizenship: they are considered foreign residents holding two-year temporary passports.

Other refugee categories are registered with the Office of the United Nations High Commissioner for Refugees (UNHCR), which has been operating in Jordan since 1998. As of February 2017, 728 955 refugees were registered with the UNHCR, the clear majority of whom were from Syria (655 732) and Iraq (61 405) (UNHCR, 2017a). Taking into account the 2015 census figure for the number of Syrians (1 265 514) in the country, the UNHCR registration encompassed half of the Syrians in Jordan. Out of these, 85% of the Syrian refugees live outside camps, mostly in Irbid near the Syrian border and in

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<sup>15</sup> It is estimated that some 400 000 refugees (never in need) are not registered with the UNRWA, either because they have not needed UNRWA's assistance or because they were not able to prove their compliance with the UNRWA's eligibility criteria.

Amman, mainly in their poor neighbourhoods. The rest live in the two major refugee camps (Zaatari and Azraq) and in three much smaller camps (the Emirati Jordanian Camp, King Abdallah Park and Cyber City) (UNHCR, 2017b). Almost 51% of them are under 18 years old, of whom 16% are under five. There is a relatively high proportion of Syrian refugee households – one in three – that are headed solely by women (Bertelsmann Stiftung, 2016). A significant proportion of the refugees are classified as extremely poor and apartments are shared between at least three–four families (World Bank and UNHCR, 2016).

Refugee figures have always led to controversial debates in Jordan. The Syrians who are not registered with the UNHCR include some non-needy refugees (businessmen for instance) who have been able to pursue activities in Jordan, as well as those who arrived earlier and/or are married to Jordanian nationals and have benefitted from the support of their relatives. The numbers also include refugees who entered Jordan illegally and have not regularised their situation for fear of deportation. Since many Syrians in Jordan arrived before the war started (in 2001) and the vast majority of them have been working in the informal sector, this factors further complicate their socio-economic mapping.

Mapping the Iraqi refugees is also difficult. There is a wide discrepancy between the figures presented since the late 2000s by the Jordanian authorities (which have fluctuated between 500 000 and 750 000) and other sources (which put the number at fewer than 200 000) (Chatelard, 2010; Seeley, 2010). Today only 62 173 out of the 131 911 Iraqis recorded in the 2015 census are registered with the UNHCR, including some 30 000 newcomers fleeing Iraqi territory seized by the Islamic State in northern Iraq in 2014 (UNHCR, 2017c). Assessing and monitoring the number of Iraqi refugees and their living conditions is difficult due to the fact they are a more adaptive and mobile group. No refugee camps were ever created for them and many heads of households are believed to be working in the informal labour market or commuting between Jordan (where their families reside) and Iraq (where they work) (FAFO, 2007). These factors, plus the resettlement of a proportion of them in third countries (e.g. 65 000 in the USA since 2007; IRIN, 2013), explain the dramatic decrease in the numbers of UNHCR-registered Iraqi refugees, from some 100 000 in late 2008 to 29 000 in 2013.

### Policies and institutions

The situation of refugees in Jordan is ambiguous since Jordan is not a signatory of the 1951 Geneva Convention on Refugees or of the UNHCR statute of 1950. The status of refugees has primarily been determined by the country's Constitution and residence laws (see **TABLE 1.8**). The laws prohibit the extradition of political refugees and establish procedures for the granting of asylum; but they do not identify the conditions under which refugees are eligible for asylum, and do not automatically confer rights to residence, employment, public education or healthcare (Sadek, 2013). In practice, Jordan has adopted a case-by-case treatment of refugees according to its political and socio-economic interests, and in cooperation with the two UN humanitarian organisations it has hosted on a contractual basis: the UNRWA for the Palestinian refugees since 1951, and the UNHCR for other refugees since 1998.

This explains the diverse legal statuses of different refugee groups in Jordan. While the 1948 Palestinian refugees were granted citizenship to fully contribute to the country's overall development, the 'ex-Gazan refugees' of the 1967 war (together with those from the West Bank since Jordan's disengagement from that area in 1988) have not been treated in the same way. Holders of temporary documents that do not confer citizenship, they have been given access to public (primary) schools and health services, but face many restrictions; for example they cannot obtain the driving licences required to work in transportation (i.e. taxis), nor are they able to work in the public sector (except in menial occupations such as street cleaners). Their access to employment in the private sector has been conditional on security clearance and, since January 2016, they have been obliged to ask for a work permit, like any other immigrant. However, similar to the position of Syrian refugees since 2016, they do not have to pay fees for a work permit. The 'ex-Gazans' also pay more in fees for public health

insurance and higher education (ARDD, 2015), and their attendance at the Jordanian technical and vocational education and training (TVET) centres is subject to prior authorisation from the local authorities. Such constraints have increased their dependence on the UNRWA (and on local support sources such as NGOs and the Royal Court). The UNRWA gives them priority in terms of attending its TVET centres (interview with UNRWA staff, June 2016).

The UNHCR recognises several groups of Iraqis, Syrians, Sudanese and Somalians as refugees and asylum-seekers. The 1998 Memorandum of Understanding between the UNHCR and Jordan gives the former the right to determine the refugee status of asylum-seekers in the country. After its renewal in 2003, it became the UNHCR's obligation to determine Syrian asylum-seekers' status and provide for their protection. Nevertheless, their protective role is limited to those registered with the UNHCR as refugees, the numbers of which have been relatively limited so far compared to the total numbers of asylum-seekers, for different reasons. Moreover, Syrian refugees registered with the UNHCR are not given residency, which seriously limits their ability to seek lawful employment.

**TABLE 1.8 LEGAL FRAMEWORK FOR REFUGEES AND ASYLUM-SEEKERS IN JORDAN**

Laws and regulations	Bilateral agreements	Multilateral agreements	Rights and settlement
Constitution of 1952 Law No 24 of 1973 on Residence and Foreigners' Affairs (amended 1998) UNRWA registry of Palestinian refugees UNHCR registry of other refugees ID service cards given by the Ministry of Interior (Syrian Refugee Affairs Directorate) to Syrian refugees ID service cards given by the Ministry of Interior to other non-Syrian refugees 2- and 5-year resident permits for 'ex-Gazans' and West Bankers respectively from 1967 Labour Law and Social Security Law	Agreement between Jordan and the UNRWA (1951) Agreement (1997) and Memorandum of Understanding (1998) between Jordan and the UNHCR, renewed in 2003 for Iraq	EU-Jordan Mobility Partnership Declaration (signed on 9 October 2014) Jordan Response Plan for the Syria Crisis (JRP) 2015, 2016, 2017–19 Jordan Response Platform for the Syria Crisis The Jordan Compact on Syrian refugees (London, 7 February 2016)	Constitutional prohibition of 'political refugee' extradition No sanctions against illegal asylum-seekers Discretionary treatment of illegal immigrants Access to public services is not automatic, but has been granted on an ad hoc basis No naturalisation foreseen, except for the Palestinians from the 1948 war

In contrast, the Jordanian authorities consider them 'invited' or 'tolerated' guests (**TABLE 1.9**). Invited guests are required to be registered with the Ministry of Interior<sup>16</sup>. Syrians have access to free basic public schools and healthcare services regardless of their residential status, but legislation regulating their professional integration, be it through university or vocational/technical training or access to the

<sup>16</sup> Since early 2015 all Syrians with no or incomplete documentation have been invited to apply for ID service cards delivered by the Ministry of Interior (Syrian Refugee Affairs Directorate).

formal labour market, has been restrictive until recently. On the other hand, individual ‘invited guests’<sup>17</sup> were allowed to ask for official work permits, provided they had a Jordanian sponsor who proved that no Jordanian could do the job and they paid the cost of the permit (over JOD 300), which was prohibitively expensive for most of them. Other ways of accessing the formal labour market are conditional on being married to a Jordanian or on having an active residency permit, which requires a deposit of USD 25 000 (IRIN, 2013).

**TABLE 1.9 MAIN ACTORS INVOLVED IN THE SUPPORT OF REFUGEES/ASYLUM-SEEKERS IN JORDAN**

Support from Jordanian actors	Support from the international community
Ministry of Interior (Syrian Refugee Affairs Directorate) Ministry of Planning and International Cooperation (Humanitarian Relief Coordination Unit) Other line ministries and state institutions in specific areas (Ministry of Labour, Ministry of Education, MoHE, MoH, municipalities, etc.) Jordan Response Platform for the Syria Crisis Community colleges (+ Al Quds private college) and universities Civil society organisations (i.e. JOHUD, ARDD, Jesuit Refugee Service)	EU providing funds for many international/national actors and EU Member States (GIZ, Danish Refugee Council, etc.) UNRWA for the Palestinian refugees UNHCR for other refugees Inter-Agency Task Force Other UN organisations involved with Syrian refugees’ response (UNDP, UNICEF, UNESCO, ILO, IOM (resettlement), UNFPA) International banks (World Bank, EBRD, IFC) International donors and NGOs (Norwegian Refugee Council, Swiss Agency for Development and Cooperation, Caritas, Care International, etc.)

Until February 2016, when Jordan changed its ‘Syrian refugee policy’ (see the next section), the labour market integration of Syrian refugees was discouraged and international assistance programmes that included vocational and technical training or job seeking and placement activities were not approved (Caritas, 2015). Refugees may also have been reluctant to enter the formal labour market – fearing that it may lead to the cancellation of their UNHCR refugee status and the termination of humanitarian aid (mainly food vouchers and resettlement opportunities). As a result, many Iraqis and Syrians have been pushed into the informal labour market. According to various estimates, since 2013 the number of Syrian workers in Jordan has ranged from 143 000 to 161 000 (ESC, 2016; SNAP, 2013).

The impact of Iraqi labour on the Jordanian economy has gone relatively unnoticed. Not only are their numbers relatively small, but they also work in sectors where they are not competing directly with poor Jordanians, being concentrated in high-skilled jobs such as junior doctors or teachers/professors in the private sector (positions left vacant by the Jordanian emigrants)<sup>18</sup>. In contrast, the influx of Syrian workers has been more controversial. A significant majority of them have not completed secondary education (85% of Syrians as compared to 58% of Jordanians) (Stave and Hillesund, 2015). At the same time, they are believed to be workers with experience in low- and medium-skilled jobs, concentrated in the construction, wholesale and retail sectors (especially in the Irbid, Mafraq and Amman governorates), which puts them in direct competition with low-skilled Jordanian and Egyptian

<sup>17</sup> For example, only between 2 000 and 3 000 special work permits were delivered to the refugees from the Zaatari camp (about 80 000 inhabitants). See the UNHCR portal: <http://data.unhcr.org/syrianrefugees/settlement.php?id=176&country=107&region=77>

<sup>18</sup> As measured in 2007, a significant portion of Iraqis (over 40%) had a diploma, Bachelor’s degree or higher qualification, as compared to 10% of the Jordanian population (FAFO, 2007).



workers (ILO, 2015a)<sup>19</sup>. Another reason for Syrian refugees' comparative advantage is that they accept lower wages and poorer working conditions than other workers (Errighi and Griesse, 2016).

Despite the more inclusive policies that have been introduced for the Syrian refugees since February 2016, many are believed to fear that a formal employment status would disqualify them from receiving vital humanitarian aid from the UNHCR<sup>20</sup>. The educational status of the children is also worrying, with 40% remaining out of school (Ministry of Education, 2015). As emphasised in many national and international policy documents, it is vital that all Syrian children can access learning (MERIP, 2016; UNICEF, 2015). Not only will a lost generation of Syrian children cause social tensions in the host countries, but they will also be prevented from playing a full role in a post-conflict Syria. According to the Brussels Conference 'Supporting the future of Syria and the region' (5 April 2017), a total of 196 schools have established double shifts to accommodate huge numbers of school-aged Syrian children (a morning shift for Jordanian students and an afternoon shift for Syrian students). An estimated 125 000 Syrian students are in the formal education system in 2016/17, with over 3 200 new teachers employed in double-shift schools and around 2 500 new teachers in single-shift schools<sup>21</sup>.

Given the long history that Jordan has with refugees, it is also important to emphasise the relatively high socio-economic acceptance of refugees in Jordanian society. Intellectuals such as Yusuf Mansur have called refugees a 'human gift' due to the socio-economic benefits they bring to Jordanian society (RLS, 2015). Mansur states that Jordan has benefited from refugees since the very inception of the Jordanian state, which he calls 'creative construction'. With the arrival of Palestinians after 1948, the Jordanian economy grew by 40%. The Palestinians brought with them not only some of their belongings, but also their skills and talents, especially in trade. They became citizens and co-founders of the state, with an essential role in expanding the Jordanian private sector (RLS, 2015, p. 23).

There then followed a wave of refugees from Iraq, characteristically they tended to be more middle-class professionals with significant savings. They established themselves in the field of private higher education and in international NGOs; indeed, following Mansur's argument, Jordanian private universities only exist due to the presence of many Iraqi professors. Perhaps the main difference between the Iraqi and the Syrian refugees lies in the relative poverty and lower educational levels of most of the Syrian immigrants. Nevertheless, these Syrians are still considered by the private sector as quite 'skilled workers', suited to low- and medium-skilled jobs with a high 'customer orientation' (ETF meetings with stakeholders, June 2016). This demonstrates how policies that engage with and include refugee communities can have positive outcomes for both sides, leading to conditions of peaceful and productive coexistence<sup>22</sup>.

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<sup>19</sup> Employment and unemployment surveys have shown that the proportion of Jordanians engaged in construction decreased following the influx of Syrian refugees, from 10 to 6% between 2013 and 2015 (Employment and Unemployment Survey 2013 and 2015), indicating a reorientation of Jordanians towards other economic sectors (DoS, 2015a).

<sup>20</sup> According to the UNHCR, 75% of registered refugees are highly or severely shelter vulnerable; 80% use crisis or emergency coping mechanisms; and 90% of those based outside the camps live in poverty.

<sup>21</sup> Brussels Conference 'Supporting the future of Syria and the region' (5 April 2017), Annex: Supporting resilience of host countries and refugees in the context of the Syria crisis – Jordan. See [www.consilium.europa.eu/en/meetings/international-summit/2017/04/05/](http://www.consilium.europa.eu/en/meetings/international-summit/2017/04/05/)

<sup>22</sup> This was also expressed by the Royal Princess Basma in a lecture at the University of Oxford on 5 November 2014. For more information, see <https://podcasts.ox.ac.uk/forced-migration-hashemite-kingdom-jordan-burden-or-boon>

## 1.4 The special role of the international community concerning the refugees in Jordan

In addition to the long-term presence of the UNRWA and UNHRC as key institutions in the country, the international community plays an important role in funding and implementing many diverse programmes for refugees – both inside and outside the camps. These include other UN organisations (e.g. ILO, UNDP, UNICEF, UNESCO, IOM, UNFPA, UNHABITAT); EU institutions and different Member State organisations (GIZ, Danida, Danish Refugee Council, British Council, etc.); other international organisations, banks (i.e. World Bank, EBRD, IFC) and donors (Norwegian Refugee Council, Swiss Agency for Development and Cooperation, etc.). Against the background of the refugee situation as set out in the previous section, these international actors have become increasingly important in supporting the Jordanian government with regard to Syrian refugees.

In 2014, the Jordanian government brought together all the major national and international stakeholders to develop a comprehensive response plan for the Syria crisis. Led by the Ministry of Planning and International Cooperation (the Humanitarian Relief Coordination Unit), the Jordan Response Platform for the Syria Crisis was created, composed of line ministries, donors and UN agencies, and chaired by the Ministry of Planning and International Cooperation. Following several consultations, the first Jordan Response Plan for the Syria Crisis (JRP 2015) was developed with the support of the Jordan Response Platform Secretariat (MoPIC, 2015b)<sup>23</sup>. The plan was divided into 11 sector strategies, each consisting of actions to assist refugees and vulnerable host communities, along with the necessary financial resources. The 11 sectors are education, energy, environment, health, justice, livelihoods and food security, local governance and municipal services, shelter, social protection, transport, and water sanitation and hygiene.

An Inter-Agency Task Force was created by the UNHCR and includes UN humanitarian agencies and NGOs (UNHCR, 2017d). Each sector is headed by one agency to ensure coordination. For example, the Livelihoods Sector is co-chaired by the UNHCR and the Danish Refugee Council, while the Education Sector is co-chaired by UNICEF and the Middle East Children's Institute. There is also the Jordan INGO Forum, a network of 54 international NGOs active in the country (UNHCR, 2017d). This was followed by the JRP 2016–2018, which aims to consolidate all the major national and international efforts to address the Syria crisis within the framework of a coordinated broad-spectrum response, and to bridge the divide between short-term refugee-related measures and longer-term developmental solutions. In January 2017, the government and the international community endorsed the new JRP 2017–2019, a three-year plan to address the needs and vulnerabilities of Syrian refugees and Jordanian host communities, with a total budget of USD 7.6 billion (*The Jordan Times*, 12 January 2017)<sup>24</sup>.

To support this policy agenda, a deal (the Jordan Compact) was reached between Jordan and the international donor community during the 'Supporting Syria Conference' held in London in February 2016<sup>25</sup>. Recognising that the Syrian refugee crisis had stretched Jordan's limited resources and imposed severe stress on its economy, local host communities, fiscal position and public services, the Compact called for a new assistance paradigm. Driven by the idea of turning the Syrian refugee crisis into a development opportunity, the Compact further appealed for renewed international and local efforts to promote economic development and formal job opportunities for both Syrians and

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<sup>23</sup> For more information, see [www.jrpsc.org/](http://www.jrpsc.org/)

<sup>24</sup> See the Jordan Response Plan 2017–2019 (draft updated on 23 February 2017) at: [www.jrpsc.org/](http://www.jrpsc.org/)

<sup>25</sup> The conference was co-hosted by the UK, Germany, Kuwait, Norway and the UN, with a view to raising significant new funding to meet the immediate and longer-term needs of those affected. The full name of the deal, signed on 7 February 2016 is 'The Jordan Compact: A New Holistic Approach between the Hashemite Kingdom of Jordan and the International Community to deal with the Syrian Refugee Crisis'. See [www.supportingsyria2016.com/](http://www.supportingsyria2016.com/)

Jordanians<sup>26</sup>. To this end, Jordan would allow the Syrian refugees to work legally on its labour market, which means, in practical terms, lifting the requirements for a valid passport/legal entry into the country and for a formal job permit (conditions with which very few Syrian refugees could comply), while lowering the cost of work permits from around JOD 430 to a symbolic JOD 10<sup>27</sup>. Jordan's decision thus puts the Syrian refugees on the same footing as migrant workers, who are allowed to work in 'open job sectors' such as construction, agriculture, services, food processing, and the wholesale and factory sectors.

The Jordan Compact states that with the right investment and access to EU markets, the designated development zones could provide hundreds of thousands of jobs for both Jordanians and Syrian refugees over the coming years. Outside these zones, the sectors in which there are low levels of Jordanian participation and a high ratio of foreign workers (e.g. construction, agriculture, the service industry, cleaning) and where there is a high degree of skills match (e.g. handicrafts, textiles), could provide roughly 50 000 job opportunities for Syrian refugees by the end of 2016. Overall, in the next few years, some 200 000 Syrians are expected to integrate into the formal Jordanian economy without competing with the local population for jobs in five development zones: Irbid, Kerak, Muwaqqar, Maan and Mafrqa (The Jordan Compact, 7 February 2016).

Figures from the ILO Amman office (2017) indicate that the total number of valid work permits issued to Syrians as of March 2017 had reached 40 318 (10% of the total work permits issued), 38 405 (95%) of which were for Syrian men, in line with Jordan's commitments to international donors. Syrians, who are generally low-skilled, compete with most of the other foreign nationalities, particularly Egyptians and Asians, for low-paid jobs in agriculture, industry, trade and hospitality. The impact of the Syrian refugees on the labour market should also take into account the investments made in QIZs by around 135 Syrian investors in a number of sectors, especially industry and sales. Dispersed across 385 industrial and commercial facilities, these investments have amounted to approximately JOD 50 million since the outbreak of the Syrian crisis. They are said to have contributed significantly to the provision of job opportunities for Jordanians and to an increased value of national exports (Stave and Kattaa, 2015).

The full implementation of the Jordan Compact and its effects remain to be seen in the coming years. Nevertheless, it poses some serious challenges for all stakeholders involved in the Compact. For example:

- The donor countries must keep their promises of financial and technical assistance, which amount to some USD 6 billion over the next few years, of which USD 1.7 billion was pledged during the London Conference.
- Jordan must address the issue of Egyptians and other migrant worker groups whose employment opportunities may be compromised by the inflow of formal Syrian workers, while also involving the migrants' governments.
- Jordanians who employ Syrian workers informally (and often on a short-term basis) must be incentivised to formalise their situation, which entails incurring costs by paying higher wages and social security premiums, as well as offering employment contracts, imposed by the Labour Law, of no less than one year's duration.

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<sup>26</sup> To that end, the Compact suggests expanding foreign investment and exporting opportunities for Jordan's industries in the QIZs, which notably entail the opening up of the EU market with simplified rules of origin. It also calls for reinforcing international assistance to the host communities affected by the inflow of Syrian refugees – as summarised in the Jordan Response Plan 2016–2018 for the short to medium term.

<sup>27</sup> Since February 2016, three-month grace periods were extended periodically – the last one up to April 2017 – in order to improve the refugees' situation as a step towards legalising their employment in Jordan.

- In the QIZ factories, employers must be convinced to replace experienced South Asian migrant workers with inexperienced Syrian workers.

The special role of the EU may be highlighted here as the leading donor in the international response to the Syrian crisis, with over EUR 6.6 billion from the EU and Member States having been collectively mobilised to provide humanitarian, development, economic and stabilisation assistance since 2011 (European Commission, 2016). In December 2014 the EU created the EU Regional Trust Fund in Response to the Syrian Crisis (MADAD Fund), which merged various EU financial instruments and contributions from Member States and other international donors into a single flexible and rapid response mechanism (European Commission, 2017). It primarily addresses the longer-term resilience needs of Syrian refugees in Syria's neighbouring countries, such as Jordan, Lebanon, Turkey and Iraq, as well as the needs of hosting communities<sup>28</sup>.

Overall, the European Commission has allocated more than EUR 754 million in assistance to refugees and vulnerable communities in Jordan. This support comes on top of the more than EUR 500 million in regular bilateral cooperation initiatives for Jordan under the European Neighbourhood Policy, which brings the overall amount earmarked for Jordan since 2011 to over EUR 1.25 billion (European Commission, 2016). Most of these EU funds are spent through UN organisations and other international actors implementing different programmes and projects. Other international organisations, such as the World Bank, have also negotiated with Jordan's government for a loan of USD 300 million (interest free) to provide budget support as part of the Jordan Compact. This budget support is being disbursed in 2017 based on the conditionalities and indicators set – e.g. reforms in the private sector, and promoting trade and competitiveness to create more job opportunities for Jordanians and Syrian refugees.

On 19 July 2016, the EU and Jordan agreed to simplify the 'rules of origin' that Jordanian exporters use in their trade with the EU (10th EU-Jordan Association Committee meeting)<sup>29</sup>. The new scheme applies to 52 product groups to be produced in 18 Special Economic Zones for ten years, attracting investment from Europe and promoting expertise among the Syrian diaspora (Council of EU, 2016). It covers a wide range of manufactured products and will be available to producers in the 18 Special Economic Zones that employ a minimum percentage of Syrian refugees (15% at the outset, increasing to 25% in year 3). The agreed relaxation of the rules of origin relates both to items that Jordan currently exports in small volumes to the EU and others where currently there is no trade. The alternative rules agreed for Jordanian exports are those applied by the EU to imports from least-developed countries under the EU's Everything-But-Arms initiative. The parties will monitor and review the agreement during and after the 10-year period, making any adjustments required.

Another relevant initiative is the EU-Jordan Mobility Partnership declaration, which was signed on 9 October 2014. The Mobility Partnership is based on four pillars of cooperation between the EU and Jordan, namely: more effective management of the legal labour migration; strengthening cooperation on migration for the development of Jordan; combatting irregular migration and promoting an effective return and readmission policy; and developing international protection for asylum-seekers. In addition to the EU, 12 EU Member States are signatories to the agreement (Cyprus, Denmark, France, Germany, Greece, Italy, Hungary, Poland, Portugal, Romania, Spain and Sweden). A number of plans and activities are implemented under this framework, which are listed in an annex (the so-called 'Scoreboard'). A key flagship project is JEMPAS (Support to the Mobility Partnership between the EU

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<sup>28</sup> For more information, see [https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/syria/madad\\_en](https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/syria/madad_en)

<sup>29</sup> The rules of origin are the technical criteria which determine whether a specific product qualifies for duty free or other preferential access under a given trade agreement. In 2015, the EU was Jordan's most important trading partner, with the total trade in goods amounting to EUR 4.4 billion. Jordan's exports to the EU market – EUR 350 million in 2015 – represent 0.02% of total EU imports.

and Jordan), which is explained in the next chapter. The EU-Jordan Mobility Partnership provides a broad policy framework for current and future cooperation in all areas of migration, while international aid helps the Jordanian government deal with the Syrian refugee crisis and contributes to alleviating the pressure on the government and vulnerable host communities.

Finally, the EU, Germany, Kuwait, Norway, Qatar, the UK and the UN co-chaired the Brussels Conference 'Supporting the future of Syria and the region' that took place on 5 April 2017. The conference acknowledged the continuing generosity of neighbouring host countries and their communities in providing refuge to millions of displaced people, and highlighted the close links between protection, education and livelihood opportunities. During the implementation of the Jordan Compact, Jordan issued some 45 000 work permits for Syrian refugees in sectors open to non-Jordanian workers, and there has been an increased use of national capacities to implement assistance projects, cash assistance and purchases of national goods and services adding value to the national economy. All participants agreed to increasing access to vocational training for refugees and host communities, closely aligned with private sector labour needs and accompanied by skills matching programmes.

Under the rules of origin, six factories have been authorised to export, so far. More factories are being supported through a Quick Win pilot project, which has identified 21 factories that will receive technical assistance and benefit from matchmaking with EU buyers and distributors to enable their exporting to the EU. Four employment centres have been established – in Amman, Irbid, Zarqa and Marfaq – to match Jordanian and Syrian workers with job opportunities in factories covered by the rules of origin. At the end of the conference, donors have committed themselves to step up economic growth and technical assistance programmes, including specific job creation and livelihood programmes for women and young people as well as skills matching and TVET for host communities and Syrian refugees. This should also enable them to contribute to the reconstruction of their country when they return. Additional support will be provided for the implementation of Jordan's Human Resources Development Strategy. (Brussels Conference, 2017)

## 2. NATIONAL INVENTORY OF MISMEMS

### 2.1 Definition of MISMEMS

This chapter aims to map all the migrant support measures from an employment and skills perspective (MISMEMS) implemented in the various phases of the migration circle, which target three specific migrant groups, namely: Jordanian emigrants and returnees, foreign labour immigrants, and refugees/asylum-seekers in Jordan. To qualify as a MISMEMS, a policy measure should mobilise specific budget resources (regardless of who funds or implements the action) to achieve labour market (re)integration of migrants, and/or enhancement and efficient utilisation of migrants' skills, usually over a specific period (between 2000 and 2016).

Therefore, the type of MISMEMS included in this inventory consist of:

- **All measures designed to develop, promote and make efficient use of migrants' skills:** These can be linked to 'skills development and orientation for migrants' through academic (higher education), vocational and technical education and/or soft and life skills training to prepare them for the labour market. They can be also linked to 'recognition, validation and certification of migrants' skills/qualifications'. Finally, also included under this category are special measures that attempt to promote local development through deploying the skills of migrants (including Jordanian expatriates and skilled immigrants/refugees in Jordan) to train and mentor the unskilled Jordanians or other migrant workers.
- **All measures designed to facilitate job-matching and employment of migrants and/or to improve labour market conditions:** These measures can be linked to the provision of any relevant information, guidance and services to migrants to help their integration or reintegration into the labour market. They include career guidance and counselling, job-search and placement activities, active labour market programmes, and work-based learning opportunities to facilitate their insertion to jobs. Finally, activities for improving the labour rights and working conditions of all migrants can also be included under this category.

The list of MISMEMS presented here is not exhaustive. Collecting the necessary details of all existing projects proved to be difficult. Moreover, policies and measures are in constant evolution due to the dynamic country context as a result of the Syrian refugee pressure. The measures included in the inventory are those for which a reasonable amount of information was available. The information was gathered through a preliminary desk research involving a review of more than 100 documents, reports and websites. Then, in 2016, the experts conducted bilateral interviews with 30 institutions and 70 people, involving national stakeholders, international donors, NGOs and researchers (see list in Annex).

Beside these MISMEMS, several related initiatives undertaken by the Jordanian authorities, NGOs and international partners may indirectly contribute to migrants' social inclusion (including employment and skills development). Although these initiatives are not included in this MISMEMS inventory, they remain important when analysing the outcome and longer-term impact of MISMEMS.

These schemes include:

- social programmes for immigrant workers and refugees that do not aim directly at building and/or improving skills or finding jobs for these groups, such as social cohesion schemes;
- legal protection of foreign labour immigrants to prevent their abuse, forced labour, slavery and human trafficking;

- life skills courses for children under 18 years old, the goal of which is primarily to improve their psychosocial well-being, not necessarily to enhance their employability profile through building professional skills and employability;
- financial programmes that seek to promote expatriates' investments in Jordan without involving any training or employment services for expatriates, returnees or Jordanian residents;
- bilateral labour agreements signed between the countries of origin and destination and social protection arrangements.

The following three tables provide a list of 35 MISMES implemented in Jordan (closed or ongoing) for each of the three groups of migrants under scrutiny in the past 10 years. As seen in **TABLE 2.1**, five such measures are identified for the Jordanian emigrants going abroad, three of these target potential emigrants and two are focused on expatriates. These measures show that the emigration of Jordanians is generally supported, although not fully organised, by the state.

**TABLE 2.1 LIST OF MISMES FOR JORDANIAN EMIGRANTS GOING ABROAD (AND RETURNEES)**

MISMES number and title	Type of measure	Implementer
1 – Supporting/regulating the emigration of Jordanians abroad	International recruitment of Jordanian potential emigrants	Ministry of Labour Employment Directorate and eight labour consulates in the GCC
2 – Verifying/guaranteeing diplomas and work experience	Certification of qualifications for Jordanian workers	Ministry of Labour Inspection Directorate
3 – Support for job searching and job placement abroad	International recruitment of Jordanian potential emigrants	Private recruitment agencies association (ORCA)
4 – Med-Generation project for Jordanian expatriates	Outreach to and mobilisation of expatriates to invest in Jordan as entrepreneurs	ANIMA Investment Network
5 – JEMPAS project (Support to the Mobility Partnership between the EU and Jordan)	Diaspora outreach and reinforcement of their relations with Jordan	International Centre for Migration Policy Development, one of the two components of the project

With regard to the MISMES targeting foreign labour immigrants who arrive to work in Jordan, seven measures have been identified (**TABLE 2.2**). Besides monitoring and improving the working conditions of foreign labour immigrants in Jordan, these measures are also aimed at protecting human and labour rights and preventing 'social dumping'. They are considered as means not only of protecting migrant workers, but also of attracting Jordanian job-seekers by raising standards in these neglected employment areas.

**TABLE 2.2 LIST OF MISMES FOR FOREIGN LABOUR IMMIGRANTS IN JORDAN**

MISMES number and title	Type of measure	Implementer
6 – Monitoring the employment conditions of foreign immigrant workers	Protecting labour rights and preventing abuse of migrants	Ministry of Labour (Labour Migration and Inspection), Ministry of Interior
7 – Better Work Jordan (BWJ) programme to improve the working conditions of immigrant workers	Normative and practical measures to improve working/living conditions of foreign workers in QIZs	ILO, IFC, national partners
8 – Enhancing the capacity of the Workers’ Centre to serve the needs of immigrant workers	Improvement of migrant workers’ living conditions (including through training)	ILO, local partners
9 – Integrated Programme on Fair Recruitment (FAIR)	Preparing foreign immigrant workers before their arrival in Jordan	ILO, Ministry of Labour (Labour Migration Directorate)
10 – Migrant Workers Protection programme	Protecting labour rights and preventing abuse of migrants	Tamkeen (local NGO)
11 – Migration and Governance Network (Magnet) programme	Protecting migrants’ rights in domestic work	ILO, local partners
12 – Domestic Workers Solidarity Network	Self-support strategies for domestic helpers	Solidarity Center (USA)/Adaleh

The mapping of all MISMES in Jordan clearly indicates that refugees and asylum-seekers make up the migrant group targeted by the majority of such initiatives. By far the largest number of measures are those dealing with refugees – 23 in total – although all such programmes have to include a minimum number of vulnerable members of local host communities in addition to the Iraqi or Syrian refugees (at least 30% of a measure’s beneficiaries should belong to the local host communities). This principle has been incorporated into the Jordanian government policy to facilitate the acceptance of refugees in local communities, and was included from the beginning in the Jordan Response Plan. **TABLE 2.3** shows that out of these 23 MISMES, 12 focus on professional training activities, and 11 on employment-related activities.

**TABLE 2.3 LIST OF MISMES FOR THE REFUGEES AND ASYLUM-SEEKERS IN JORDAN**

MISMES number and title	Type of measure	Implementer
<b>Technical and vocational training measures, including life skills</b>		
13 – UNRWA technical and vocational education and training (TVET) programmes	Education and training of vocational and technical skills for Palestinian refugees	UNRWA
14 – UNRWA Faculty of Educational Sciences and Arts	Teacher skills training for Palestinians	UNRWA
15 – UNRWA Social Services for the Palestinian refugees	Life skills training for women, young people, the disabled, etc.	Social Centres (under the UNRWA)
16 – Community Development and Support Programme for the Iraqi and Syrian refugees	Referral to the VTC and specialised agencies for life skills/vocational training	Care International, VTC
17 – Support for the Jordanian host communities in response to the Syrian refugee crisis through Water Wise Plumbers	Semi-skilled training courses on plumbing provided to vulnerable Jordanians and Syrian refugees	GIZ, VTC, Ministry of Water and Irrigation
18 – Skills training centres in the Syrian refugee camps of Zaatari, Emirati and Azraq, under the Youth Programme	Life skills/vocational training for the young Syrian refugees in the camps	Norwegian Refugee Council



19 – Sustaining quality education and promoting skills development for young Syrian refugees in Jordan + vulnerable Jordanian youth	Certified skills development, youth mentoring, training for job readiness, career counselling and life skills coaching	UNESCO (project manager), Al Quds College (training provider)
20 – Informal education programme for Syrian and Jordanian adolescents and youth (12–24 years old)	Training in interpersonal and employability skills, financial and market literacy, managing savings	Save the Children
21 – ‘Makani – My Space Approach’, holistic soft and life skills training for children and young people aged 10–24	Informal education for children, soft and life skills training for young Syrian refugees and Jordanians	UNICEF, JOHUD, 20 other local and international partners
22 – Delivery of English language and academic skills programme and distance learning	Educational services (English literacy and higher education) for adult refugees	British Council
23 – Delivery of programmes of higher education in Jordanian higher education institutions	Higher education and technical education for Syrian and Jordanian young people	Three Jordanian universities, Al Quds College
24 – Educational services for adult refugees	Language and higher education services for adult refugees	Jesuit Refugee Service
<b>Employment-related measures, sometimes preceded by skills training</b>		
25 – Incentive-based volunteering scheme in Azraq refugee camp	Employment (volunteers)	Care International
26 – Hand in Hand (Eid bi Eid) project in ‘Oasis’ safe spaces for women and girls	Life skills training and cash for work programme for refugee women in Zaatari camp	UN Women, World Food Programme
27 – UNHCR work permit pilot project to support Syrian refugee employment in Jordan’s apparel industry	Employment of the Syrian refugees in the apparel factories	UNHCR, JGATE, ILO
28 – Employment Intensive Investment Programme (EIIP)	Short-term employment in rural public works	ILO
29 – Skills exchange programme between Syrians and Jordanians	Skills transfer and employment for Syrians and Jordanians	UNDP
30 – Assisting displaced Syrians and vulnerable Jordanians	Life skills and business-oriented training	Caritas
31 – Improving coping strategies of displaced Iraqis and vulnerable Jordanians	Training and self-employment	Caritas
32 – Village Savings and Loans Associations (VSLA)	Micro-saving groups and income-generating projects for Iraqi and Jordanian women	Care International
33 – Enhancing the economic resilience of displaced Iraqis and poor Jordanians	Micro-enterprise development for vulnerable refugees and Jordanians	Near East Foundation
34 – Supporting the strategic objectives of the London Syria Conference 2016 – a multitude of actions for Syrian refugees and vulnerable Jordanians working in the informal sector	Integrated package of skills building, recognition of prior learning, and formalisation of employment status in the construction and agricultural sectors	ILO with MoL, NET, CAQA, Construction Contractors Association, and agricultural cooperatives
35 – Women leaders project in the Municipality of New Balama for Syrian women refugees and vulnerable Jordanian women	Creating a sewing factory for women to manufacture school uniforms and provide at least 120 jobs to refugee and host community	Municipality of New Balama, with ACTED, private sector and MoL

MISMES interventions involve a variety of stakeholders, such as Jordanian state and civil society organisations as well as international governmental and non-governmental organisations. The tables above show that the latter have endorsed the bulk of international efforts in a funding, planning or implementation capacity. Jordanian civil society organisations or NGOs have sometimes played a key role in the field of migrant workers' rights or refugees' social inclusion through life skills training. The Jordanian authorities have welcomed these efforts and generally endeavoured to control and orient them in line with the country's needs.

The following sections describe the listed interventions for each of the three migrant groups, highlighting their rationale, objectives and outputs on the basis of the available documents and information provided by the stakeholders during face-to-face or phone interviews. Most of the identified MISMES interventions consist of internationally funded projects or programmes with strictly defined timeframes. Locally funded MISMES are few and consist of specific activities accomplished regularly by private or state institutions within their general mandate. They are usually measures which support Jordanian emigrants going abroad, rather than offering assistance to immigrants or refugees.

## 2.2 Measures for Jordanian emigrants going abroad (MISMES 1–5)

### MISMES 1: Supporting/regulating the emigration of Jordanians abroad by the Ministry of Labour

Although limited, the Ministry of Labour has a role in encouraging and facilitating Jordanian emigration abroad. First, its Employment Directorate manages the ministry's employment offices and online portal, the National Electronic Employment Services (NEES). The portal's services include searching for and publishing job vacancies in both the national and international labour markets, and through it all job-seekers (including potential labour emigrants) can obtain free information about current job vacancies, including in the neighbouring Arab countries. Jordanian candidates can then post their CVs on the NEES website, with this information being checked by the ministry's Inspection Directorate (see below). The national or international employers can then select the final candidates and arrange interviews with them before choosing the most suitable employee(s). This is a free service, with the ministry fulfilling a liaison role.

The Ministry of Labour affirms that Jordanian universities produce too many skilled graduates for the number of corresponding job opportunities in the private or public sectors. Therefore, the ministry's role since early 2016 has been to boost labour emigration against a background of rising unemployment (from 13% in 2015 to 15.8% in 2016 and to 18.2% in 2017 (DoS, 2015b; 2016; 2017b)). It was decided then that the ministry should take a more assertive role in labour emigration by actively tracking job vacancies in the Gulf countries (*The Jordan Times*, 3 April 2016). To that end it has appointed labour attachés in the Jordanian embassies based in these countries (Olwan, 2010). Currently there are eight labour attachés in the Gulf (the post in Libya is currently suspended) who actively seek out and report on the job vacancies available (interview with the Ministry of Labour). This is complementary to the labour agreements concluded with several Arab countries since the late 1990s to facilitate the migration process and monitor the working conditions of Jordanian emigrants.

Secondly, a Section of Employment Offices and Workers Abroad (under the Employment Directorate of the ministry) regulates and supervises the activities of private recruitment agencies. According to the Labour Law (articles 10–11), these agencies must be licensed and supervised by the ministry, and a list of licenced agencies (including their contact details) is published on the ministry's website. The agencies must comply with several conditions: the maximum they can charge for their services is 10% of the emigrant worker's annual salary, and they must guarantee the protection of workers' rights. Supervision has been restricted to ensuring that the companies pay the registration tax (JOD 100 000), as well as spotting and eradicating illegal recruitment companies and practices.

## MISMES 2: Verifying/guaranteeing diplomas and work experience by the Ministry of Labour

The Ministry of Labour's Inspection Directorate has an interesting role in verifying the diplomas and work experience of Jordanian workers, both for domestic and international employers. This activity is presented as a separate MISMES as it is the only one focusing on the certification of qualifications with a view to gaining the trust of foreign employers. This is not a compulsory practice and it is only carried out at the request of Jordanian workers (and potential emigrants). There is no need to obtain the ministry's approval (stamp) for employment abroad if a potential emigrant finds his or her own job through relatives or acquaintances in the host country. The annual number of such official approvals has not been made available, but may not be relevant since those whose qualifications are verified in this way do not necessarily emigrate (they may use the certification to enhance their position in the domestic market) and not all emigrants request the approval of their qualifications.

Generally speaking, the Ministry approves the diplomas and certificates received from TVET institutions, university degrees from public and private institutions, official letters from Jordanian employers relating to previous work experience in a particular sector and the subject's command of a foreign language when this is required (e.g. English). The Inspection Directorate checks that all the information and data provided by the job-seeker is correct. This practice is strictly implemented by the Ministry to maintain the good reputation of the Jordanian workforce abroad. Therefore, the Ministry acts as a guarantor for Jordanian emigrants with regard to their education, skills and work experience, through certifying the veracity of the information they provide to potential employers. At the same time, the ministry does not consider it necessary to provide pre-departure orientation and training services for potential emigrants, as the culture and language of main destination (GCC countries) are the same as Jordan (interview with the ministry in June 2016).

## MISMES 3: Support for job searching and job placement abroad by the private sector

Currently there are 73 private recruitment agencies licensed with the Ministry of Labour. They specialise in emigration and form the main support mechanism available to potential emigrants. Because of growing emigration trends, the number of agencies jumped from 31 in 2006 to 73 in 2016 – and this is without counting the 300–400 unregistered agencies that avoid taxation and often promote non-existent jobs or jobs that turn out to be not as advertised (ORCA, 2016). Legal agencies created the Owners of Recruitment Companies' Association (ORCA) to defend the interests of their members against 'shadow' companies. The licensed agencies match job-seekers with potential employers, ensuring they have the required qualifications and professional aspirations. They are also involved in the contractual arrangements (including wages and working conditions), and follow up on the expatriates' situation during their first year abroad. In exchange, the newly hired employees pay a one-off fee (7% of their annual salary).

According to ORCA (interview in June 2016), the bulk of the agencies' clients are Jordanians (over 90%) who are employed in the Gulf countries. The agencies establish networks by forging links with foreign offices, and by placing advertisements in newspapers and on the internet targeted at the Gulf States. The Gulf employers then communicate with the agency when they need to hire new staff. The agencies select interested candidates for the job based on the required professional skills. They discuss the wages and working conditions with the two parties, and invite the employer to their offices (or to hotels) for interviews with the selected candidates. The final hiring decisions are made by the foreign employers. In general, the Jordanians have a good reputation in the Gulf as 'competent and reliable workers' compared to other nationalities.

In 2013, the ORCA agencies managed to secure around 14 000 official job placements in the Gulf, which decreased to 9 500 placements in 2014; however, since then the trend has been increasing again. Most of the emigrants are highly skilled (notably, medical doctors, nurses, engineers, IT experts, etc.), although there are increasing numbers of medium-skilled workers (e.g. technicians

specialising in air-conditioning or food processing, mechanics and sales staff). There are many doctors working in the Gulf as practitioners or in universities, due to much higher wages and better working conditions compared to those in Jordan. Even Oman recently invited many Jordanian doctors to establish themselves there, offering very good conditions.

#### MISMES 4: Med-Generation project for Jordanian expatriates

This is the first of two initiatives, both funded by the EU, aimed at strengthening the expatriates' bond with their homeland and promoting links between Jordan and its diaspora. In contrast to previous state initiatives which were directed at attracting financial investments from expatriates, these programmes also include some training and mentoring activities.

MISMES 4			Implementer	Funder
Med-Generation project			ANIMA Investment Network and various Jordanian partners from the private sector, including the Jordanian Investment Commission	EU
Duration	Budget	Beneficiaries	Main activities	
2013–16 (closed)	EUR 19.2 million (for three countries: Jordan, Lebanon and Palestine)	53 expatriates, 3 Jordanian private sector bodies: iPARK, the Royal Scientific Society and the Young Entrepreneurs Association	Outreach to Jordanian expatriates in the OECD countries and connecting them with Jordanian private-sector institutions to promote expatriates' investment and mentoring initiatives	

The Med-Generation project ran from 2013 to 2016 and was implemented by the ANIMA Investment Network, a multi-country cooperation platform for economic development in the Mediterranean, in partnership with the Jordanian Investment Commission (ANIMA, 2016a)<sup>30</sup>. The project sought to map and mobilise Jordanian expatriate 'talent' in the OECD countries, including senior executives, entrepreneurs, scientists and investors, in order to support the country's economic and human development<sup>31</sup>. These types of profile correspond to the many potential modes of commitment to the economic development of Jordan: coaching, mentoring, investment, export relays, etc. During the three-year time span of the project, ANIMA Investment Network, the Jordanian Investment Commission and three associate partners<sup>32</sup> aimed at:

- understanding the determining factors that would lead to the engagement of the diaspora's through a diagnosis of Jordan's economic attractiveness and taking stock of the diaspora's talents in this area;

<sup>30</sup> ANIMA is based in Marseille (France) and implements projects in Jordan, Lebanon and Palestine. Its objective is to contribute to the continued improvement of the Mediterranean business climate. For more information, see [www.animaweb.org/fr](http://www.animaweb.org/fr)

<sup>31</sup> The Jordanian diaspora residing in OECD countries is known to be very well qualified, both in terms of education (in 2010, 41% held a post-graduate degree) and in terms of occupation (in 2010, 69% were employed in highly skilled jobs). They reside mainly in the UK, France and Germany, and to a lesser extent in Belgium, Luxembourg, Finland, Austria, Romania and Hungary.

<sup>32</sup> The three 'associate partners' were iPARK, the Royal Scientific Society and the Young Entrepreneurs Association.

- identifying the ‘talents’ of the diaspora, mobilising and supporting them, and proposing concrete business opportunities in Jordan;
- with the diaspora’s help, strengthening the capacity of the private sector through the promotion of transnational links between businesses;
- improving the mobilisation of the diaspora, notably through supporting the formalisation of national strategies to attract expatriates.

During the project, 53 highly qualified Jordanian ‘talents’ residing in Europe were identified, 13 collective interviews were conducted in Paris, Lille, Berlin and Bucharest, and several workshops were organised in Amman, reinforcing the links among the expatriates and between them and their Jordanian counterparts (ANIMA, 2016a). However, the ‘mentoring’ dimension of the Med-Generation project, whereby the expatriates known as ‘talents’ because of their experience and international networks would coach local Jordanians, could not be implemented since the Jordan Investment Commission was restructuring at the time of the project. No alternative was found.

At the conclusion of the project, ANIMA issued a White Paper proposing six specific measures to remove the obstacles that prevent the diaspora making a contribution to the Jordanian economy and to facilitate their involvement in the various existing channels. These interrelated measures form the basis of a crosscutting framework encompassing issues of mobility, economic attractiveness and cooperation to be adopted by economic development policy makers and actors in the Mediterranean territories (ANIMA, 2016b). Measure 6, ‘Encourage *ad hoc* development projects involving the diaspora’, suggests encouraging and supporting *ad hoc* projects, with government backing, to enable high-level talented expatriates to make their knowhow and their networks available in the following sectors: research, particularly in the health sector; infrastructure; academia; and the development of support ecosystems for entrepreneurship and business.

Such *ad hoc* projects should be aligned with the ‘diaspora strategies’ developed in the country of origin. They should be implemented through coordinated structures and be consistent with the new legal provisions promoting the exchange of expatriate skills. In the meantime, ANIMA and its Jordanian partners suggested to the Ministry of Foreign Affairs and Expatriates (MoFAE) that they improve their diaspora database and develop a customer relationship management approach in targeting Jordanians abroad, foreigners of Jordanian origin, but also all the ‘friends of Jordan’ who may wish to become involved with the country in a systematic manner. The resulting community platform should be used to create communication channels, maintain strong bonds and identify those people who are ready to become involved, exert their influence and promote Jordan abroad. Jordanian diplomatic networks may also be instrumental in mobilising Jordanians and friends of the country living abroad (ANIMA, 2016a).

### **MISMES 5: JEMPAS – the flagship project of the EU-Jordan Mobility Partnership**

Following the signature of the EU-Jordan Mobility Partnership in 2014, JEMPAS (Support to the Mobility Partnership between the EU and Jordan) was approved as the flagship project to support the implementation of the MP. This EU-funded three-year project has two components: one focusing on diaspora, and the other on the prevention of human trafficking. The diaspora component of the project is reviewed here as the relevant activity under MISMES. The project started in 2016, and is being implemented by the International Centre for Migration Policy Development.

MISMES 5			Implementer	Funder
JEMPAS (Support to the Mobility Partnership between the EU and Jordan) – diaspora component			International Centre for Migration Policy Development, partnering with MoFAE, MoL and the Jordanian embassies	EU
Duration	Budget	Beneficiaries	Main activities	
July 2016– July 2019 (underway)	EUR 2.5 million (to be shared with the ‘anti- trafficking’ component of JEMPAS)	MoFAE and the Jordanian diaspora	Developing an online platform for expatriates, a communication plan and tools for the engagement of expatriates; improving services to the diaspora through counselling and the development of a new engagement strategy	

This project reflects the will of the Jordanian authorities to accelerate the development of economic cooperation mechanisms with the diaspora beyond the organisation of bi-annual conferences. Inspired by the Ministry of Foreign Affairs and Expatriates, its primary objective is enhancing the identification of expatriates’ profiles and reinforcing their links with Jordan through various means, including an IT platform, as well as improving the services that Jordan offers to its expatriates (consular facilities, for instance). To this end, the project will seek to encourage the engagement of expatriates in Jordan’s development, notably through mentoring schemes (ICMPD, 2016).

## 2.3 Measures for foreign labour immigrants in Jordan (MISMES 6–12)

### MISMES 6: Monitoring the employment conditions of foreign immigrant workers

As explained in detail in Chapter 1 (section 1.2), the Labour Migration Directorate in the Ministry of Labour manages the allocation of work permits for the foreign immigrant workers in Jordan. Excluding the closed occupational sectors which are reserved for Jordanians only, the ministry applies a ‘migrant quota system’ regarding professions open to foreigners (see Table 1.6, p. 17 above) and requests the payment of a registration fee for each work permit (differentiated by economic sector, with the minimum amount being around JOD 400 for agricultural labourers). In addition, the ministry’s Inspection Directorate monitors the employment conditions of these workers.

In May 2006, the outcry caused by the release of a report by an American NGO (the National Labour Committee) detailing the appalling working conditions experienced by foreign immigrant workers in the QIZ garment (or apparel) factories, and the ensuing risk of a ban on the latter’s exports to the United States (17% of Jordan’s total exports), prompted Jordan to improve labour conditions in those factories. Moreover, compliance with international labour standards would also help to attract Jordanian job-seekers into this sector, thus bringing the unemployment rate down. Therefore, such compliance was stated to be ‘fundamental to the future development of the country’ (MoL, 2008). However, the challenges were not linked to normative legislation: Jordan had already ratified seven of the eight ILO core labour conventions on the rights of migrant workers<sup>33</sup>; but, admittedly, implementation had been poor.

The first steps taken by the Jordanian authorities were legal and institutional measures. Parliament amended the Labour Law in 2008, providing for the protection of still uncovered vulnerable groups such as domestic helpers and agricultural workers. In 2009, Parliament also endorsed legislation forbidding human trafficking, enforceable through the enhanced monitoring of immigration channels into Jordan and the employment contracts and working conditions of immigrant workers. It also

<sup>33</sup> These ILO conventions relate to forced labour, child labour and equal pay. For more information, see [www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200\\_COUNTRY\\_ID:103201](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200_COUNTRY_ID:103201)

established a National Anti-Trafficking Committee. Chaired by the Ministry of Justice, the Committee is a multi-sectoral committee composed of officials from the various ministries and government departments that play a role in combatting human trafficking. At the executive level, an Anti-Trafficking Unit within the Public Security Department of the Ministry of Interior was established, while the Ministry of Social Development has set up and runs shelters for the victims of trafficking.

### MISMES 7: Better Work Jordan (BWJ) programme

After taking the legal and institutional steps necessary to comply with international labour standards for immigrant workers, in 2008 Jordan also applied to join the ILO's Better Work programme<sup>34</sup>. The BWJ programme is operated jointly by the ILO (which provides expertise on labour standards) and the International Finance Corporation (IFC) (which specialises in private sector development), in cooperation with local stakeholders: representative associations of the QIZ garment factories<sup>35</sup>; the Ministries of Labour and Industry; and the General Trade Union of Workers in Textile, Garment and Clothing Industries (see BWJ, undated (a)).

MISMES 7			Implementer	Funder
Better Work Jordan (BWJ) programme			ILO, IFC and local partners (MoL, trade unions, the garment industry, etc.)	USAID, Human Resources and Skills Development Canada, US Department of Labour, MoL
Duration	Budget	Beneficiaries	Main activities	
2008–17	USD 5 300 000 (2008–13)	Workers of 65 QIZ garment factories, MoL inspectors	Assessment of workplace conditions; providing advisory and training services to employers, MoL inspectors and workers	

The objective of the BWJ programme is to improve the labour standards and competitiveness of the garment-making enterprises located in the QIZs, where three-quarters of the workers (45 000 workers) hail from South and South-East Asia, by offering them assessments, training and advice on how to comply with core international labour standards and national labour laws in relation to the following fields: child labour; (wage) discrimination on the basis of race, colour or origin; forced labour (including sexual harassment and physical violence); freedom of association; contracts and human resources (recruitment procedures); occupational safety and health; and working hours<sup>36</sup>.

The programme also provides training to the Ministry of Labour's inspectors, employers and employees with regard to making practical improvements and mediation with other stakeholders, including the government, international buyers and the union. Ultimately, the BWJ programme's goal is to expand decent work opportunities in global supply chains.

Initially voluntary, the participation of the QIZ garment factories in the BWJ programme became mandatory in 2011, with the aim of increasing the garment industry's exports and attracting more

<sup>34</sup> The ILO launched the Better Work programme in 2007 after the success of the [ILO Better Factories project in Cambodia](#). It is now running in several countries worldwide besides Jordan, including Cambodia, Haiti, Lesotho, Indonesia, Vietnam, Nicaragua and Bangladesh. For more information on the programme in Jordan, see <http://betterwork.org/where-we-work/jordan/>

<sup>35</sup> The Jordan Garments, Accessories and Textiles Exporters' Association, the Foreign Investors Association and the Chamber of Industries.

<sup>36</sup> The project has three components: (1) assessing participating factories against international core labour standards and national labour laws to identify compliance requirements and make recommendations on improving systems to support the proactive management of compliance; (2) providing advice and training to participating factories to improve compliance by increasing workplace cooperation; (3) engaging stakeholders at the sectoral level to ensure the long-term sustainability of factory improvements.

investment<sup>37</sup>. Today the programme covers 73 factories in QIZs (out of 80 across the country) and 65 000 workers (representing 97% of the garment sector, and with 69% of its employees being women). The sector accounts for over 90% of Jordan's apparel exports and 17% of the country's total exports (BWJ, undated (b)).

In 2014 the BWJ programme also established a multi-purpose service centre in the largest QIZ, the Al-Hassan Apparel Industrial Zone, as a way of improving the lives of its thousands of workers, the clear majority of whom (about 80% of its 15 000 workers) are Asian immigrants. The centre is equipped with a canteen and a computer lab and provides recreational and cultural opportunities, skills training, legal advice, mental health counselling and support in cases of gender-based violence. Similar centres are to be set up in 14 more QIZs. In its first six months of operation, services in the centre were extended to cater to over 1 000 workers per week (ILO, 2015c).

### MISMES 8: Enhancing the capacity of the Workers' Centre to serve the needs of immigrant workers

Following the setting up of the Al-Hassan multi-purpose centre by the BWJ programme, in 2015 the ILO further improved the services offered by the centre, with extra funding from the SDC and the UK Department for International Development (DFID). This resulted in the establishment of a fully-fledged Workers' Centre with improved human resources, administrative and financial systems and the capacity to train its staff in the areas of negotiation, conflict resolution and gender equality. Mental health and psychosocial services have been developed according to workers' needs, covering basic psychological training and non-specialised mental health and psychosocial services (including referral services), as well as counselling and case management.

MISMES 8			Implementer	Funder
Enhancing the capacity of the Workers' Centre to serve the needs of immigrant workers			ILO, Garment Union and NGOs	SDC and DFID
Duration	Budget	Beneficiaries	Main activities	
August 2015– January 2018	USD 710 413	Workers in the garment sector in the Al-Hassan QIZ (Irbid)	Enhancement of administrative, financial and human resources systems; providing health and psychosocial services, self-supported education, language and computer skills training, and recreational activities	

The aim behind the Centre was to empower apparel workers by improving their access to legal, psychosocial and educational services in areas including literacy and language skills, computer skills, basic administration and legal rights, and by providing a range of recreation facilities, including a canteen, a gym, a football field and a space for socialisation. The Al-Hassan Centre's experience serves as a sustainable model informing plans for subsequent centres. A second Workers' Centre will be established in the Ad Dulayl Industrial Park by 2018 (ILO, 2015c). As an 'umbrella' organisation covering all protection activities taking place in the QIZs, the BWJ programme has coordinated with other initiatives aimed at empowering migrant workers in the apparel industry.

<sup>37</sup> Today Jordan's garment industry accounts for 17% of the country's exports, with a value of over USD 1.5 billion in 2015. The sector is made up of 73 factories, of which 35 are engaged in exporting directly, 26 are subcontractors and 12 are satellite units – branches of large companies scattered across the country's rural areas to boost local employment. Most apparel factories are located in the 13 QIZs. Around 75% of the workforce is composed of migrant workers, most of them from South and South-East Asia. See <http://betterwork.org/where-we-work/jordan/bwj-programme/>



## MISMES 9: Integrated Programme on Fair Recruitment (FAIR)

MISMES 9			Implementer	Funder
Integrated Programme on Fair Recruitment (FAIR)			ILO, MoL	SDC
Duration	Budget	Beneficiaries	Main activities	
August 2015–July 2018	USD 3.8 million for the integrated programme	Migrant workers in Jordan, Tunisia, Nepal and the Philippines	Providing migrant workers with access to reliable information and services and disseminating global and national knowledge about recruitment and engagement with the media (pilot targeting migrant workers from Nepal)	

FAIR is an international programme that promotes fair recruitment practices globally and across specific migration corridors in North Africa, the Middle East and South Asia. It aims to demonstrate by 2018 that fair recruitment reduces the vulnerability of migrant workers and benefits both employers and workers. The target countries for pilot projects are Jordan, Tunisia, Nepal and the Philippines. Through this programme the ILO seeks to reduce deceptive and coercive practices during the recruitment process and decrease violations of fundamental principles and rights at work, as well as other human and labour rights. It aims to do this by establishing fair recruitment corridors to prevent the exploitation of migrant workers; providing migrant workers with access to reliable information and services; and disseminating global and national knowledge about recruitment and engagement within the media.

As a pilot, the ILO's FAIR initiative is currently being implemented to recruit Nepalese workers for Jordan's garment sector in a fair way, namely through procedures free from deceptive and coercive recruitment practices. A one-day workshop gathering together factory managers, members of the Jordanian Garments, Accessories and Textile Exporters' Association (JGATE) and buyers was organised in April 2016 in Amman to present this pilot programme (ILO, 2015d)<sup>38</sup>.

## MISMES 10: Migrant Workers Protection programme

Although not strictly placed within a skills-related field, this programme is included as a good example of improving the working conditions and labour rights of immigrant workers through various means. It was implemented by Tamkeen, a local NGO specialised in migrants' protection, and includes five types of intervention: documenting the situation and rights of migrant workers; empowering migrant community leaders to participate in advocacy and outreach efforts; integrating migrant concerns with social change agendas; raising awareness and capacity building among employers, recruitment agencies and the general public; and providing aid, advice and representation for victims.

MISMES 10			Implementer	Funder
Migrant Workers Protection programme			Tamkeen (local NGO on migrants)	Open Society Foundation, the Foundation for the Future
Duration	Budget	Beneficiaries	Main activities	
Underway since 2009	USD 40 000 (twice yearly)	Migrant workers	Monitoring and promoting migrant workers' rights; carrying out participatory outreach campaigns; collecting complaints and prosecuting wrongdoing employers	

<sup>38</sup> For more information, see [www.ilo.org/global/topics/labour-migration/projects/WCMS\\_405819/lang-en/index.htm](http://www.ilo.org/global/topics/labour-migration/projects/WCMS_405819/lang-en/index.htm)

As part of this programme, Tamkeen receives complaints from migrant workers concerning violations of rights and resolves their cases either through litigation or reconciliation efforts with the parties concerned. In 2015 Tamkeen directed 86 individual and collective cases of suspected ‘human trafficking’ to the Anti-Human Trafficking Unit. These cases involved 146 male and female migrant workers from nine nationalities. The alleged victims were operating mainly in the domestic work sector (76 female workers), the textile sector (54 male workers) and the agricultural sector (14 male workers). In 45 cases a settlement was reached (Tamkeen, 2016). Moreover, Tamkeen’s legal activities on behalf of migrant workers has also led to holding the government responsible for violations against migrant workers (Kalash, 2015). The results of these ongoing measures are mixed. While migrants’ working conditions in QIZ factories are said to have generally improved, cases of mistreatment, dirty and overcrowded dormitories, and retention of passports regularly surface in the media (Tamkeen, 2015).

### MISMES 11: Migration and Governance Network (Magnet) programme

This is a regional project which was implemented by the ILO in 2012–2015 in Jordan, Lebanon, Yemen and the GCC states to improve the protection of migrant workers and combat human trafficking. Due to the inequalities arising from the employer-driven *kafala* system for immigrant workers, the programme focused on migrant workers in different sectors and implemented activities related to regional data management, research and policy reform, service delivery to migrant workers, and capacity training programmes for key stakeholders<sup>39</sup>.

MISMES 11			Implementer	Funder
Migration and Governance Network (Magnet) programme (Jordan, Lebanon, Yemen, GCC)			ILO	SDC (main donor)
Duration	Budget	Beneficiaries	Main activities	
1 December 2012– 31 May 2015 (closed)	USD 3.1 million, for all countries	Destination governments, trade unions, civil society organisations, media professionals, migrant workers	The generation of data and information that facilitate and/or enhance the mechanisms of migration policies; making recommendations for the improvement of migrants’ working conditions; and training media professionals, inspectors and civil society organisations	

This programme helped government bodies and civil society organisations by developing a training package to improve access to justice for migrant workers; providing training to inspectors (and civil society actors) in detecting deficits in decent work for domestic helpers; making recommendations on domestic workers’ rights in terms of insurance schemes and income; establishing safe houses for victims of abuse; organising regional conferences on the protection of domestic workers (in particular making stakeholders aware of ILO Convention 189 and its recommendation 201, which Jordan has not signed). It was also reported that a database was developed to monitor migration trends, but no evidence was found to confirm this.

### MISMES 12: Domestic Workers Solidarity Network

This is a small initiative which attempted to bring about change in migrant workers’ workplaces by empowering them through self-support strategies. Since 2014 the Solidarity Center, the largest global workers’ rights organisation, based in the United States, has endeavoured to organise domestic helpers of various nationalities into self-support networks to combat human trafficking and assist victims of abuses.

<sup>39</sup> For more information, see [www.ilo.org/beirut/projects/WCMS\\_222976/lang--en/index.htm](http://www.ilo.org/beirut/projects/WCMS_222976/lang--en/index.htm)

MISMES 12			Implementer	Funder
Domestic Workers Solidarity Network			Solidarity Center (US NGO), Adaleh (local NGO)	Catholic Relief Services
Duration	Budget	Beneficiaries	Main activities	
October 2014–August 2016	Not available	42 community leaders of domestic workers	Providing training to domestic workers' leaders from the largest communities in Jordan covering workers' rights and anti-human trafficking; helping domestic workers to find legal assistance and building worker networks; establishing a legal clinic to assist the networks	

The initiative first started with the identification of community leaders among (foreign) domestic workers (Filipinos, Bangladeshis, Sri Lankans and Indonesians) and training them in such areas as migrant workers' rights, anti-human trafficking, helping domestic workers to find legal assistance and building worker networks. Forty-two such leaders participated in the training and formed a core group that has been meeting monthly to discuss with other domestic workers any issues related to their situation in Jordan. From October 2014 to August 2016, this initiative benefitted from the support of Adaleh, which established a 'legal clinic' (operational after every meeting) designed to handle domestic workers' legal issues. Since the official closure of the project, Adaleh has continued to provide legal aid to the domestic workers involved on an ad hoc basis. By August 2016, some 200 domestic workers had sought assistance from the 'legal clinic'. In parallel, a workers' rights network including migrant workers from Bangladesh, Indonesia, the Philippines and Sri Lanka, the first of its kind in the Arab world, was also formed (Connell, 2015).

## 2.4 Measures for refugees and asylum-seekers in Jordan (MISMES 13–35)

There has been a large number of measures and activities to support Palestinian, Iraqi and Syrian refugee groups residing in Jordan, with many of them focused on improving their skills, thus enhancing their employability, or facilitating their employment. It is beyond the scope of this report to identify all of these measures. For instance, today there is no institutional memory of most of the skills training projects that have been implemented for the Iraqi refugees since 2003. Likewise, many projects were implemented under the 'skills training' label, but, until very recently, were not directly linked to the refugees' employability (i.e. the Government's decision to allow Syrians access to the formal labour market from February 2016).

This report maps the most significant and/or still active measures that are directly intended to promote refugees' professional integration into the local labour market. The following sub-sections identify and review all the significant MISMES initiatives carried out in the field TVET and to intended to facilitate the employment of all these refugee groups, as well as, to a lesser extent, impoverished Jordanian members of host communities (as an applied rule in all projects). Overall, 21 MISMES initiatives are identified as targeting the refugees. They are classified according to two types:

- technical and vocational training measures, including life skills (MISMES 13–24);
- employment measures, sometimes preceded by skills training (MISMES 25–35).

### 2.4.1 Formal technical and vocational training, including life skills (MISMES 13–24)

It is important to highlight the special position of the Palestinian (and ex-Gazan) refugees compared to the treatment of two other groups (Iraqis and Syrians). Since 1950, the UNRWA has been the main service provider of basic education, TVET and teacher education for Palestinian refugees, as well as for displaced 'ex-Gazans'. In terms of skills training, the UNRWA owns and runs two community colleges which also host vocational training centres (MISMES 13), one faculty of Educational Sciences and Arts (MISMES 14), and many community centres focused on the special needs of Palestinian refugees (MISMES 15).

Iraqi and Syrian refugees have also received technical/vocational and language training since 2003 and 2012, respectively. Given the lack of refugee access to the formal labour market (until February 2016 in the case of the Syrian refugees), major initiatives from the international and local stakeholders have remained limited and 'hidden' behind the 'life/soft skills training' label. Nevertheless, a small number of Iraqi and Syrian refugees have benefitted from the courses provided by the Vocational Training Corporation (VTC), the majority of whom were subsidised by various international organisations (including UNICEF, IOM, UNHCR, Questscope, UN Women) and the private sector.

The number of Iraqi refugees registered with the VTC from 2009 to (May) 2016 was 737, with 249 Syrian refugees registered from 2013 to (May) 2016, either as mere referrals or as part of specific programmes/projects (see the initiatives by Care International and GIZ outlined below). It is to be noted that most of the Syrian refugees (193 persons) were registered after Jordan's decision to allow them access to its formal labour market. At the other end of the educational spectrum, there have been other initiatives to improve young people's employability profile through intensive language skills training and higher education opportunities (MISMES 22–23).

#### MISMES 13: UNRWA technical and vocational education and training programmes

Since 1961 the UNRWA has run two community colleges which also host vocational training centres (Amman Naour and Wadi Sir). These two centres each host around 1 200–1 400 students per year. Privileged access and material advantages (free accommodation and free daily meals) are given to the poorest and most vulnerable applicants on the basis of a 30% quota – comprising, for example, poor refugees benefitting from the UNRWA's Social Safety Net programme (hardship cases that represent 2.8% of all refugees) or Jordan's National Aid Fund cash programme, 'ex-Gazans', and disabled applicants. Conversely, about 28% of the students in the technical stream who come from relatively well-off households have been included in a parallel education programme (*mouwazi*) that charges a reduced accreditation fee to cover its running expenses (from the school year 2009–2010). For the remaining 72% (including the 30% who are poor and vulnerable refugees), training is provided free of charge (interview with the UNRWA in June 2016).

MISMES 13			Implementer	Funder
UNRWA technical and vocational education and training programmes – two community colleges and VET centres (Amman Naour and Wadi Sir)			UNRWA	International donors (mainly EU and USA)
Duration	Budget	Beneficiaries	Main activities	
Since 1961 (in Jordan)	USD 7.5 million yearly	Palestinian refugees, including non-Jordanian 1967 'ex-Gazans', annually 1 200–1 400 students in each centre	Training refugees in vocational and technical skills to become skilled/semi-skilled professionals; providing employment support to graduates through the UNRWA's Placement and Career Guidance Unit	

In 2014, 2 451 students (42% of whom were women) were enrolled in the TVET programmes, either in the Amman Naour Training Centre (1 052 students), which is oriented towards paramedical professions, business management, and training hairdressers and beauticians, or in the Wadi Sir Training Centre (also located in Amman) (1 372 students), which specialises in providing building, mechanics and electrical courses. These students are among the over 3 000 candidates who were selected on the basis of their motivation and their school attainment at the end of basic schooling (for vocational training courses) and at the baccalaureate (for technical training) (see below). The training curriculum applied in each centre follows the Jordanian national curriculum for both vocational and technical training programmes (UNRWA, 2014; 2015).

- **The technical/semi-professional programme** implements the curriculum of the Balqa Applied University, which operates as an umbrella institution for Jordan’s community colleges. It provides two-year courses at college level for secondary education graduates (aged 18 and above). Subjects include technical engineering, industrial electronics, solar energy, quantity surveying, computer technology, civil engineering, business and administration, and other post-secondary technical specialties. One sixth of the courses are devoted to general instruction in such topics as the English language, computer literacy, applied mathematics and general science, in addition to the Arabic language and national and Islamic culture. Graduates from these courses can progress to university by passing a comprehensive exam or seek employment.
- **The vocational training programme** implements the curriculum of the VTC. It provides two-year trade courses for lower secondary graduates (post-10th grade, aged 16–18) in the fields of construction (carpentry, masonry, decoration, etc.), air conditioning and central heating, mechanics (diesel and heavy machines, light machines like cars, general mechanics), electricity (general electric, air-conditioning and refrigeration, etc.), medical and commercial courses, including hairdressing and beautician skills, as well as traditional women’s crafts. In addition, they provide shorter courses of one year (pipe fabrication, computer maintenance and data processing) and of four months (TV and mobile repairs, electrical installations) that target young dropouts (up to 29 years) who did not pass the 10th grade. Many of the latter are said to be ‘ex-Gazans’. These labour-market oriented short-term courses involve 25% of all the VET students.

The Placement and Career Guidance Unit operating under the TVET programme collects all data related to graduates and matches them with interested employers, be they in Jordan or in the surrounding region. However, the unit follows up these graduates only during the first year, which makes it difficult to trace the professional route pursued by former graduates (the Gulf States only recruit Jordanians with a minimum of one year’s experience).

#### MISMES 14: UNRWA Faculty of Educational Sciences and Arts

MISMES 14			Implementer	Funder
UNRWA Faculty of Educational Sciences and Arts			UNRWA	International donors (mainly EU and USA)
Duration	Budget	Beneficiaries	Main activities	
Since 1971	Not available	Palestinian refugees, including non-Jordanian 1967 ‘ex-Gazans’	Education and training of teachers	

The UNRWA established its Faculty of Educational Sciences and Arts in Jordan in 1971 with the aim of preparing qualified teachers to teach in the basic (elementary and preparatory) stages of its own schools. With the passing of time, the faculty started to train teachers not only for the UNRWA education programme but also for Jordan’s public and private schools. The faculty also targets

qualifying in-service UNRWA teachers who are holders of the two-year community college diploma to study for a Bachelor's degree. In January 2015, it accommodated 1 295 trainees (UNRWA, 2015).

### MISMES 15: UNRWA Social Services

The UNRWA established community-based organisations in the early 1950s to serve marginalised young men, women and disabled persons residing in refugee camps through social, recreational and cultural activities. In the late 1980s, the Women's Programme centres were reborn in Jordan's 10 Palestinian refugee camps as semi-autonomous, non-governmental organisations (UNRWA, 2015)<sup>40</sup>.

MISMES 15			Implementer	Funder
UNRWA Social Services			Women's Programme centres, Community Rehabilitation Centres, youth activity centres, all under the UNRWA umbrella	International donors (mainly EU and USA)
Duration	Budget	Beneficiaries	Main activities	
Since 1971	About USD 50 000 per year from the UNRWA	Palestinian refugees, including non-Jordanian 1967 'ex-Gazans'	Social services for camp refugees mainly, including life skills training	

The Women's Programme centres have extended the range of services offered (in exchange for minimal fees) to capacity-building activities including, among others, legal literacy, IT knowledge, life skills and income-generating projects. With regard to the many refugees or displaced persons with a low level of education, including among the 'ex-Gazans', such activities are considered likely to enhance the employability of job-seekers. Participants are mainly camp dwellers, but non-camp dwellers (refugees or Jordanians) may also participate. The Community Rehabilitation Centres for disabled persons have followed a similar trend; however, their activities are more medically oriented. Finally, since 1987 the youth activity centres have fallen under the supervision of Jordan's Higher Council for Youth, and their activities are mostly cultural.

### MISMES 16: Community Development and Support Programme (Care International)

Within this programme, Care International has been providing TVET to both Iraqi refugees (since 2003) and Syrian refugees (since 2011) as a means of improving their skills and their future livelihood opportunities and income<sup>41</sup>. However, it does not provide training itself: it subsidises Iraqi and Syrian refugees interested in receiving such training and refers them to specialised NGOs and governmental agencies, such as the VTC.

<sup>40</sup> In Jordan, they are registered neither with the host government, nor with the UNRWA. However, the Agency still appoints their Local Administrative Committee members, supports them financially and technically, and strictly controls their administrative and project activities.

<sup>41</sup> Care International started operating in Jordan as part of the response to the Palestinian refugee crisis in 1948.

MISMES 16			Implementer	Funder
Community Development and Support Programme			Care International, VTC	Canada and other international donors
Duration	Budget	Beneficiaries	Main activities	
Since 2003: Iraqis Since 2013: Syrians	Not available	Iraqi and Syrian refugees as well as vulnerable Jordanians	Referral to the VTC and specialised agencies for vocational and technical training and life skills coaching, inside and outside Azraq camp	

Through this programme in 2012–13, 500 young Iraqi male and female refugees have benefitted from various life skills and vocational training in such sectors as hairdressing and make-up for women and mobile maintenance and computer skills for men. Since 2013, Care International's focus has been on the Syrian refugees both inside and outside camps. Since 2016, the organisation has referred 155 young Syrian refugees to the VTC centre in Marka (the hotel and tourism trades) and Amman (other technical trades). In its social centres inside and outside the Azraq camp, where it operates, young refugees and women also receive life skills training.

### MISMES 17: Support for the Jordanian host communities in response to the Syrian refugee crisis through Water Wise Plumbers (GIZ)

MISMES 17			Implementer	Funder
Support for the Jordanian host communities in response to the Syrian refugee crisis through Water Wise Plumbers			GIZ, VTC and the Ministry of Water and Irrigation	German government, Bavarian state
Duration	Budget	Beneficiaries	Main activities	
2014–16 (extendable)	EUR 1.55 million	Syrian refugees and vulnerable Jordanians in Amman and Irbid	Plumbing semi-skilled training courses for Syrian refugees and vulnerable Jordanians (over 300 women and men)	

Launched in October 2014 in the Irbid and Amman governorates, which are deeply affected by the influx of Syrian refugees, this project has been run by GIZ, in partnership with the Ministry of Water and Irrigation and the VTC. While contributing to water conservation by training Syrian refugees and Jordanian men and women in plumbing activities at the semi-skilled level (pipe repairs), the programme's social and economic benefits are also obvious: it promotes the development of the trainees' technical skills and enhances their employability and ability to integrate in the job market. This is especially true of Jordanian and Syrian refugee women, who, through this programme, can boost their social status within their communities. In April 2016, the number of trainees had reached 227, comprising 125 women (50% of whom were Syrian) and 102 men (38 of whom were Syrian). The number of trainees had reached 300 by the end of 2016. The breakdown of figures between Jordanian and Syrian trainees (61% and 39%, respectively) indicates that this is actually more of a 'host community project' than a 'refugee project' (GIZ, 2016).

The project was tailored to the social context of the women involved and their limited availability in terms of time: instead of the six months generally required for a semi-skilled training programme, GIZ introduced a two-month intensive course operated by the six VTC training centres under the direct supervision of a German chief trainer. The project funded the training costs of all participants, as well as additional equipment and materials. At the end of the training, the graduates are awarded a VTC

certificate in plumbing. They also receive a symbolic GIZ certificate which may enhance their profile among employers (interview with GIZ in June 2016).

In addition to plumbing, trainees are coached in managerial skills to help them start their own micro-businesses. GIZ has also encouraged female trainees to set up their own cooperatives in order to position themselves more effectively in a labour market dominated by men (GIZ, 2016). In June 2016, one such GIZ-monitored cooperative had been established in Amman and a second one was expected to open in Irbid. Some graduates have even created their own cooperative or opened their own business without any external support, delivering plumbing services for money or in exchange for benefits in-kind. According to GIZ, seeing half of the trainees working in plumbing after graduation would be a marker of success (see Chapter 3 for an interim evaluation of the project). At any rate, the project seems to have shaken a widely held traditional view – that Jordanian women are averse to manual work and work outside the public sector in general – and in fact proved the opposite.

### MISMES 18: Skills training centres in the Syrian refugee camps of Zaatari, Emirati and Azraq (NRC)

Focusing on the three Syrian refugee camps (Zaatari, Emirati and Azraq), the Norwegian Refugee Council (NRC) has provided vocational training opportunities in the fields of tailoring, electrical wiring, plumbing and carpentry, welding, IT, beauty treatments and hairdressing, as well as business and management skills and support classes in Arabic, mathematics and life skills. Two of the NRC’s courses in Zaatari camp – basic management courses and plumbing/carpentry training – have been accredited by the City & Guilds Group<sup>42</sup>. The number of trainees varies from between one and two thousand in the Zaatari and Azraq camps to a few hundred in the smaller Emirati camp. NRC skills training centres have also become graduation centres where the refugees can work on camp projects, for instance carrying out repairs in the schools.

MISMES 18			Implementer	Funder
Skills training centres in the Syrian refugee camps of Zaatari, Emirati and Azraq, under the Youth Programme			NRC	UNICEF (behind various international donors such as DFID)
Duration	Budget	Beneficiaries	Main activities	
Since 2013	Not available	Syrian refugees in the camps of Zaatari, Emirati and Zarqa	Life skills and vocational training for the young refugees in the camps (aged 16–24)	

### MISMES 19: Sustaining Quality Education and Promoting Skills Development for Young Syrian Refugees in Jordan

This four-year programme (January 2013–December 2016), funded by the EU (EUR 4.3 million) and managed by UNESCO, provided essential education and training opportunities for Jordanian and Syrian refugees with limited opportunities for schooling (1 300 young people in total). It was implemented by seven different partners and included two sub-projects focusing on skills development. The first sub-component focused on ‘teacher professional development’, while the second related to ‘access to informal education, non-formal education and youth mentoring’. The latter is taken here as a MISMES since it responded to young people’s need to access learning opportunities after basic education, including key life skills (self-confidence, career planning, workplace readiness and teamwork) (information exchange with UNESCO Amman office, February 2017).

<sup>42</sup> A UK-based international firm which specialises in global skills development. See [www.cityandguildsgroup.com/](http://www.cityandguildsgroup.com/)



MISMES 19			Implementer	Funder
Sustaining quality education and promoting skills development programme (two sub-projects)			UNESCO (programme manager) + seven partners: Al Quds Community College as training provider in second sub-component	EU (4.3 million) + additional funds from Korea and the Walton Family Foundation
Duration	Budget	Beneficiaries	Main activities	
January 2013–December 2016	EUR 4.3 million + other funding	Young Syrian refugees and Jordanians from vulnerable host communities (1 300 young people in total)	<p><i>Certified skills development project:</i> a one-year internationally accredited diploma (BTEC level 3) programme in Al Quds College for 400 vulnerable young people (mixed)</p> <p><i>Youth mentoring project:</i> six months of mentoring, training and referral opportunities for 400 Syrian young people from the Zaatari refugee camp</p> <p><i>Four-month training</i> in job readiness, career counselling and life skills for 500 young Jordanians from Mafraq, Zarqa and Amman</p>	

In the ‘certified skills development programme’, 400 vulnerable Jordanian and Syrian refugee young people (from host communities and Zaatari refugee camp) received one year’s training in Al Quds Community College, from December 2015 to December 2016. The programme was equivalent to ‘A level’ standard, providing an internationally accredited diploma (specialist qualification) and the possibility of progression to employment or further education. The selected young people (70% of whom were Syrian refugees) studied in one of five fields: construction and the built environment; hospitality; art and design; engineering; graphic design; and creative media production. In addition to the 90 credits available in learning and work-related practice in the field, trainees could also receive training in the English language, computers, study skills and life skills<sup>43</sup>. On graduation the students received the Business and Technology Education Council level 3 (BTEC 3) diploma, which is internationally recognised and certified by Pearsons<sup>44</sup>. With additional funding from the Korean government, another 250 young people will complete the same programme in Al Quds College, starting in November 2016.

In the ‘Youth mentoring project in Zaatari refugee camp’, 400 young Syrian beneficiaries from Zaatari refugee camp received six months of mentoring, training and referral opportunities (from April 2016 to October 2016). The programme was interactive, encouraging young people to work in teams to promote positive social bonds, and deepening understanding among peers. It also included a strong psychosocial component, with specific lessons focused on conflict management, accepting others and strengthening interpersonal relationships among young people. Another key element was the integration of volunteering, along with the formation of community-based projects, to apply what young people learned during training and to reflect positive behaviour and commitment at the community level. As part of the training, participants learnt how to develop ideas, make plans and implement community service projects as well as creating their own income-generating project (interview with UNESCO, June 2016).

<sup>43</sup> According to the UNESCO representative, most students came from the host communities, but 120 Syrians travelled on a daily basis from Zaatari camp to Amman to participate in these extra semi-professional training activities.

<sup>44</sup> A British multinational education and publishing company headquartered in London.

A third complementary project implemented by UNESCO was a ‘four-months’ training in job readiness, career counselling and life skills’ for 500 young Jordanians affected by the Syria crisis in Mafraq, Zarqa and Amman. This initiative was funded by the Walton Family Foundation. The recruitment of trainees for all the projects was made through media campaigns on Facebook and in local media. Selection criteria were the candidates’ performance in IQ and English and Arabic language tests and their socio-economic background: preference was given to the most vulnerable refugees (disabled and/or poor refugees for instance) and gender parity was respected. All trainees were subsidised by the programme.

It is important to emphasise the successful part played by Al Quds Community College in this programme. This is a private technical college owned by Luminus Education<sup>45</sup>. The college has demonstrated significant flexibility in adjusting their programmes to the needs of refugees and vulnerable groups. For example, many trainees had not attained the baccalaureate level and therefore could not attend the two-year post-tawjihi ‘standard’ education programmes. In response, the college provided shorter semi-professional training courses for this group, ranging from three months to one year. It has trained 600 Syrian refugees and Jordanians in its colleges across the country, and 400 Syrian refugees in the Zaatari camp. According to the college staff, it could accept up to 2 000 Syrian trainees and affected Jordanians. This number is achievable because of Jordan’s agreeing to allow Syrian refugees to enter the formal job market (interview with Al Quds college, June 2016).

### MISMES 20: Informal Education Programme for Syrian and Jordanian adolescents/youth

Focusing on the adolescents and young people among the Syrian refugees and Jordanian dropouts who could not reintegrate formal education, in 2012 Save the Children set up an ‘Informal Education Programme’. The programme operates six Youth-Friendly Spaces for refugees aged between 12 and 24 in host communities, with three such spaces located inside the Zaatari camp to provide informal education, including structured training in basic interpersonal skills, employability skills, financial literacy, managing savings and lending, and on-the-job training for skilled students.

MISMES 20			Implementer	Funder
Informal Education Programme for Syrian and Jordanian adolescents and youth (12–24 years old)			Save the Children	Not available
Duration	Budget	Beneficiaries	Main activities	
Since 2012	Not available	Syrian refugees and underprivileged Jordanian young people	Structured training in basic interpersonal and employability skills, financial and market literacy, managing savings and lending, and on-the-job training for skilled students	

### MISMES 21: ‘Makani – My Space Approach’ – holistic soft and life skills training

Since 2014, UNICEF together with a local partner, the Jordanian Hashemite Fund for Human Development (JOHUD), have run a holistic ‘soft and life skills training’ initiative for children and young people (aged 10–24) from the Syrian refugee (80% of participants) and host communities (20%). This initiative is based on the methodology of the ‘Makani – My Space Approach’, which was developed in 2003 as a manual on life skills for Iraqi refugees<sup>46</sup>. Makani is a holistic approach aimed at empowering

<sup>45</sup> Luminus Education is a subsidiary of the Luminus Group (a private shareholder company based in Amman). It includes Al Quds College, Arcana Training Centre, Bella Amman and the SAE Institute. Its vision is to provide international education services tailored to the needs of the labour market for countries in the Middle East. See [www.luminuseducation.com/quds/al-quds-college](http://www.luminuseducation.com/quds/al-quds-college)

<sup>46</sup> See Guidance Note on Makani, ‘Comprehensive child protection, education, youth empowerment and psychosocial support approach’ at: [www.unicef.org/jordan/Makani\\_Guidelines\\_English\(1\).pdf](http://www.unicef.org/jordan/Makani_Guidelines_English(1).pdf)

children and young people in a wide range of areas to promote their integration. It includes various previously uncoordinated activities in the fields of educational and psychosocial support as well as life skills. The approach is implemented in 220 centres across the country, mostly by JOHUD plus 20 other local institutions<sup>47</sup>.

MISMES 21			Implementer	Funder
'Makani – My Space Approach': holistic soft and life skills training for children and young people aged 10–24			UNICEF, JOHUD (and 20 other local and international partners)	EU, Canada, UKAid, Germany, the Netherlands, Korea
Duration	Budget	Beneficiaries	Main activities	
Since 2014	USD 200 000 (USD 429 per child/per year)	Syrian refugee and Jordanian children and young people outside refugee camps	Informal education for children and life skills training for adolescents (10–24 years old), including self-management, cognitive, social and collective action/civic skills	

The life skills segment of Makani includes self-management skills (self-awareness, self-esteem and confidence), cognitive skills (creative and critical thinking, problem solving); social skills (listening, communicating, understanding, negotiation) and collective action/civic skills (planning, teamwork, leadership, campaigning). Vocational training activities such as painting on glass or wood, soap making, weaving and flower making are also delivered to participants over 18 years old. In 2014–2015, some 14 000–15 000 young people received such informal life skills training. All these services are considered 'informal training' by the Jordanian authorities and are therefore not certified in Jordan. Yet, Syrian refugees whose children are dropouts consider them as an alternative to formal education that is likely to enhance their employability in the future.

### MISMES 22: Delivery of language/academic skills and distance education (British Council)

Under the EU programme 'Provision of Higher Education to Syrian Youth Affected by the Crisis in Syria and in Jordan', the British Council was granted EUR 4 million to deliver English and academic skills training and distance education. The target group is young Syrian students and disadvantaged Jordanians in host communities aged 18–30, who have dropped out of formal education, with the goal of getting them back into higher education. Full scholarships for distance education programmes leading to a recognised certificate (at the level of diploma, or Associate or Bachelor's degree) are to be granted to hundreds of young adults.

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<sup>47</sup> Jordanian institutions include the Ministry of Education, the Ministry of Social Development, the Higher Council for Youth, as well as the following NGOs: JOHUD, Madrasati, Islamic Charity Society, East Amman Charity, Yarmouk Baqaa Camp Club, Save the Children Jordan, and the Middle East Children's Initiative. Other international NGOs involved are Relief International, Mercy Corps, the Norwegian Refugee Council, the International Youth Foundation, Terre des Hommes, International Medical Corps, Save the Children International, and Generations for Peace.

MISMES 22			Implementer	Funder
Delivery of English language and academic skills programme and distance education for young adults aged 18–30			British Council	EU Programme ENI/2014/037732
Duration	Budget	Beneficiaries	Main activities	
August 2015–November 2018	EUR 4 million	Syrian refugees and vulnerable Jordanians in host communities	Language training; providing accredited higher education courses, including the supply of computers to students, and (non-accredited) online courses	

Between September 2015 and June 2017, some 3 100 young people will have received a 12-week language and academic skills courses in English (as well as in French or German), which are tested in APTIS or IELTS exams. From January 2016 until August 2018, the best 350 students are selected to follow accredited higher education courses at the UK-based Open University and at the Talal Abu Ghazaleh International University (TAG). These 350 students are supplied with computers to pursue their accredited courses. Another 400 students are eligible to attend shorter Massive Open Online Courses (MOOCs).

### MISMES 23: Delivery of programmes of higher education in Jordanian institutions

Under the same EU programme, 'Provision of Higher Education to Syrian Youth Affected by the Crisis in Syria and in Jordan', the German-Jordanian University (together with Al Quds Community College, Yarmuk University and Zarqa University) was granted EUR 4 million to provide Syrian and Jordanian young people with technical and academic education. Overall, the project planned the delivery of higher education to enable 10 Syrian students to pursue MBAs, 200 Syrians to achieve BAs, 80 Syrians to gain Associate degrees (HND 5), and 100 Jordanians to pursue Master's and Bachelor's degrees, together with the provision of travel costs, study materials and living allowances.

MISMES 23			Implementer	Funder
Delivery of programmes of higher education in Jordanian higher education institutions			German-Jordanian University, Al Quds Community College, Yarmouk University, Zarqa University	EU Programme ENI/2014/037732
Duration	Budget	Beneficiaries	Main activities	
November 2015–November 2019	EUR 4 million	Syrian refugees and Jordanian young people from the host communities	<i>Universities:</i> the provision of higher education studies to the Syrian and Jordanian holders of baccalaureates <i>Al Quds College:</i> the provision of two-year technical and semi-professional training, ending with an Associate degree (higher national diploma – HND)	

Since 2014 the Al Quds Community College has accepted many vulnerable young Syrian refugees (70%) and Jordanian dropouts from host communities (30%) for training under this EU programme, in addition to the other EU-funded programme managed by UNESCO (see MISMES 19). In this programme, the college accepted 80 Syrian refugees to attend the standard two-year technical and semi-professional programmes, ending with an Associate degree (higher national diploma – HND). Three other universities have provided higher education programmes, as listed above.

## MISMES 24: Educational services for adult refugees

Since 2012 the Jesuit Refugee Service has provided two types of free courses to adult refugees, most of them hailing from Iraq and Sudan (70%), with a minority of Somali, Yemeni and Syrian refugees, and Jordanian citizens (30%). Firstly, the Service offers English literacy courses of four months' duration at elementary, medium and high levels, which are delivered to about 200 students per year. Secondly it provides online higher education courses lasting between six months and three years, which are delivered to about 21 candidates per year through the Jesuit Commons: Higher Education at the Margins, a network of Jesuit universities, including Georgetown University. Successful graduates are awarded an undergraduate diploma in translation (after six months) and in liberal studies (in the US system a General Arts degree), with courses in science, sociology and intercultural communications, among other subjects.

MISMES 24			Implementer	Funder
Educational services for adult refugees			Jesuit Refugee Service	Private donors
Duration	Budget	Beneficiaries	Main activities	
Since 2012: English courses Since 2013: higher education	USD 200 000	Adult refugees of all nationalities (mainly Iraqis and Sudanese) and Jordanians	English language courses and online higher education programmes	

Out of the 21 candidates registered for the higher education programme in 2012, seven graduated but 10 were resettled outside Jordan during the process. The Jesuit Refugee Service programmes are recognised abroad, and higher education graduates willing to resettle in Canada may also benefit from scholarships granted by World Degree Services in Canada: 10 graduates, certified by the Jordanian academic authorities, availed themselves of that opportunity in 2016. According to the Jesuit Refugee Service staff, participation in the programme instils life and academic skills in the participants, thus enhancing the refugees' employability in Jordan. Graduates may also use their experience to obtain more rewarding or better paid jobs. Their services are still continuing.

### 2.4.2 Employment measures, sometimes preceded by skills training (MISMES 25–35)

The employment opportunities in the camps differ markedly from those in the host communities. Since 2014, several initiatives have sought to provide daily work activities for the most marginalised segment of the Syrian refugee community – the camp refugees. Due to the few opportunities available in the camps and Jordan's reluctance to encourage the refugees to take up employment, such work activities have mainly consisted in voluntary cash-for-work initiatives in the field of construction work, handicrafts/traditional trades and cleaning/garbage collection<sup>48</sup>. There are some 6 400 'cash-for-work' labourers in the camps, mainly operating in the largest and oldest camp at Zaatari – amounting to 8% of its population or 6 209 persons (UNHCR, 2016)<sup>49</sup>. Most of these schemes do not include any skills-

<sup>48</sup> One may also add that Syrian teachers are allowed to work as assistant teachers in the camps' schools. In addition, access to the formal labour market mainly concerns those Syrian refugees living outside refugee camps. Only between 2 000 and 3 000 special work permits have been delivered to the refugees of the Zaatari camp (about 80 000 inhabitants; see the UNHCR portal: <http://data.unhcr.org/syrianrefugees/settlement.php?id=176&country=107&region=77>)

<sup>49</sup> The cash-for-work programmes are managed by several international organisations, including ACTED, Oxfam, United Nations Office for Project Services, Japan Emergency NGO (JEN), Save the Children, International Relief and Development, UN Women and Norwegian Refugee Council.

training dimension (street cleaning for instance). MISMES 25 and 26 provide illustrations of such employment initiatives in the refugee camps.

Outside the camps, most MISMES employment initiatives have remained at the pilot stage, but their numbers are expected to increase significantly after Jordan's 2016 decision to allow Syrian refugees access to the formal labour market (MISMES 27–35).

### MISMES 25: Incentive-based volunteering scheme in the Azraq camp

In the Azraq Syrian refugee camp, where roughly half of its (over) 27 000 residents are of working age (18–59 years old), Care International has launched an incentive-based volunteering scheme that enables NGOs to hire camp residents as skilled or unskilled volunteers on a temporary basis. So far, most camp refugees involved in the incentive-based volunteering scheme have been young males operating in sectors where they possess high levels of skills, namely construction and maintenance work. A rotation policy is pursued, which aims to involve the maximum number of refugees.

MISMES 25			Implementer	Funder
Incentive-based volunteering scheme in the Azraq refugee camp			Care International	Not available
Duration	Budget	Beneficiaries	Main activities	
Since 2014	Not available	Syrian refugees in the Azraq camp	Providing livelihood opportunities for refugees to use and develop their skills through voluntary (paid) work	

According to a recent assessment, the scheme provides approximately 440 skilled, semi-skilled and unskilled positions for the camp's population. Overall, some 3 700 camp dwellers (out of a total population of about 19 000 (at the time of the assessment) have been involved as volunteers in the scheme. While the scheme continues to address a major economic gap in the camp, opportunities fall short of meeting the demand for work. Especially worrying is the situation for women. This is also true in the other refugee camps. As a recent study on the cash-for-work programmes in the camps indicates, only 22% of the participants are women (UNHCR, 2016).

### MISMES 26: Hand in Hand (Eid bi Eid) project in 'Oasis' safe spaces for women and girls

Empowering refugee women by promoting their economic activity is precisely the rationale behind the 'Hand in Hand' project (Eid bi Eid in Arabic). The project is delivered in the three 'Oasis safe spaces for women and girls' in Zaatari camp, opened and managed by the UN Women Jordan and the World Food Programme. In these spaces, girls and women receive life skills training such as Arabic and English literacy lessons, computer classes, and courses in recycling and handicrafts. The 'hand in hand' project also acts as a cash-for-work programme, whereby women produce and sell clothing, handmade artefacts and jewellery made from recycled products to the camp visitors.

MISMES 26			Implementer	Funder
Hand in Hand (Eid bi Eid) project in 'Oasis' safe spaces for women and girls in the Zaatari refugee camp			UN Women, World Food Programme	Finland, Italy
Duration	Budget	Beneficiaries	Main activities	
Since 2012	Not available	Syrian refugee girls and women in the Zaatari camp	Daily training in literacy, computer skills, recycling and handicrafts and cash-for-work opportunities	

The Oasis centres also provide protection referral services, engaging men and boys in the prevention of sexual and gender-based violence. In addition, they also function as places where refugee women can communicate with one another and share solutions to common problems. According to UN Women, the three Oasis centres serve some 16 000 females refugees every year (UNHCR, 2016).

### MISMES 27: UNHCR Work Permit Pilot Project to Support Syrian Refugee Employment in Jordan's Apparel Industry

This UNHCR's project has been a 'door opener' for the collective integration of Syrian refugees into Jordan's formal labour market. From its inception in February 2016, its aim has been to arrange for 2 000 work permits to be issued to Syrian refugees to work in Jordan's QIZ apparel factories<sup>50</sup>. To encourage the employment of Syrian refugees, the UNHCR has offered to cover the total cost of the work permits for the first year, in the hope that this will act as an incentive for the factory owners to participate in the programme (interview with the UNHCR in June 2016).

MISMES 27			Implementer	Funder
UNHCR Work Permit Pilot Project to Support [skilled] Syrian Refugee Employment in Jordan's Apparel Industry			UNHCR, JGATE, ILO	Not available
Duration	Budget	Beneficiaries	Main activities	
Since February 2016	Not available	Skilled/semi-skilled Syrian refugees	Training and employment of 2 000 Syrian refugees in QIZ factories (specifically the garment export sector) within the ILO's Better Work framework	

However, the targeted employers have so far proved reluctant to replace experienced, disciplined and mostly childless Asian employees with Syrians, the majority of whom have no experience in factory work. Moreover, Syrian refugees seem to be unwilling to engage in such a demanding and low-paid occupation as factory work. Most factory owners prefer to hire young women, without providing an enabling environment that includes child care provision – for very low salaries (JOD 190). They also demand a minimum 48-hour working week with an expected overtime of two hours every day (to be paid additionally). All these factors have led to very low outreach. According to UNHCR estimates, fewer than 130 Syrian refugees have so far been employed in the QIZ factories and the retention rate is particularly low<sup>51</sup>.

### MISMES 28: Employment Intensive Investment Programme (ILO)

The ILO approached the Jordanian government with a number of different ideas and activities aimed at 'enhancing job opportunities and livelihoods for Syrian refugees and Jordanian host communities'. The first activities started in May 2015 with the Rural Infrastructure, Training and Employment (RITE) project, financed directly by the ILO, which demonstrated the viability of engaging small contractors to use the Employment Intensive Investment Programme (EIIP) approach to infrastructure improvement. Since February 2016, the ILO has been negotiating with the government concerning their involvement in the programme, which is funded now by the German Development Bank (KfW). Since July 2016, a 'public works scheme' has been developed to modernise rural and public infrastructure in the

<sup>50</sup> The UNHCR is collaborating closely with the ILO, the Ministry of Labour, the Ministry of Planning and International Cooperation, the Jordanian Garments, Accessories and Textile Exporters' Association as the main Jordanian employer association in the apparel sector, and with the individual employers, the Chamber of Commerce and other agencies.

<sup>51</sup> Attempts to encourage Jordanian women to work in apparel factories have also been relatively unsuccessful. At its conclusion, the UN WOMEN's pilot project, which aimed at placing Jordanian women in such factories, had a retention rate of eight out of 150 women hired.

governorates of Irbid and Mafrq, in which Syrian refugees and vulnerable Jordanians could be employed under short-term contracts (ILO, 2017b; interview with the ILO in June 2016).

MISMES 28			Implementer	Funder
Employment Intensive Investment Programme (EIIP) in Irbid and Mafrq			ILO and partners (Ministries of Interior, Public Works, Labour, Agriculture; Governorates of Irbid and Mafrq)	KfW Development Bank (Germany)
Duration	Budget	Beneficiaries	Main activities	
May 2015–February 2016 (test) July 2016–18	USD 8.1 million – soon to be upscaled to EUR 22 million	Syrian refugees, host communities	Short-term employment in rural infrastructure improvements within the framework of a ‘public works scheme’	

Within the programme, impoverished Syrian refugees and host community Jordanians are given short-term job opportunities for labour-intensive work activities in rural areas (e.g. road rehabilitation, terracing and reclamation, or building water catchment systems, agricultural feeder roads and public facilities). Since its inception, 8 300 short-term jobs, distributed equally among Syrian refugees and members of their Jordanian host communities, have been created (ILO, 2017b).

#### MISMES 29: Skills exchange programme between Syrians and Jordanians (UNDP)

Despite the generally low formal education levels of the Syrian refugees, many Jordanians recognise the value of specific skills sets that they possess in certain sectors, especially in low- and medium-skilled occupations. These skills sets include both technical and soft skills in such sectors as construction, agriculture, food preparation and processing, and the services offered by beauty salons. Using this as point of departure, in early 2016 the United Nations Development Programme (UNDP) launched a project to transfer those skills from Syrians to vulnerable unemployed Jordanians in the governorates of Mafrq, Irbid and Zarqa. The project included a training/mentoring programme between Syrians and Jordanians in the four sectors mentioned above, leading to the creation of businesses, while at the same time contributing to strengthening the cohesion between members of the two communities (interview with the UNDP in June 2016).

MISMES 29			Implementer	Funder
Skills exchange programme between Syrians and Jordanians in the governorates of Mafrq, Irbid and Zarqa in four sectors			UNDP	Danida (Denmark) and Japan
Duration	Budget	Beneficiaries	Main activities	
February–December 2016	USD 4 million	Syrian refugees, Jordanians	Transfer of skills from Syrian refugees to vulnerable Jordanians through training and mentoring in four sectors	

The project, the first of its kind in Jordan, replicated a similar programme which the UNDP had implemented in Syria in 2006–07, involving Iraqi refugees as trainers and Syrian nationals as trainees. The project is currently being carried out in coordination with the Jordanian government and the municipalities. In the first stage UNDP selected 250 skilled Syrians (based on their self-declared sector of expertise), who received one month’s training in pedagogic methods and adult learning. The UNDP also selected 500 unskilled Jordanians who were willing to undergo this training – with priority given to



the poor registered with the National Aid Fund. Thus, the ratio of participation was two Jordanians for one Syrian.

In the second stage, the trained Syrian refugees delivered a three-month training course to the Jordanians in their specific sectors of activity. Both Jordanian and Syrian participants receive JOD 220 per month as an incentive to participate in the programme. In the third stage, a certified local agency provides the Jordanian trainees with an additional two weeks' training on how to start a micro-business, culminating in the drafting of business proposals. The Jordanian trainees with the best proposals (half of them) are rewarded with a lump sum of JOD 2 500 to start their microbusiness. They are to be coached by the Syrian trainers for the first six months. This programme is in its third phase (September 2016) and may be extended beyond December 2016 for a second training/mentoring cycle, depending on the availability of new funds.

### MISMES 30: Assisting displaced Syrians and vulnerable Jordanians (Caritas)

Caritas has been one of the main organisations promoting, with EU funding, Syrian refugees' professional training and employment. This project started in August 2014 as a psychosocial support, peace ethics and basic life skills training venture for 1 200 underprivileged persons (70% of them Syrian refugees) in six different areas across Jordan to help them develop coping strategies and 'facilitate their return home for Syrians' (Caritas, October 2015). In a second phase, which started in March 2015, a two-week 'occupational' training for over 500 participants was added to the project, covering such activities as handicrafts, recycling, packing and labelling, soap and wax production, and food processing<sup>52</sup>. The fact that most trainees found intermittent work opportunities in the informal sector – a less than ideal outcome – prompted Caritas to reorient the project towards the creation of formal self-employment.

MISMES 30			Implementer	Funder
Assisting displaced Syrians and vulnerable Jordanians through professional training and employment			Caritas (and various local NGOs)	EU
Duration	Budget	Beneficiaries	Main activities	
2014–16 (closed)	EUR 1.3 million	Syrian refugees and vulnerable Jordanians	Training and supporting Syrian refugees' and Jordanians' home-based income generation projects	

As a follow-up measure, Caritas provided a course in business training, including assistance with writing business plans. Those with the best plans – a total of 127 participants – were invited to start up their home-based business in the activities of their choice. Most beneficiaries (70%) were women (being a female head of household was an asset in the selection process) who specialised in food processing, baking, hairdressing and handicrafts. They were encouraged to legalise their enterprises through the Ministry of Labour and received legal and technical guidance, equipment and materials to start their businesses, as well as financial support through the payment of maintenance costs. In addition, Caritas monitored the businesses on a monthly basis and provided technical advice as required. It still follows up on the 127 home-based businesses since the closure of the project in September 2016.

<sup>52</sup> The instruction was delivered by Jordanian training companies selected through a tendering process.

### MISMES 31: Improving coping strategies of displaced Iraqis and vulnerable Jordanians (Caritas)

In May 2016, on a plot of land made available by a local Christian institution (Sayyed Salam), known as the 'Garden of Mercy', Caritas established a business incubator project for Iraqi refugees who already have skills in agriculture, food processing, up-cycling and other types of activity. Iraqi refugees, some of whom still live in makeshift housing and caravans, are invited to come and work inside the Garden and sell their products in workshops set up there. The project started with 70 Iraqis in the 'Garden of Mercy' but it is open to anybody, including the Jordanian poor. Caritas is expanding the project to Madaba and Zarqa thanks to new French funds.

MISMES 31			Implementer	Funder
Improving coping strategies of displaced Iraqis and vulnerable Jordanians			Caritas	The Vatican (1st phase: Amman) France (2nd phase: Madaba/Zarqa)
Duration	Budget	Beneficiaries	Main activities	
Since May 2016	USD 150 000 (1st phase) EUR 250 000 (2nd phase)	Vulnerable Iraqi refugees (from 2014) and Jordanians	Providing support to vulnerable Jordanians and recently displaced Iraqis through the delivery of technical advice and a safe space to develop professional activities	

### MISMES 32: Village Savings and Loans Associations (VSLA) (Care International)

Care International, together with four implementing community-based organisations have recently launched the Village Savings and Loans Associations (VSLA) project to improve the livelihoods of disadvantaged Iraqi and Jordanian women in impoverished areas of the East Amman and the Zarqa governorates. Based on a methodology that Care International has been pursuing in Asia and Africa for over twenty years, the project encourages members of a community to pool their savings in order to both create micro-saving groups and develop income-generating projects. Care International is currently training the community-based organisations to provide services to the participating Iraqis and Jordanians, including the provision of information and organising instruction in soft skills, business start-ups and financial management.

MISMES 32			Implementer	Funder
Village Savings and Loans Associations (VSLA) to improve livelihoods in the East Amman and Zarqa governorates			Care International and local community-based organisations	Not available
Duration	Budget	Beneficiaries	Main activities	
Since 2016	Not available	Iraqi and Jordanian women	Promoting micro-saving groups and income-generating projects for Iraqi and Jordanian women	

Each year the project targets at least 1 000 Iraqis and Jordanians as potential participants in the savings schemes, with up to 400 women taking out loans and establishing or expanding income-generating projects. In addition, some 5 000 persons are set to benefit indirectly from the project as family members. On a more social level, the project aims to strengthen the relations between Iraqi and Jordanian women (Care International website, 2016).

### MISMES 33: Enhancing the economic resilience of displaced Iraqis and poor Jordanians

From 2013 to 2015, the Near East Foundation (NEF) provided support for Iraqi refugee women and young people and poor Jordanians in the Zarqa governorate to define and acquire the technical and life skills necessary to launch viable micro-enterprises, with the aim of achieving financial independence and self-reliance. Aware that conservative social and familial norms could preclude the participation of women, NEF focused on home-based production activities and factory outsourcing. Overall, 830 women and young people (including males) were assisted in starting up micro-enterprises and small businesses. A follow-up assessment showed that 100% of the businesses were still in operation one year after their inception, resulting in an average increase in household incomes of 48.5% (NEF website, 2016).

MISMES 33			Implementer	Funder
Enhancing the economic resilience of displaced Iraqis and poor Jordanians			Near East Foundation (and local NGOs)	US Department of State
Duration	Budget	Beneficiaries	Main activities	
2013–15	Not available	Iraqi refugees and poor Jordanians	Micro-enterprise development for vulnerable refugees and Jordanians	

NEF is about to start a new two-year programme funded by the City & Guilds group (USD 156 000) to develop an employability and enterprise initiative that will support female Iraqi and Syrian refugees as well as vulnerable Jordanian women. It has already established *Siraj* (oil lamp) centres in Zarqa and Russeifeh, where up to 2 100 of the latter group will have access to training, resources and information for starting up small businesses, home-based income-generating activities and savings accounts in order to build the financial assets necessary to establish home-based businesses (NEF website, 2016).

### MISMES 34: Supporting the strategic objectives of the London Syria Conference (ILO)

This is an integrated package of MISMES, which includes a multitude of actions/components to help Syrian refugees and vulnerable Jordanians work informally in the construction and agricultural sectors, develop skills and obtain work permits<sup>53</sup>. The final aim is to enable access of target groups to decent work and better job matching and skills development services. Funded by the UK Foreign and Commonwealth Office and implemented by the ILO, the programme involves close cooperation with the Ministry of Labour, the Jordan Construction Contractors Association, the construction trade union, agricultural cooperatives, the National Employment and Training Company (NET), and the Jordanian Centre of Accreditation and Quality Assurance (CAQA), etc.

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<sup>53</sup> For more information, see the project description at: [www.ilo.org/beirut/projects/WCMS\\_534276/lang-en/index.htm](http://www.ilo.org/beirut/projects/WCMS_534276/lang-en/index.htm)

MISMES 34			Implementer	Funder
Supporting the strategic objectives of the London Syria Conference 2016 – a multitude of actions for Syrian refugees and vulnerable Jordanians working informally in the construction and agricultural sectors			ILO, in cooperation with MoL, NET, CAQA, Jordan Construction Contractors Association, agricultural cooperatives	UK Foreign and Commonwealth Office
Duration	Budget	Beneficiaries	Main activities	
September 2016– March 2017	Recognition of prior learning in construction: USD 700 000 Work permits through cooperatives: USD 200 000 E-learning: USD 50 000	Syrian refugees and vulnerable Jordanians	An integrated package of skills building, recognition of prior learning and formalising employment status in the construction and agricultural sectors	

### Better skills and more formal employment in the construction sector

As refugees need to have a certificate (occupational licence) to obtain a work permit in the construction sector, this pillar started with a partnership between the ILO, the Ministry of Labour, the Jordan Construction Contractors Association, CAQA and private construction companies (steering committee). NET was selected as an accredited training provider to deliver short courses to Syrians and Jordanians in different construction trades such as floor layering, painting, plastering, plumbing, stonemason, ironwork and interior decoration. Four training centres were selected in Amman, Zarqa, Irbid and Mafraq governorates for theoretical training, while 25 trainers, 10 assessors and 15 support staffs were recruited through NET.

An awareness session on the recognition of prior learning methodology was organised for trainers, assessors and training support staff. An initial field assessment identified gaps in theoretical knowledge and occupational safety and health, which served as a basis for designing short-term training programmes for the targeted occupations. Following the delivery of theoretical training sessions and on-the-job coaching/mentoring, theoretical and practical tests were conducted to assess the selected workers' competences (both in class and in the workplace). As a result, 2 600 workers (100 Jordanians and 2 500 Syrian refugees) benefited from a recognition of their prior learning in the following five months (with a cost of USD 700 000). Some 70% of these workers were certified at semi-skilled level and 30% at skilled level (all men) (interview with the ILO).

The courses helped the refugees upgrade their professional expertise and obtain accredited skills certificates, which in turn enabled them to enrol in Jordan's social security scheme for the self-employed. This combination of upgraded skills and social security protection increases their employability, and helps their attracting official organisations that can apply for work permits on their behalf and legalise their employment status. For Jordanians who do not require work permits, the training helped upgrade their skills and improve their job prospects<sup>54</sup>.

<sup>54</sup> For more information, see the news of 29 November 2016 at: [www.ilo.org/beirut/media-centre/fs/WCMS\\_536382/lang--en/index.htm](http://www.ilo.org/beirut/media-centre/fs/WCMS_536382/lang--en/index.htm)

### **Increasing work permit applications in the agriculture sector**

This pillar led the ILO, in cooperation with agricultural cooperatives and the Ministry of Labour, to work on a similar pilot programme targeting Syrian agricultural workers in northern Jordan. Despite government measures to ease work permit delivery for Syrian workers, a dearth of employers willing and able to do the paperwork was the main reason for the slow take-up. The Ministry of Labour, in consultation with the ILO, introduced therefore a new model that dissociates the work permit application from specific employers in the agricultural sector, and allows agricultural cooperatives to apply for Syrian refugee work permits. The initiative includes the provision of clear instructions to local authorities to enable them to issue work permits in a timely manner to a greater number of Syrian workers. It also foresees information campaigns within refugee communities on how to apply for work permits, as well as on their rights and entitlements under labour laws. To date more than 9 000 Syrian agricultural workers have obtained work permits through the joint initiative<sup>55</sup>. The total budget for this activity amounts to USD 200 000.

### **Online learning programme on workplace rights for Syrian refugees**

This e-learning programme covers the Jordanian labour market rules and procedures for Syrian refugees. It is a free, easy-to-use programme, accessible through smartphones, which aims to encourage Syrian workers to apply for work permits<sup>56</sup>. Developed with the support of the Ministry of Labour and the Social Security Corporation, the programme was designed by Knowledge Horizon, specialised in e-training programmes. It offers video segments and other training materials on work permits, workers' rights, sectors open to non-Jordanian workers, social security and occupational safety and health. Some 500 Syrians working in the construction and agricultural sectors in Irbid, Mafraq, Zarqa and Amman have benefited from the programme (with a cost of USD 50 000).

The programme also considers setting up joint business ventures between Jordanians and Syrian refugees. The initiative could enable local Jordanian business owners to expand their outreach and refugees to find markets in host communities.

### **MISMES 35: Women leaders project (Municipality of New Balama)**

The Women leaders project aims to create a sewing factory to manufacture school uniforms, and to provide at least 120 jobs to refugee and host community women living in the Municipality of New Balama (CMI, 2017). The project, initiated by the municipality itself, in collaboration with ACTED (a French NGO), the private sector and the Ministry of Labour, has started recently. Due to its partnership structure and the leading role of the local authorities, it has been selected as one of the best practices by the Centre for Mediterranean Integration (CMI, 2017). A project team has been set up within the municipality and trained (team training and technical assistance) by ACTED. Through talk sessions and workshops that have included governmental organisations, local community members, refugees and NGOs, the municipality has involved all the community stakeholders in defining the local needs.

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<sup>55</sup> Ibid.

<sup>56</sup> For more information, see the news of 2 May 2017 at: [www.ilo.org/beirut/media-centre/news/WCMS\\_552269/lang-en/index.htm](http://www.ilo.org/beirut/media-centre/news/WCMS_552269/lang-en/index.htm)

MISMES 35			Implementer	Funder
Women leaders project in the Municipality of New Balama to create a sewing factory for women			Municipality of New Balama, ACTED, private sector, MoL	Municipality, ACTED, MoL
Duration	Budget	Beneficiaries	Main activities	
Since January 2017, ongoing	Municipality: benefits in kind (JOD 500 000) ACTED: JOD 100 000	Syrian women refugees and vulnerable Jordanian women	Creating a sewing factory for women to manufacture school uniforms, providing at least 120 jobs to refugee and host community women living in the municipality	

The municipality has provided a 600-square meter hall and 11 stores at no cost for five years (with approximate value of JOD 500 000), while ACTED has provided JOD 100 000 to equip the factory as well as technical assistance and training for staff. The private sector (investors) has provided 120 job opportunities to the local community and other factory equipment, while the Ministry of Labour had provided financial support and social security to new staff (CMI, 2017). As the local authorities are in the frontline in dealing with refugees, the cooperation between the central government and the municipality, as well as NGOs and the private sector, is key to the success of the project. Moreover, a technical team of local community members, refugees, and municipality representatives has been set up to manage and implement the project proposals. This has moved the municipality from a servicing position to playing a developmental role.

### 3. MISMES CASE STUDIES

By listing all the migrant support measures from an employment and skills perspective (MISMES) identified in Jordan, Chapter 2 described them in the form of an inventory in terms of their focus, key activities, budget, implementer and funding sources. This chapter goes beyond that description and provides an in-depth analysis of a few selected MISMES in terms of their impact and potential improvements. For this purpose, the following three MISMES initiatives have been chosen:

- **MISMES 7:** the ILO Better Work Jordan (BJW) programme to improve the working conditions of foreign immigrant workers in Jordan;
- **MISMES 13:** the UNRWA technical and vocational education and training (TVET) programmes for the Palestinian refugees in Jordan;
- **MISMES 17:** GIZ support for the Jordanian communities in response to the Syrian refugee crisis through Water Wise Plumbers.

Although all three of these initiatives have some promising elements in terms of results, as seen from a simple qualitative evaluation, they are not necessarily examples of MISMES ‘best practices’. They have been selected either because they are well established and therefore suitable for in-depth evaluation, or because they are multi-dimensional and tackle various issues of concern to stakeholders. They are each very different in terms of scale, target groups, focus and activities, but they all represent an equally interesting approach to supporting migrants and/or refugees in a given country. Therefore, this chapter is building on the data and information provided in the previous chapter.

#### 3.1 ILO Better Work Jordan programme for immigrant workers

##### Achievements and challenges

The Better Work Jordan (BWJ) programme has been implemented to improve the working conditions and livelihoods of the foreign immigrant workers in the garment factories located in the QIZs. Started as a small donor-funded project by the ILO in 2008, it has evolved towards becoming part of Jordan’s national policy agenda. All the relevant stakeholders, the Ministry of Labour in particular, have bought into the idea and supported it not only as a way of protecting immigrant workers, but also as a means of opening up low-skilled jobs to Jordanians through improving the working conditions in the factories involved. The programme managed to reach 73 factories and 65 000 workers in Jordan’s QIZs.

One of the outstanding features of the programme is its inclusive and tripartite management structure. Since 2010, the BWJ team, composed of representatives from the ILO and the IFC, has been working closely with local governmental and non-governmental stakeholders. The latter are organised and operated within a Project Advisory Committee comprised of representatives from the government (the Ministry of Labour and the Ministry of Industry and Trade); employers’ organisations (the Jordanian Garments, Accessories and Textiles Exporters’ Association (JGATE), the Foreign Investors Association, and the Chamber of Industries); and from workers’ organisations (the General Trade Union of Workers in Textile, Garment and Clothing Industries and the General Federation of Jordanian Trade Unions)<sup>57</sup>.

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<sup>57</sup> In addition, in 2015, the General Trade Union of Workers in Textile, Garment and Clothing Industries and JGATE established the Jordan Garment Sector Industrial Relations Joint Council to promote social dialogue, oversee the implementation of the collective bargaining agreement and address any disputes.

Under the aegis of the Ministry of Labour, a collective bargaining agreement was concluded between the employers' associations and workers' unions in 2013, which stipulated *inter alia* (article 15) that both parties would engage in talks about the establishment of a unified contract of employment for all migrants in the garment sector, regardless of their nationality. These negotiations, which also involved the ministry and the ILO in the role of facilitator, culminated in a joint agreement regarding a unified contract in April 2015 that put an end to the practice whereby many immigrant garment workers signed two or more contracts between the time of their departure from their home country and their arrival in Jordan. The unified contract ensures the same recruitment and employment policies for all migrant workers and clarifies the rights and working conditions of migrants, as well as the responsibilities of employers. At the same time, in a parallel arrangement, the BWJ team consulted with another – indirect yet crucial – set of stakeholders, the American importing companies. The latter and the Jordanian stakeholders also meet every year during the 'buyers' forum'.

Another key characteristic of the BWJ programme is the monitoring and evaluation procedures that have accompanied its development since 2008. So far, seven Compliance Synthesis Reports have reviewed the BWJ progress in terms of its various assessment, training and advice, and inter-stakeholder coordination activities. The BWJ programme was also evaluated by an independent body, Al-Jidara, a regional development consulting firm, after the completion of its first phase in 2013. These evaluations have highlighted improvements in the BWJ programme's assessment and advisory services as well as in the factories' compliance with local and international labour standards, in two areas where repeated breaches had been found in the late 2000s.

- **Forced labour.** The number of factories with proven instances of coercion, namely restrictions to workers' freedom of movement (through denial of access to passports for instance) has declined from 15 in 2009/2010 to four in 2015, one of which was closed by the government (BWJ, January 2016). However, BWJ admits that certain 'sensitive' aspects of forced labour, such as sexual harassment and physical violence, are difficult to investigate and may thus remain unreported or underreported. Some evidence of sexual or physical violence was still reported in 2016 (BILA, 2016; BWJ, January 2016). Other aspects of forced labour are difficult to assess as they are indirectly reinforced by Jordan's labour law; for example, article 26(2) of this law places certain restrictions on workers' ability (whatever their nationality) to leave their employment.
- **Child labour.** In 2015 only case of undocumented young workers working for a subcontracted cleaning company was reported, in addition to a few possible cases of underage Bangladeshi and Nepalese workers. In 2009 one case of hazardous work was detected<sup>58</sup>. However, as recognised by BWJ, child labour is difficult to find in Jordan as the recruitment agencies and employers are responsible for guaranteeing that the recruited workers are of the required age (BILA, 2016; BWJ, May 2010; BWJ, January 2016)<sup>59</sup>.

In 2015, in recognition of the relatively reduced and isolated number of occurrences of forced and child labour, the US Bureau of International Labour Affairs (BILA) decided to remove 'garments from Jordan' from the List of Goods Produced by Forced Labour and Child Labour, where it had been placed in 2009. The aim of the list is to identify goods produced by child and forced labour and restrict

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<sup>58</sup> According to Jordanian labour law, hazardous work is defined as cases where workers over the age of 16 but below the age of 18 work for longer than eight hours per day.

<sup>59</sup> The Jordanian anti-trafficking department handles proven cases of child labour, in coordination with the embassies of the working children's country of origin.



their importation into the United States (BILA, 2016). However, progress has been slower in other fields, for example<sup>60</sup>:

- **Legal working hours.** About one-third of the companies surveyed were not in compliance with the requirement to maintain an accurate and reliable time recording system, either concerning unpaid or inadequately paid extra hours during the week (i.e. over 60 hours) or during the weekends. Out of these companies, only six agreed to share their records.
- **Discrimination.** Discrimination principally relates to differences in the wages paid to Jordanian and immigrant workers: 80% of companies pay immigrant workers less than Jordanian workers. Within the immigrant worker population, females were particularly subject to discrimination: in 20% of the factories under scrutiny, limitations were imposed on female workers, who were not allowed to move freely in and out of their dormitories, with workers' safety given as the main reason.
- **Compensation.** Financial discrimination suffered by immigrant workers also relates to the payment of compensation regarding social benefits such as social security contributions, annual leave and overtime payments. In over half of the companies surveyed, information about wages and related issues was found to be unsatisfactory.
- **Recruitment and contract.** In 2015, about half of companies studied employed immigrant workers who paid excessive recruitment fees to unauthorised agents. One third of these companies employed workers whose contracts were drafted only in their native language, not in Arabic.
- **Occupational safety and health (OSH).** Findings of OSH non-compliance constitute about half of the total non-compliance cases recorded. Although the living conditions of immigrant workers have improved notably in recent years, none of the QIZ garment factories was compliant with the full set of criteria associated with OSH. OSH management systems were lacking in nearly all of the factories, and most of them did not employ the OSH technicians required by the Jordanian labour law. More particularly, about 70% of the factories surveyed in 2015 accommodated immigrant workers in substandard and unsafe dormitories and no health services or welfare facilities were supplied (for mothers and children).
- **Freedom of association.** In contrast with international labour law, Jordanian legislation forbids (or at least discourages) workers freely establishing their own unions, instead maintaining the existence of a single (and easily controllable) trade union structure for each sector of activity. Thus, none of the factories followed international standards.

### Future perspectives

Further progress may be triggered by recent legal steps adopted by local stakeholders in the form of tripartite collective bargaining agreements and the ensuing legal instruments. As mentioned previously, the decision taken in 2015 to impose a unified contract for all immigrant workers reduces the number of agents involved in the immigration process, thereby reducing immigration costs, while clarifying the roles and responsibilities of both employers and employees in the factories. Furthermore, in 2014 an Addendum to the 2013 collective bargaining agreement addressed discrimination in the payment of overtime and financial benefits for all migrant workers in the garment sector: in 2017, migrant workers' wages should be increased to match those of Jordanian workers (BWJ, 2016).

However, the implementation and impact of these regulations are still to be thoroughly evaluated. According to the BWJ programme, half of the companies surveyed failed to implement specific items of the collective bargaining agreement, while the most common type of non-compliance was related to

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<sup>60</sup> All the information below is taken from BWJ (January 2016).

the inclusion of additional benefits such as social security contributions, annual leave and overtime payments (BWJ, January 2016). Currently, however, eight years after the start of the BWJ programme, its managers are expressing doubts as to whether there remains any further scope for compliance with national and international labour standards in the QIZ factories. The latest, seventh, Compliance Report of 2016 recorded modest improvements compared to the previous assessment, due to the maturation of the programme and the fact that many of the factories have been assessed multiple times.

Future progress will come from a combination of institutional and operational steps. First, immigrant workers should participate more in factory life through forming their own unions (which would require a change in the current labour law) or at least representative groups recognised by the local stakeholders. Second, the improvements recorded since 2008 should be consolidated, while a new focus should be placed on the standards with which most garment factories repeatedly fail to comply, for instance in the field of OSH. According to the ILO, the future of BWJ in the medium term may well be to hand over its assessment and advice services to the Ministry of Labour and focus instead on other sectors of the labour market affected by rampant informality and limited productivity, such as agriculture and construction. In these sectors, workers often lack the appropriate training and experience, which puts them at greater risk of industrial accidents and human rights violations, and leads to lower production standards across the industry (ILO, 2013).

### 3.2 UNRWA technical and vocational education and training programmes

#### Achievements and challenges

As highlighted before, historically the Palestinian refugees have had a special position in Jordan, and the UNRWA has been their main service provider in terms of basic education, TVET, and teacher education. TVET has acquired a strategic importance in the UNRWA's goal of supporting the human development of the refugees, and it is one of the key tools to achieve its strategic outcome 4 in the 2016–2021 Medium-Term Strategy: 'Refugee capabilities are strengthened for increased livelihood opportunities' (UNRWA, 2016)<sup>61</sup>. Since its inception in Jordan in 1960, the UNRWA's TVET programme has aligned its activities with the following vision: 'Prepare and implement specialized and diversified technical and vocational programmes to meet the needs of local and regional markets and provide the Palestinian refugee youth with the desired knowledge, skills, and attitudes to secure a suitable job'.

The UNRWA's TVET programme in Jordan is well known for its excellent results with regard to the performance of its students in national exams. About 90% of its students achieve high pass rates in national state examinations, as compared to a national average of 60%. According to the principal of the UNRWA's Wadi Sir Training Centre, this is primarily due, to its curriculum enrichment programme, which provides extra courses in technical English, applied maths and physics, and allows for more hours of practice, raising the average number of weekly teaching hours from 27–28 hours (the national average) to over 35 hours. In addition, the UNRWA has regularly introduced new training courses, most recently for elevator installation and maintenance, female assistance-chefs and dress-makers that have been awarded national prizes, such as the Prince Hassan Talal Prize for scientific excellence in 2013 and 2016, and gained regional recognition (the training centres are often visited by delegations from the Arab states seeing future employees).

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<sup>61</sup> The five strategic outcomes are as follows: (1) refugees' rights under international law are protected and promoted; (2) refugees' health is protected and the disease burden is reduced; (3) school-aged children complete quality, equitable and inclusive basic education; (4) refugee capabilities are strengthened for increased livelihood opportunities; and (5) refugees are able to meet their basic human needs of food, shelter and environmental health (UNRWA, 2016).

The expansion of the TVET training curriculum is one of the measures implemented under the Education Reform Strategy 2011–2015 (UNRWA, 2011). Other measures include the establishment of partnerships with private companies; the strengthening of career guidance and job placement initiatives, including providing career guidance to ninth and tenth grade students attending UNRWA schools; the provision of additional life skills training to all TVET students; and the adoption of a competence-based training approach to delivering TVET services<sup>62</sup>. These factors, together with the fact that most refugees in Jordan are citizens, have resulted in the vast majority of graduates finding work or continuing their studies in the year following their graduation, as indicated in **TABLE 3.1**.

**TABLE 3.1 LABOUR MARKET STATUS OF 1 294 TVET GRADUATES ONE YEAR AFTER GRADUATION, 2014 (%)**

	Employment in their area of training	Employment in fields unrelated to their area of training	Total employment	Employment + further studies
Male	73.8	3.5	77.4	94.5
Female	58.8	1.1	59.9	92.7*
<b>Total</b>	<b>67.0</b>	<b>2.4</b>	<b>69.4</b>	<b>93.8</b>

Source: UNRWA, Jordan Field Office.

(\*) This figure includes the 16% of female graduates who declined a job offer.

UNRWA's post-graduation employment figures in Jordan outperform those obtained in its other fields of operation, namely Lebanon, Syria, Gaza and the West Bank<sup>63</sup>. They also compare favourably with those released by the Jordanian Vocational Training Corporation (VTC). In a survey carried out in 2013 in central Jordan (the Amman, Madaba and Blqa governorates) among the VTC graduates of 2010, 60.9% were employed, but nearly half of them (28.4%) were working in fields unrelated to their training, and 39.1% were unemployed (VTC, 2013). The UNRWA's performance is actually comparable to that of the best private (or semi-public) national training institutions, such as the Al Quds Community College and the National Employment and Training Company (NET). These institutions invest more than the VTC in high-quality training and/or their curricula are designed in partnership with private sector companies, and both of them claim graduate employment rates running at about 80–82%, although without specifying whether their graduates' employment corresponds to their field of training (NET, 2016).

UNRWA statistics further indicate higher employment rates for graduates from vocational training than those from the technical education side<sup>64</sup>. This is largely because a significant portion of the latter group pursue university studies after graduation. In 2014, 313 graduates from the technical training sections of the UNRWA's two schools continued into further education, as opposed to 25 graduates

<sup>62</sup> The competence-based training approach specifically focuses on the trainee's capacity to deliver in the workplace after the completion of their training. It thus entails that courses are regularly revised in collaboration with potential employers and involves extended (three-month) on-the-job training sessions.

<sup>63</sup> In 2014, the proportion of graduates who had found employment or were pursuing their studies in the year following graduation across the five areas in which the UNRWA operates (including Jordan) were 72.3% for men and 60.6% for women, in contrast with over 92% for both sexes in Jordan. This is due to the fact that most refugees in Jordan are citizens and are formally allowed free access to the labour market; plus, Jordan is more stable and its economy is functioning normally, compared to other host countries.

<sup>64</sup> In the Amman TVET Centre, 78.3% of the male graduates and 61.1% of the female graduates in the technical section were employed, compared to 89.3% of the male and 81.8% of the female graduates in the vocational training section (crafts and skilled workers, respectively). In the Wadi Seer TVET centre, 54.6% of the male graduates and 37.0% of the female graduates in the technical section were employed, set against 90.0% of the male and 83.33% of the female graduates in the vocational (crafts) section. These are combined figures for employment in the same field as training (the vast majority) and in a different field than training (source: UNRWA documents).

from the vocational training units. When asked for their views of UNRWA's TVET programmes, students of the Wadi Sir and Amman TVET centres acknowledge its comparative advantages in terms of employability<sup>65</sup>. They see extra-curricular activities such as English courses as instrumental in raising their chances of finding employment in the local and regional job markets after graduation. They are also aware of the good reputation enjoyed by UNRWA's TVET programmes among employers.

Nonetheless, they also highlight a number of weaknesses. These include issues of accessibility and high transportation costs, especially for students living outside Amman – the sole location of the UNRWA's two training centres – and outdated training methods and equipment. The UNRWA's chronic budget deficit has indeed prevented it from upgrading its training curriculum and equipment. Most students are also concerned about reduced employability prospects, largely due to the gradual integration of the Syrian refugees into Jordan's job market. Justifying these concerns, the unemployment rate has risen from 11.9% in 2014 to 15.3% in 2016 (DoS, 2017a). In the longer run, the expected 'youth bulge', which will continue to grow until at least 2035, and the consequent pressure placed on the labour market, will require the further development of the UNRWA and national TVET programmes. Since 2010, the UNRWA has been under pressure to increase the number of its students, while at the same time maintaining its outstanding graduate employment rates by constantly adapting its TVET programme to the needs of the local job market.

### Future perspectives

Within this context, the UNRWA has attempted to reform its TVET programmes region-wide. In 2011 and 2012, two reviews of the programmes were carried out and structural changes suggested, such as the establishment of a Labour Market Information System, as well as the reinforcement of the programmes' placement and career guidance services (Berlinger and Nommensen, 2012). On this basis, a new TVET strategy was adopted in 2014. It comprises nine interlinked 'Building Blocks' to widen access to the programmes, especially for vulnerable refugees, while improving the curriculum and the instructional and technical capacity of the training centres. The areas covered by the building blocks are:

1. access
2. placement and career guidance
3. labour market relevance
4. developing TVET programmes
5. human resources development
6. sustainability
7. quality assurance
8. governance structures
9. TVET in situations of emergency, crisis and war<sup>66</sup>.

This will lead the UNRWA to seek more diversity and flexibility in the courses offered, in conformity with the labour market's needs (UNRWA, 2016).

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<sup>65</sup> A dozen randomly selected trainees from UNRWA's Amman and Wadi Sir training centres were interviewed in May and October 2016 within the framework of the preparation of this report.

<sup>66</sup> In other presentations of the strategy, the building blocks 1 and 2, and 6 and 7 are merged.

In Jordan, priority has been given to the third block 'labour market relevance' and the first block 'access'. The number of TVET places is soon to be expanded by 250–300, either by optimising enrolment in the usual annual class sections, or by opening new class sections, according to market demand and the students' preferences. In addition, as the school day finishes early in Jordan, school premises could be used more efficiently by imposing double shifts. These factors are essential to ensure the retention of students and secure their post-graduation employment. So far, reform steps are still under consideration. A consultant appointed by Jordan's field office is currently reviewing the quality and relevance of the TVET programmes in order to provide short- and medium-term recommendations in line with the TVET strategy, local and regional labour market demands and expected trends, as well as developments in the respective sectors of the host country and the UNRWA's mandate.

The main challenges of reform implementation are financial and concern the commitment of the donor community to support the strategy. UNRWA's operations have been regularly affected by budgetary constraints since funding depends almost exclusively on the voluntary contributions of members of the international community. In the Wadi Sir training centre, these constraints have led the UNRWA to invite trainees to carry out maintenance work themselves. In addition, reforms require an upgrading of the TVET centres' old equipment, which may incur heavy costs. Both students and UNRWA directors acknowledge that there is a need to further enhance on-the-job training sessions and update the outdated curricula. Furthermore, any reform requires robust monitoring and evaluation mechanisms.

As several recent evaluations have noted, the UNRWA remains weak despite the steps taken to improve its monitoring and evaluation function in past years. In conclusion, implementing reform measures while 'at the same time reducing costs' seems difficult to achieve. Reassessing the UNRWA's mandate regarding registered Palestinians might be necessary to increase efficiency, as most of registered Palestinians have gained Jordanian citizenship for at least one or two generations – technically speaking, these Jordanian citizens of Palestinian origin may not be considered 'refugees' anymore.

### 3.3 GIZ support for the Jordanian communities in response to the Syrian refugee crisis through Water Wise Plumbers

#### Achievements and challenges

This project has attracted the attention of Jordanian and international stakeholders because of its success, despite its pilot status and the small number of trainees involved (a maximum of about 300). Implemented in the Irbid and Amman governorates, its originality lies in its double-pronged objective. It is firstly an environmental project, aimed at contributing to preserving the country's limited water reserves through better household management (GIZ, 2016). Although Jordan currently stands as the world's second-poorest country in terms of water, and has seen the pressure on its water resources mount due to high birth rates and the immigration of Syrian refugees since 2011, water losses have been a recurrent concern in the country for some time. Water loss in households is estimated at 10–40%. This is largely due to a lack of awareness of the need to use water sparingly, as well as to the sub-standard construction and maintenance of water and sanitary installations in residential properties.

Furthermore, the low social standing of manual occupations has resulted in a lack of qualified plumbers able to deal with the problems caused by faulty installations. As identified by GIZ, there is a need to train qualified plumbers, with an emphasis on women as they spend more time at home than men. It is important to improve the relevance of vocational training (through its main institution, the VTC) so that it becomes an efficient catalyst for future employment (or at least household water-saving practices). Due to the second (social) objective of the project, such training also ought to take place firstly in the communities located in the north of the country that have been severely affected

demographically and socio-economically by the influx of large numbers of Syrian refugees. Thus the project is also aimed at the integration of Syrian refugees through employment and the participation of women in the labour market. It must be remembered that participation rates in the labour market for both Jordanian and Syrian women are amongst the lowest in the world (ETF, 2014b).

The environmental and social outcomes of the GIZ plumbing project make it a particularly relevant endeavour. Noting that the project was aligned with three related national strategies (the National Water Strategy 2016–2025; the Jordan Response Plan for the Syria Crisis 2016–2018; and the National Employment Strategy 2011–2020), an internal evaluation carried out in April 2016 rated its relevance as very high (GIZ, 2016). The evaluation report also found that the project had been effective in meeting its objectives: the number of trainees recruited in April 2016 (227, 35% of them Syrians) had surpassed initial expectations (150, with 30% to be Syrians).

In addition, while not yet precisely determined, the number of trainees offering household plumbing services and the number of households that have reduced their water losses after using their services, are believed to be higher than expected (half of the trainees; half of the households). The project was also found to be efficient in terms of the low level of funding spent in relation to the above-mentioned outcomes and the short period of implementation. Another positive finding revealed by the evaluation was the increased self-confidence gained by the female students during their training period, and their declared willingness to engage in an occupation that has traditionally been dominated by men, despite often negative reactions from their families. Moreover, with the establishment of mixed working groups, there has been a positive effect on relations between Jordanian and Syrian trainees, despite initial scepticism (GIZ, 2016).

However, notwithstanding the project's achievements, its sustainability seems compromised. At the institutional level, GIZ's political partner, the Ministry of Water and Irrigation has not shown any real interest in the environmental and social aspects of the project. Moreover, while the staff of the implementing partner, the VTC, have voiced their support for training women in manual occupations, there has been no evident willingness to continue these courses in the future on an independent basis funded from the VTC's own budget<sup>67</sup>. Moreover, the VTC has not expressed any will to create other vocational training opportunities for women beyond the courses for plumbers, for example as electricians (GIZ, 2016).

### Future perspectives

As with many other externally funded projects, the likelihood that the courses held will prove sustainable and will be offered in the future is not very high, unless further external funding is provided. Therefore, the sustainability of the project primarily lies in the graduates' ability to apply their knowledge on a lasting basis, and thus contribute to its desired impact (GIZ, 2016). In this regard, the creation of autonomous cooperatives by the graduates is an encouraging sign (see Chapter 2, MISMES 17). On this basis, the evaluation report of the project has rated its sustainability as 'not low'.

Overall, the project managed to bring diverse types of contributions into one package, and its actions led to multiple benefits: for example, saving water and promoting gender equality, as well as socio-economic integration and social cohesion. Although it is not clear whether the project will continue in the future, it has been an innovative and experimental initiative, dealing with both social and environmental problems.

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<sup>67</sup> Owing to the urgent need to implement measures to defuse conflict and build infrastructure in the Jordanian communities that are absorbing refugees, the VTC was only involved to a limited degree in the developmental phase of the project. The fact that no exit strategy was defined may also explain the VTC's lack of interest in its continuation.

## 4. MAIN CONCLUSIONS AND RECOMMENDATIONS

This report illustrates the complexity of the migration phenomenon, and the complicated interaction between different migrant groups (emigrants, immigrant workers and refugees) in Jordan. The Syrian refugees have exacerbated an already difficult labour market situation by creating a sudden labour supply shock. Poor working conditions in sectors with high levels of immigrant/refugee workers have spurred a 'race to the bottom' that affects Jordanian workers as well. It is beyond the capacity of any country to deal with such problems properly. This complexity has to be reflected in the MISMES that are put in place, ideally with multiple and integrated packages.

The inventory has revealed the presence of, at least, 35 MISMES initiatives in the fields of labour market integration of migrants and efficient utilisation of migrants' skills. Most of these measures focus on refugees (23 out of 35), although they all include a minimum number of beneficiaries (30%) from vulnerable members of Jordanian host communities. Only five MISMES intended for Jordanian emigrants (and expatriates) were identified, while seven measures were found that focused on foreign immigrant labour. That the majority of MISMES focus on refugees can be explained by the sheer size of the Syrian refugee problem and the strong involvement of donors and the international community in this field. The key findings of this inventory and relevant policy recommendations are summarised below.

### Very limited MISMES for Jordanian emigrants

The emigration of Jordanians abroad is implicitly supported, but not fully organised. Thus, three MISMES targeting potential emigrants concern the limited role of the Ministry of Labour, that is, searching for and publishing job vacancies in the Gulf countries through labour attachés; verifying the diplomas and work experience of Jordanian workers for potential employers; and supervising private recruitment agencies specialising in finding work abroad. International job matching is largely left to individual emigrants (through private contacts and diaspora networks) and the (licensed) private recruitment agencies. Two other MISMES targeting the Jordanian diaspora relate to mobilising its members to promote the economic development of Jordan, through making contact with key individuals (via a database and online platform), and developing and maintaining closer relations with them. However, both measures remained at the level of very small pilot projects.

### Limited MISMES for foreign immigrant labour

Seven MISMES are concerned with protecting migrants' labour rights, which gained particular importance after the risk of an export ban of Jordan's products in the US market. The Better Work Jordan programme has been the most important initiative in terms of improving the working conditions of foreign immigrant workers and ensuring a degree of compliance with international labour standards. Other MISMES are much smaller, pilot initiatives, with a very small number of beneficiaries and/or activities. An overall assessment of all seven measures shows the need to further improve the working conditions of foreign immigrant workers and better link their labour market conditions with national employment policies.

### The majority of MISMES are developed for the Syrian refugees

Given the constant pressure of Syrian refugees in Jordan and the continuous evolution of policies and measures, it does not come as a surprise that MISMES mostly focus on Syrian refugees. Few MISMES focus on Iraqis and Palestinians, and refugee-oriented MISMES all include a certain percentage of Jordanians from vulnerable host communities. To include vulnerable Jordanians in all refugee-oriented MISMES contributes to social cohesion and to turning humanitarian assistance into a developmental opportunity.

Out of 23 MISMES, 12 are concerned with the formal and non-formal training of refugees, including life skills, while 11 take the form of employment-related measures sometimes preceded by skills training. Most MISMES focus on skills development in the form of non-formal or informal training, including life skills, soft skills, financial and market literacy, and language skills for young people and vulnerable groups, as well as children who cannot continue in the formal education system. Before the government allowed Syrian refugees to access the formal labour market (April 2016), the initiatives were limited and 'hidden' behind the 'life/soft skills training' label. In the refugee camps, there have been voluntary cash-for-work initiatives in the field of construction work, handcrafts/traditional trades, and cleaning/garbage collection. Outside the camps, few pilots were found for employment-related MISMES, but these are expected to increase significantly in 2017 and beyond.

### Many innovative ideas and good examples of MISMES, especially for refugees

There are several interesting and innovative MISMES among those implemented for refugees; for example, the 'Makani – My Space Approach' is one of the projects providing holistic soft and life skills to young people implemented by local civil society organisations. Another is the Water Wise Plumbers project, which managed to bring diverse experimental actions together in one package to deal with both social and environmental problems – that is, saving water, gender equality and socio-economic integration. The Skills exchange programme between Syrians and Jordanians has also proved very innovative in recognising the value of specific skills sets owned by the Syrian refugees in certain sectors (low- and medium-skilled occupations) and transferring them to interested Jordanians through joint training and mentoring. In another project, a private college was able to adjust its TVET programmes according to the needs of refugees and vulnerable groups, for which they received international quality assurance. A recent integrated package of MISMES includes a multitude of actions/components to help Syrian refugees and vulnerable Jordanians working informally in the construction and agricultural sectors develop skills and obtain work permits. Finally, the Employment Intensive Investment Programme (EIIP) is a typical public works scheme implemented in many developing countries, here giving thousands of Syrian refugees and Jordanians short-term job opportunities through labour-intensive work activities in rural areas. Although these schemes remain pilots with a limited number of beneficiaries, they all have a good potential to scale up.

### Low numbers of MISMES beneficiaries and high operational costs

The number of MISMES beneficiaries remains extremely low, both in individual programmes and in aggregate terms. In none of the identified MISMES do the beneficiaries number more than several thousands at best, and the figure is more likely to be several hundreds. Typically, the measures only reach a tiny proportion of the targeted migrant group. As most MISMES have been implemented by international donors and (UN) organisations, along with their sub-contracted civil society organisations (local or international NGOs), they are often labour intensive interventions with high operational costs, plus the unit costs (per beneficiary) are very high compared to the overall programme budgets. Many services are sub-contracted and are provided through structures that run parallel to the national frameworks. Hence, sustainability of these MISMES has been a major weakness. Ensuring continuity after a project's end is by far the most important challenge for almost all policy measures.

### High fragmentation and risk of duplication among MISMES for refugees

MISMES for refugees are fragmented over a wide range of small- to medium-scale interventions carried out by a variety of different organisations with little overarching planning, especially those targeting Syrian refugees. Thus the risk of duplication among many activities is high. They have been developed, funded and implemented by international (and UN) organisations, donors and/or national and international NGOs through mostly small, time-limited projects. Some of projects partially involved the relevant public institutions or used some public training centres (at an extra cost, paid by donors), but the national institutions were merely there as invited guests. The creation of the Jordan Response Platform for the Syria Crisis, the Inter-Agency Task Force, 11 sector strategies and sector committees have constituted steps in the right direction for inter-institutional coordination. For example, the



Livelihoods Working Group co-chaired by the UNHCR and the Danish Refugee Council, can and will streamline all skills development and employment initiatives under a coherent approach. Nonetheless, the fact that the coordinators in most committees are still international actors might reduce the ownership of the Jordanian institutions.

One exception to this are the services provided by the UNRWA to the Palestinian refugees, compared to those offered to two other groups (Iraqis and Syrians). This UN organisation has so far been the main provider of education, TVET and job counselling services for Palestinian refugees. Moreover, its TVET programme is well known for excellent results in terms of student performance in national exams. Students achieve high pass rates in national state examinations and enjoy high employment rates after graduation. However, this example is linked to a very specific situation and cannot be replicated with other refugee groups.

### Need for supporting all stages of Jordanian emigration and return

Jordan needs to develop a shared vision based on a societal consensus on the role of Jordanian emigration in the country's economic development. Given that high-skilled human capital is key in upgrading any economy from low value-added to higher value-added production in the longer term, the country needs to make a careful analysis of the benefits and costs of its high-skilled emigration. Emigrant remittances should be weighted against the impact of brain drain. An explicit and balanced emigration strategy should cover issues related to pre-departure, diaspora and post-return and have a clear institutional mandate to deal with its highly skilled emigrants. Examples include a proactive approach to identifying and disseminating international job opportunities; appointing operational institutions to optimise the use and impact of bilateral labour agreements; proactive support to returnees, and collecting regular statistics on pre-departure and post-return economic activities.

Although pre-departure or post-return support is not considered necessary by the national institutions since Jordanian emigrants primarily go to the Gulf states, which share the same language and culture, the complete lack of such assistance does not help Jordan to get most out of its emigrants. In particular, returnees eventually come back with new experiences, skills and significant savings that need to be recognised, valued and put to good use. This and the exchange of expatriates' professional skills and business networks could also help alleviate the brain drain in the country.

### Need for a comprehensive immigrant labour strategy developed in tripartite consensus

As for emigration, Jordan needs to develop a shared vision based on tripartite consensus on the role of immigrant workers in the country's economic development, going beyond a few headlines and ad hoc projects. A comprehensive and balanced immigrant labour strategy – in which the country's requirements, conditions, protection policies and institutional structures are clearly defined in relation to immigrant labour – should be linked to decent working conditions for all workers in all sectors. A prerequisite for this is reliable labour market information on the types of jobs available and the prevalent working conditions in different sectors. There is an obvious need to understand better labour and skills shortages, in terms of both Jordanian and non-Jordanian workers, in order to adapt guidance, training and employment programmes/services to the market needs.

The new immigrant labour strategy has to be agreed by all relevant stakeholders in the country, especially by social partners and the key economic sector players who employ immigrant labour. Even more important is its unambiguous implementation on the ground, as it requires a wide societal consensus to succeed. Due to the well-known situation of there being a large informal labour market in the country, extra steps are needed to create stronger institutions and coordination mechanisms. The strategy may lead to changes in the immigration policy and the delivery of work permits. For example, making the work permit application the responsibility of immigrant workers could minimise the administrative costs and the bureaucratic burden as well as rent-seeking behaviours. Last but not

least, bilateral labour agreements signed with the countries of origin could also be better used in the recruitment and monitoring of foreign immigrant labour, involving daily operational institutions on both sides.

### Need to improve working conditions for all workers in all sectors

As mentioned in the National Employment Strategy 2011–2020, it is in Jordan's interests to improve working conditions in the sectors that employ immigrant labour. This will not only protect immigrant workers, but also contribute to attracting unemployed (low-skilled) Jordanians into these areas, thus bringing the national unemployment rate down. As we have noted, it is not the shame culture but bad working conditions that prevent Jordanians from accepting jobs in sectors with high levels of immigrant workers. The outcome of decent working conditions in those sectors could be a less segmented labour market, with more sectors employing a mix of workers from both Jordanian and non-Jordanian groups. Besides well-functioning 'worker centres' supporting immigrant workers in the main production sites, the unionisation of immigrant labour could be particularly promoted. The public authorities could encourage immigrant workers by inviting them onto dialogue platforms to articulate their experiences and opinions. Finally, large-scale public campaigns could help by raising public awareness about abusive working conditions for immigrant workers and by encouraging the reporting of any cases of malpractice. The essence of this recommendation is that everyone in society deserves core labour rights.

### Need to integrate MISMES in the Jordanian national and local systems

The Jordanian VET institutions and labour offices need to be involved in a more structured way in providing training and/or employment services to migrants and refugees – in particular the Vocational Training Corporation (VTC), the National Employment and Training Company (NET), and community colleges. Interviews with these organisations indicated that more training places could be made available for refugees, if their premises and resources were used more effectively (e.g. providing training in double shifts). Although they would need extra financial resources to meet the additional costs, it is wiser to redirect international support towards these national institutions. At the same time, the institutions (especially training providers) need to demonstrate flexibility in adjusting their programmes according to the needs of refugees and vulnerable groups. For example, one private community college modified its standard two-year post-tawjihi TVET programmes because most refugees had not attained the baccalaureate level.

Another objective in this area is to ensure refugees have access to quality-assured training provision. In none of the MISMES projects providing skills development training to refugees are the curricula accredited by the Jordanian Centre of Accreditation and Quality Assurance (CAQA). Indeed, only one private community college has managed to obtain an international quality assurance standard for its programme. If Syrians have access to the Jordanian labour market, it is in the interests of all stakeholders to ensure that they are qualified for the available jobs. Here the role of the CAQA as the accreditation body for training providers and programmes for migrants and refugees is essential, but so is the part that can be played by the major training providers such as the VTC and NET. Therefore, it is advisable to further support such institutions.

It is important to emphasise that as local authorities are in the frontline in dealing with migrants and refugees, they are, therefore, key reference points for all migrant/refugee services – involving local training providers, labour offices and NGOs, and private sector representatives. This MISMES inventory has identified only one initiative with a local authority in the leading role, in which the cooperation between the municipality and the central government is a key factor of success. More local authorities should be supported by the international donors to take a leading role in dealing with migrants and refugees.

### Need to focus on entrepreneurship support and alternative forms of employment

The existing MISMEs programmes provide hardly any entrepreneurship and/or self-employment support to the refugees. Only a few very small pilot projects have been listed in this inventory and the results are not well documented. Given the shortage of jobs in the Jordanian labour market, a significant proportion of future support measures could be dedicated to entrepreneurship assistance schemes. This area has real potential, particularly for the Jordanian returnees, as well as for the Iraqi and Syrian refugees. Despite generally low levels of education, many Syrians have, for example, strong entrepreneurial skills as well as skills in trades (particularly in construction and services). They often prefer entrepreneurial/self-employment activities to wage employment; hence a modified registration system for self-employed or individual entrepreneurs, which enables Syrians to formalise their employment status (without unfair competition with Jordanians), could benefit all stakeholders.

The government has made considerable efforts to ease the formalisation of Syrian employment and encourage Syrians to work in open sectors, including manufacturing. Unlike other immigrant workers, however, Syrians come with their families and are unable to work under some of the conditions that are acceptable for immigrants who come alone. It must be reminded that the existing economic structure offers many alternative (atypical) forms of employment – from full-time wage employment to full entrepreneur with an established business. It is widely recognised that diverse forms of employment can contribute to employment promotion and help include vulnerable groups (i.e. women, young people, disabled persons, refugees). There are needs for short-term/seasonal work, part-time work, on-call work, home-based work, work share, individual self-employment and ‘crowd employment’<sup>68</sup>, and refugees can be oriented toward these alternatives according to their own circumstances.

### Need to develop more integrated MISMEs packages

Most MISMEs initiatives focus on only one type of intervention and do not combine different measures in a single package, although more integrated services seem to be more effective. The measures are also very similar in nature, targeting a specific group based on national affiliation. For example, existing refugee programmes mostly focus on life skills and soft skills training, with less emphasis on technical and vocational proficiency. Even the latter is not necessarily linked to concrete job opportunities in specific sectors. The ‘training only’ approach, which does not include thinking about the employment aspect, makes MISMEs less effective and less relevant, and means that they can lack concrete results at the end of their projects. A training programme is not an end itself; it is a means to facilitate employment, thus it must be designed in line with the needs of actual enterprises by involving employers in this process.

In general, skills development programmes could be designed as part of a more comprehensive service package which would ideally include four pillars: (i) early needs assessment of migrants followed up with guidance and counselling (i.e. mediation/orientation services, including referral to basic social services); (ii) assessment of migrants’ education and work experience, including recognition and validation of skills if necessary; (iii) skills development measures for labour market integration, including work-based learning; and (iv) employment services, and job intermediation and matching, including the safeguarding of labour rights. It is needless to say that all these pillars should be based on sound labour market information in terms of existing job opportunities and labour and skills needs of sectors.

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<sup>68</sup> Crowd employment is the outsourcing of tasks to a large pool of online workers rather than to a single employee. Technology is essential in this new employment form, as the matching of client and worker, as well as the task execution and submission, are mostly carried out online.

### Greater emphasis on social cohesion and opportunities rather than costs

Public communication about refugees is crucial. Refugees are not only a burden to the community, but also a resource and an opportunity for the economy. Given that most Syrian refugees will return to their country after the war, Jordan can help them rebuild it by providing adequate training. In addition, more MISMES could be implemented through an exchange between migrants/refugees and host communities. Given that the majority of immigrant labour and refugees speak the same language as the host communities (Arabic) and come from a similar culture, bringing together diverse, mixed groups for cultural and skills exchanges is an excellent way of promoting social cohesion.

Even TVET programmes should, in principle, be provided in the mixed public schools instead of via separate programmes, to share and exchange knowledge and experiences. In addition, large-scale public sensitisation campaigns are needed concerning the situation of refugees with respect to their living and working conditions, in order to raise public awareness and support social cohesion. Developing anti-rumour programmes at the local level can help dismantle prejudices and false perceptions and challenge stereotypes. Particular attention could be given to facilitating the communication of children and young people across different communities.

### Need to collect evidence on MISMES for monitoring and evaluation

As policies have been constantly evolving with regard to the Syrian refugees throughout 2016, and it is relatively early to assess existing MISMES, it is not surprising that there has been no systematic collection of information on the implemented measures and follow-up or evaluation of their results. The existing evidence hardly allows for a rigorous monitoring and evaluation, and hence for a final judgement to be made about the impact of existing MISMES. The first step in that direction is indeed to systematically collect and analyse information on all MISMES, preferably with one public institution in the coordinating role. Given the large amount of funding spent on refugees, having an efficient system for monitoring and evaluating these measures is crucial to understanding their results and impact on the wider community. It is recommended that one institution such as the Ministry of Planning and International Cooperation (or even a big donor such as the EU via its Delegation to Jordan) assume the function of collecting information on all MISMES programmes and activities, beneficiaries and budgets to ensure their coherence and alignment, as well as to monitor and evaluate the results.

## ANNEX: LIST OF INSTITUTIONS INTERVIEWED

- EU Delegation to Amman
- Ministry of Labour
- Vocational Training Corporation
- National Centre for Human Resources Development
- TVET Fund
- Jordanian Economic and Social Council
- Ministry of Planning and International Cooperation
- Ministry of Foreign Affairs and Expatriates
- Ministry of Interior
- Ministry of Education
- National Employment and Training Company
- Chambers of Commerce and Industry
- Owners of Recruitment Companies' Association
- The Jordanian Hashemite Fund for Human Development – JOHUD
- UNHCR Amman office
- UNRWA Community Colleges Amman
- UNDP Amman office
- ILO Amman office
- UNICEF Amman office
- UNESCO Amman office
- World Bank Amman office
- International Organisation for Migration Amman office
- Al Quds Community College (Luminous Group)
- Norwegian Refugee Council Amman office
- GIZ Amman office
- Swiss Agency for Development and Cooperation Amman
- CARITAS Jordan office
- ARDD-Legal Aid (Arab Renaissance for Democracy and Development)
- CARE International NGO
- Jesuit Refugee Services

## ABBREVIATIONS AND ACRONYMS

<b>ACTED</b>	Agence d'aide à la coopération technique et au développement (Agency for Technical Cooperation and Development, NGO))
<b>ARDD</b>	Arab Renaissance for Democracy and Development (NGO)
<b>BTEC</b>	Business and Technology Education Council
<b>BWJ</b>	Better Work Jordan (ILO programme)
<b>CAQA</b>	Jordanian Centre of Accreditation and Quality Assurance
<b>Danida</b>	Danish International Development Agency
<b>DFID</b>	Department for International Development (UK)
<b>EBRD</b>	European Bank for Reconstruction and Development
<b>ETF</b>	European Training Foundation
<b>E-TVET</b>	Employment and technical and vocational education and training
<b>EU</b>	European Union
<b>FAFO</b>	Norwegian Research Foundation (Forskingsstiftelsen)
<b>FAIR</b>	Integrated Programme on Fair Recruitment (ILO)
<b>GCC</b>	Gulf Cooperation Council
<b>GDP</b>	Gross domestic product
<b>GIZ</b>	German Society for International Cooperation (Deutsche Gesellschaft für Internationale Zusammenarbeit)
<b>IFC</b>	International Finance Corporation (a member of the World Bank group)
<b>ILO</b>	International Labour Organisation
<b>INGO</b>	International non-governmental organisation
<b>IOM</b>	International Organisation for Migration
<b>JEMPAS</b>	Support to the Mobility Partnership between the EU and Jordan
<b>JGATE</b>	Jordanian Garments, Accessories and Textile Exporters' Association
<b>JOD</b>	Jordanian dinar
<b>JOHUD</b>	Jordanian Hashemite Fund for Development
<b>JRP</b>	Jordan Response Plan for the Syria Crisis
<b>MISMES</b>	Migrant support measure from an employment and skills perspective
<b>MoFAE</b>	Ministry of Foreign Affairs and Expatriates
<b>MoL</b>	Ministry of Labour
<b>NEES</b>	National Electronic Employment Services of Jordan
<b>NEF</b>	Near East Foundation
<b>NES</b>	National Employment Strategy of Jordan 2011–2020
<b>NET</b>	National Employment and Training Company of Jordan
<b>NGOs</b>	Non-governmental organisations

<b>NRC</b>	Norwegian Refugee Council
<b>ORCA</b>	Owners of Recruitment Companies' Association
<b>OSH</b>	Occupational safety and health
<b>QIZ</b>	Qualifying industrial zone
<b>SDC</b>	Swiss Agency for Development and Cooperation
<b>SMEs</b>	Small and medium-sized enterprises
<b>TVET</b>	Technical and vocational education and training
<b>UK</b>	United Kingdom
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organisation
<b>UNHCR</b>	Office of the United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Emergency Fund
<b>UNRWA</b>	United Nations Relief and Works Agency for Palestine Refugees in the Near East
<b>USAID</b>	United States Agency for International Development
<b>USD</b>	United States dollar
<b>VET</b>	Vocational education and training
<b>VTC</b>	Vocational Training Corporation

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