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► **Decent Work and Social Cohesion:** Good practices and lessons learned from ILO Programmes in Jordan



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ILO Regional Office for Arab States

P.O.Box 11-4088 Riad El Solh 1107-2150

Beirut - Lebanon

Website: www.ilo.org/arabstates

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► Acknowledgment

This report on “Decent Work and Social Cohesion: Good practices and Lessons learned from ILO Programmes in Jordan” is the result of extensive research combining desk-based analytical works and multiple personal interviews with key stakeholders for ILO programmes in Jordan. It intends to complement the regional report on “How ILO Programmes Contribute to Social Cohesion between Refugees, IDPs and Host Communities in the Arab States Region” through a country-specific analysis drawn from stakeholders’ professional experience.

The research is part of the project “Refugees for Development: on the Nexus of Humanitarian Assistance and Development”, which is led by Fafo Institute for Labour and Social Research (Fafo) and funded by the Norwegian Research Council under the Norglobal Programme.

The research was led by Dr. Maha Kattaa, ILO Regional Resilience and Crisis Response Specialist and co-authored by Consultant Eng. Zeina Aqaileh.

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► Executive Summary

The ILO Regional Office for Arab States conducted research in Mid-2022 to gain some knowledge and understanding on the current contribution of ILO programmes to social cohesion at the level of direct beneficiaries, collect lessons learned and practices, and identify concrete steps towards enhancing the mainstreaming of social cohesion in programme design, implementation, and monitoring.

The analysis report for “How ILO Programmes Contribute to Social Cohesion between Refugees, IDPs and Host Communities in the Arab States Region”¹ drew largely on a desk-based approach. The main purpose of the research was to understand how ILO’s own programming and its promotion of decent work across the Arab States Region influenced relations between host communities and forcibly displaced populations.

This report on “**Decent Work and Social Cohesion: Good practices and lessons learned from ILO Programmes in Jordan**” intends to complement the regional report through a country specific analysis drawn from the experience of ILO team members and core partners in Jordan, acquired through **a series of key personal interviews (KIIs)**. In addition to reviewing a **range of written secondary** sources, including project planning documents, survey reports, assessments/evaluations, and various studies and research papers.

The key findings and recommendations will help the ILO to re -think its response in Jordan following ten years of addressing the Syria crisis in the country.

¹ «How ILO Programmes Contribute to Social Cohesion between Refugees/ IDPs and Host Communities in the Arab States Region (Jordan, Lebanon, Iraq, Yemen) https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_854504.pdf

► Section I: Impact of decent work on social cohesion

Labour market participation in the context of a refugee setting is increasingly being explored not only in the framework of “humanitarian interventions” but also from the perspective of longer-term development particularly in protracted displacement situations. Understanding the effect of granting work permits, even temporarily as suggested by Lokshin and Ravallion (2019), will give key insights on refugees coping mechanisms. Improving cohabitation between refugees and hosts has been linked to better outcomes for the current and next generations (Becket et al, 2020).

Schuttler and Caron (2020) gather evidence related to “law and labour market” in the context of refugees / internally displaced persons (IDPs). They call these types of interventions “Changing the legal framework for refugees” and found about 25 articles that focus on this topic. Adequate laws authorizing refugees to work have proven beneficial for **refugees’ economic outcomes and well-being** and being granted work permits drives labour market outcomes. The opposite is true, a narrower access to the labour market for refugees is associated with more insecurities and exploitations (since refugees have to work in the informal sector) (Zetter and Ruadel, 2016). Among the papers reviewed by Schuttler and Caron, none that focus exclusively on work permits and refugees in lower and middle-income countries. As such, there is a room for innovative empirical contributions that help shape policies related to labour market integration and legal frameworks for refugees as well as migrants in the broader sense.

Social and economic integrations are also other interrelated aspects in the life of refugees that would need more exploration. Research on peace-building programmes and employment programmes in developing countries, were both proven to support the poor to escape poverty. Peace-building projects often focus on **re-building cognitive skills and reconnecting people together** after long periods of conflicts. De Vroom and Van Tubergen (2010), using a multivariate regression, find that the economic integration of refugees can be partly explained by host country education, work experience, language proficiency, and contact with local communities (positively correlated with the chance of employment and occupational status) and health problems, integration courses, and the time spent in refugees’ reception centers. Providing refugees with basic livelihood opportunities, i.e., work permits, means that they get the right to work outside the camps formally/legally and access the host countries’ basic public service (education and health). It will contribute to their ability to forecast and plan, things that would not be possible without work permits. Janzen et al (2017) explains notably the role of expectations and aspirations in the context of conflicts. The authors find that aspirations are positively linked with investment in the future (future-oriented economic behaviour). They conclude by saying that aspirations can stimulate development if properly directed. The degree of social, economic, and labour market integration will determine how refugees thrive in host countries eventually providing benefits for both hosts and refugees.²

2 Svein Erik Stave, Tewodros Aragie Kebede and Maha Kattaa Impact of work permits on decent work for Syrians in Jordan 2021 https://www.ilo.org/wcmsp5/groups/public/-/arabstates/-/ro-beirut/documents/publication/wcms_820822.pdf

► Section II: ILO Support to Syrian Refugees and Host Communities in Jordan

According to UNHCR, there are at present more than 660,000 ³ registered Syrian refugees in Jordan, while according to the Jordanian Ministry of Interior (MoI), there are nearly 1.4 million Syrians in Jordan, of which only 130,000 live inside camps. About 52 per cent of the Syrian population in Jordan are between 15 and 65 years old, implying that the Syrian working age population in Jordan might be around 700,000 persons if we use the MoI population figure as a basis. Out of these, 32 per cent participate in the labour market, while the remaining are inactive³. Only 7 per cent of Syrian women participate in the labour market compared to 16 per cent of Jordanian women. Out of these, 46 per cent of Syrian women are unemployed, compared to 28 per cent of the Jordanian women ⁴.

The ILO has been working hand-in-hand with host countries and development partners to support efforts to increase economic opportunities and employment creation in the region – for both refugees and host communities – through promoting an employment-rich national response to the refugee crisis, embedded in the principles of **decent work**. The **ILO Decent Work Country Programme (DWCP) 2018-2022** articulates a common commitment to advance decent work in Jordan. These include:

- **Priority “1”**: Employment creation contributes to economic and social stability,
- **Priority “2”**: Support the development of an enabling environment to underpin improved private sector productivity and the creation of decent work, and
- **Priority “3”**: Support the immediate creation of decent jobs for Syrian refugees and Jordanians to ease current conditions.

In 2016, Jordan became one of the first countries in the Arab region to facilitate the access of Syrian refugees to the labour market. This milestone was achieved through the signing of the Jordan Compact, which reduced barriers to the legal employment of refugees in the kingdom. The ILO's Programme of Support to the **Jordan Compact** promotes economic growth and decent job creation for refugees and members of their host community.

THE ILO has developed AN INTEGRATED PROGRAMME OF INTERVENTIONS TO SUPPORT THE CREATION OF DECENT WORK UNDER THE JORDAN COMPACT

The ILO programme has three main objectives and three cross-cutting actions. This **Three Plus Three (3+3) approach** highlights the necessity of addressing the decent work needs of the national population alongside those of refugees and tackling long-term labour market weaknesses together with immediate challenges ⁵. Three Plus Three will:

- 1) Strengthen labour market governance for improved compliance with decent work principles.
- 2) Support the development of an enabling environment to underpin improved private sector productivity and creation of decent work.

³ <https://data.unhcr.org/en/situations/syria/location/36>

⁴ ILO/Fafo 2021

⁵ ILO response to Syria crisis- Programme of support to the Jordan compact 2018

https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/briefingnote/wcms_670182.pdf

- 3) Support the immediate creation of decent jobs for Syrian refugees and Jordanians to ease current conditions.

The programme identifies three cross-cutting actions:

- 1) Conducting **research and analysis** to support evidence-based policymaking.
- 2) Strengthening **social dialogue and social partnerships** to develop sustainable national solutions.
- 3) **Raising awareness and improving the education** of all actors to enhance the participation of Syrian refugees in the labour market.

The ILO Programme of Support to the Jordan Compact (POS) responds to ongoing labour market challenges exacerbated by the conflict in Syria **through development-focused and employment-driven** interventions to create an enabling environment for decent work and job creation.

► ILO Programme of Support Achievements:

Since 2016, the following **achievements** have been marked across multiple projects, funded by key ILO development partners, in relation to the promotion of decent work for all, enhancing economic growth, and promoting the creation of jobs and developing people's skills:

- **Advocating the right to work** for Syrian refugees and enhancing their access to the formal labour market by supporting policy change and the delivery of work permits, including to those employed in the agricultural and construction sectors.
- **Facilitating work permits:** the cumulative number of work permits that were facilitated by the ILO reached more than 120,000 - with 14 per cent women.
- Advocating for the **reform/update of the SSC strategy for extending social security coverage**, including through the adoption of a national model to subsidize contributions of vulnerable workers.
- **Establishing six support offices** in collaboration with the General Federation of Jordanian Trade Unions to facilitate issuance of non-employer-specific work permits for Syrian construction workers.
- **Launching mobile work permit units** to allow workers in hard-to-reach areas to apply for and renew work permits at their place of work.
- **Employment Intensive Infrastructure Programme:** since 2016 around 25,000 Syrian refugees and Jordanians beneficiaries were employed (about 25 per cent women). The total number of working days through the programme was about 1.5 million.
- **Employments Services Centers (ESCs):** up to December 2021, 31,201 referrals to decent job opportunities and 19,493 job placements were recorded across the 13 established center.
- **Skill Development and Certification:** The cumulative number of beneficiaries certified through Recognition of Prior Learning (RPL) training up to December 2021 was 15,000, out of which about 45 per cent of the beneficiaries were women.
- Number of beneficiaries who received **on-the-job training** up to December 2021 was 2,048 out of which about 60 per cent were women.
- Number of beneficiaries who received **Occupational Safety and Health (OSH) trainings** up to December 2020 was 1,439 out of which about 50 per cent were women.

- Number of beneficiaries who received **vocational trainings** Up to December 2021 was around, 5000 beneficiaries (about 80 per cent women)
- **Child Protection:** More than 500 working children or at risk of child labour received specialized child protection case management services as part of efforts to reduce the worst forms of child labour in the agriculture sector.
- **Improving working conditions:** improved working conditions in factories under the relaxed Rules of Origin trade agreement through collaboration between the European Union and ILO's Better Work Jordan Programme.
- **Thirteen companies were certified to export to the EU** under the 2016 trade scheme through job matching services provided by Employment Service Centers.



► Projects under ILO Programme of Support to Syria refugee crisis

► Table 1: Projects Under ILO Programme

Project	Timeframe	Donor	Actual Budget (USD)
Enhanced Access to Employment Opportunities and Livelihoods in Jordanian Host Communities within the framework of ILO's response to the Syrian Refugee	2014-2016	ILO/RBSA	1,334,185
Employment through Labour Intensive Infrastructure in Jordan (Phase 1-5)	2016-2022	Germany/KFW	59,676,230
Creating job opportunities for Jordanians and Syrian in green work in agriculture and forestry/ 1&2	2016-2018	Norway	4,193,365
Creating decent job opportunities through applying Employment Intensive Approaches at Cultural Heritage Conservation activities	2020-2023	EU/UNESCO	359,772
Supporting the strategic objectives of London conference 2016/ 1&2	2016-2018	UK/FCO	2,446,286
Advancing Decent Work in Jordan's Agriculture sector: a compliance model	2018-2020	Netherlands	6,410,256
Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan	2018-2022	US/PRM	6,981,196
Decent Jobs for Jordanians and Syrian Refugees in the Manufacturing Sector	2017-2019	Netherlands	4,999,911
Towards a more Inclusive Economy through Immediate Job Generation and Enterprise Development for Vulnerable Refugees and Host Communities in Jordan	2020-2022	Italy/AICS	1,125,113
EU/ILO Collaboration in the monitoring of labour aspects in the implementation of the EU's rules of origin initiative for Jordan (Phase 1-2&3)	2018-2022	EU	4,180,923
Decent Work in Floriculture Sector	2019-2021	Australia	2,394,539
Addressing the Worst Forms of Child Labour Agriculture in Jordan 2018 -2022	2018-2022	Norway	2,048,316
The Municipal Services and Social Resilience Project (MSSRP)	2018-2023	Ministry of local administration/ WB Trust fund	856,308
The impact of work permits on the Employment of Syrian refugees	2019-2021	Ford Foundation	630,000
Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians	2020-2023	EU	11,985,945
Partnership for improving prospects for forcibly displaced persons and host communities (PROSPECTS) Jordan	2019-2023	Netherlands	11,561,192
Refugees for Development	2019-2022	Norway/ FAFO	23,164

► Section III: Evidence, good practices, and lessons learned from ILO Programming Interventions in Social Cohesion in Jordan

The information used to compile this section was drawn from the personal professional experience of ILO team members and core partners in Jordan, acquired through **a series of key personal interviews (KIIs)**,⁶ in addition to reviewing a **range of written secondary sources**, including project planning documents, survey reports, assessments/ evaluations, and various studies and research papers ⁷.



3.1 Experience of Jordan Compact and Nexus

THE CASE OF JORDAN - SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN JORDAN COMPACT AND Nexus

► Main Interventions Description ⁸:

The new holistic approach in having an effective partnership model which stresses the continuum between the humanitarian response and the country's development agenda **by joining forces** between the Government of Jordan and the international community. This was led by the **World Bank** and in close cooperation with **ILO, UNHCR**, and other development partners in Jordan - as a **whole community approach** that started from 2016 and aimed to better support both refugees and host communities (a win-win case) as a matter of fairness and social cohesion by boosting job creation and investment. As part of the Programme and in support of the Jordan Compact implementation, there was:

⁶ Annex I- List of KIIs + Annex II- KIIs Questions Guide

⁷ Annex III- List of References

⁸ <https://blogs.worldbank.org/arabvoices/new-economic-opportunities-jordanians-and-syrian-refugees>

(1) A government relaxation of work permit requirements to allow Syrian refugees to apply for work permits both inside and outside of the zones and thus be able to access formal jobs and decent labour conditions.

This covered:

- a) **Ministry of Labour** creation of **employment facilitation services** to implement the Work Permits reforms. Moreover, **Jordanian agricultural cooperatives and the General Federation of Jordanian Trade Unions (GFJTU)** were also brought in as key partners in the facilitation of work permits for Syrian refugees given their capacity to reach the different groups and their credibility in the rural communities. This involvement of local communities has significantly helped in building the intended social cohesion.
- b) **Ministry of Labour** new **flexibilities introduced**, in agriculture and construction sectors in particular.
- c) This was paralleled with the possibility of obtaining a work permit without a work contract and in many occupations and sectors ⁹, as well as the ability to switch sectors and employers with the same work permit through the **flexible work permits**. All of which has helped in contributing to formalization and helped reduce prospects for tension.
- d) **Ministry of Labour** inspectors following new **soft inspection policy** with refugees in general and Syrians specifically, where Syrian workers without work permits would not be penalised, and actions would be rather related to providing technical information and consultation to workers regarding the abidance with the legal provisions.
- e) Furthermore, the Jordanian government took substantial steps to increase job opportunities for Syrian refugees and facilitate their entry into the formal labour market through **waiving work permit** fees and the **medical examination** required for a work permit.
- f) In line with these interventions, a key aspect of **UNHCR's** work within the partnership focuses on supporting outreach and continued **access to registration and legal documentation** for refugees across the country.

(2) Planning short-term job programmes through **private sector** employment on a contract basis in municipal works and other labour-intensive public works, worked upon in collaboration with **ILO and local municipalities**. Having a job can contribute to restoring a sense of dignity, pride, and independency.

(3) Fostering Jordanian and Syrian entrepreneurship through creating a conducive environment for Jordanian and Syrian entrepreneurs and those aspiring to be, to access relevant entrepreneurship skills, knowledge, and seed funding for their businesses, in addition to enabling Syrians to start, register, and operate a business from home in three sectors: food processing, handicrafts, and tailoring. These efforts facilitated the creation of some joint ventures between Jordanians and Syrians (with at least 1 Syrian shareholder), in addition to some other sole proprietorships held by Syrians.

⁹ Except for occupations listed among the closed sectors

- (4) **Women's economic empowerment** by developing solutions to free up women's time spent on caring for family members and allow them to engage in paid work through enabling the expansion of childcare centers and home-based nurseries and streamlining registration and licensing procedures while ensuring the quality of services.
- (5) **Supporting government efforts and ambitions to extend social security coverage** to both Jordanians and refugees, who works as employees in small and medium enterprises or as self-employed workers, through targeted outreach (joint efforts between ILO, UNHCR and SSC) and a subsidized contribution model to reduce vulnerability and social exclusion.
- (6) **Proposing a set of common indicators** to be adopted and used across all partners to monitor their contributions towards the above-mentioned objectives and interventions. This included: number of work permits issued to Syrian refugees, number of workdays created through labour intensive works, number of beneficiaries of new/reformed services for entrepreneurs and workers, etc.).

► Lessons Learned:

The experience accumulated on the ground showed that a **development approach to refugee crises** is a win-win for both refugees and host communities. But this requires a lot of effort, new types of policy making, and support from the international community. Furthermore, **partnerships and the close cooperation and engagement** with all relevant partners (government, international community, NGOs, private sector, etc..) are important in forced displacement situations, as forces join to share data and information on issues raised by refugees and host communities, do joint research and analytics, leverage expertise, and support countries in policy making, and benefiting from international experience in promoting innovative solutions. Behaving as one team and speaking in one voice has helped achieve the desired joint outcomes and contributed to the development and self-resilience of people and communities.

Well-designed monitoring and evaluation arrangements¹⁰ are critical in a rapidly changing environment. Project-level results frameworks in Jordan exhibit many of the limitations noted elsewhere across the World Bank. Indicators often skew towards measuring outputs rather than outcomes; project-level results frameworks do not support a clear intervention logic or reflect a well-developed theory of change making assessment and attribution especially challenging; monitoring arrangements appear to be given limited attention during preparation and implementation; thus, the indicators are not always captured systematically. In a dynamic operating context, the absence of effective monitoring and evaluation severely limits the potential to gauge performance or provide an early warning of the need for attention, adjustment, and course correction.

10 International Bank for Reconstruction and Development-Country Partnership Framework for Hashemite Kingdom of Jordan for the period FY17-FY22



3.2 Experience of Policy and Work Permits Efforts

THE CASE OF JORDAN - SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN POLICY AND FORMALIZATION EFFORTS

Strengthening the employability and social protection for Syrian refugees living in Jordan through several [legislative and policy changes](#) to their access to employment, social protection, and decent work based on social dialogue, at both policy and grassroots levels. This was essential to reduce the social tension which is usually expected to arise from the presence of refugees and more specifically from their engagement in the labour market. These efforts are listed below in chronological order from 2016-2021:

► Main Interventions Description:

(1) Regulating Syrian refugee workers in Jordan through the issuance of work permits, as work permits have been at the center of the policy debate on the Syrian refugee crisis in Jordan, following a commitment by the Government of Jordan and the international community to join forces to create jobs for both Syrian refugees and Jordanian host communities. Through these efforts, the Jordan Compact was born. Therefore, the Government of Jordan has taken several steps to make it easier for Syrian refugees to qualify for work permits, in addition to removing barriers to inclusive labour integration of Syrian refugees. These included ^{11 12} :

¹¹ *Impact of work permits on decent work for Syrians in Jordan*, Svein Erik Stave, Tewodros Aragie Kebede and Maha Kattaa- ILO- 2021

¹² *Beyond the work permit quotas: corruption and other barriers to labour integration for Syrian refugees in Jordan*; Sarah Tobin and Maisam Alahmed- CMI-2019

- a) **Providing Syrians with right to work and access to jobs** and expanding eligibility for a work permit to include Syrians who entered Jordan without crossing through official borders.
- b) **Allowing a Ministry of Interior ID card** to be used in lieu of a passport, since many Syrians fled to Jordan without such documents. This ID card is used to access public services in addition to accessing work permits.
- c) Issuing work permits for Syrian refugees **free of charge** to remove the barrier for obtaining permits.
- d) **Waiving medical examination** requirements for Syrian workers.
- e) **Exempting** the practice of 'deporting' Syrians caught without a work permit.
- f) Making **agricultural and constructional work permits non-employer specific** (flexible work permits) to allow workers the freedom to shift among a variety of short-term jobs by holding the same work permit.
- g) **Creating employment facilitation services** by Ministry of Labour to implement the work permits reforms in Zaatari and Azraq camps and thus allow Syrians residing in these camps to obtain work permits for jobs outside the camps.
- h) **Waiving the Recognition of Prior Learning (RPL) certificate requirement**, for workers applying for work permits in construction as it was considered too resource demanding and bureaucratic.
- i) **Expanding flexible work permits** by allowing refugees holding any work permit to **move freely between jobs in all sectors**, with one requirement of changing the work permit to reflect the new sector/occupation they will work in.
- j) Syrian refugees living outside the camps allowed to register and operate **home-based businesses and small businesses** in three sectors: Food Processing, Handicrafts, and Tailoring.
- k) **Exempting** Syrians and employers from paying work permits renewal fines.
- L) **Opening new sectors and professions** for Syrian employment, including self-employment ¹³. And re-arranging the occupations according to ISCO (International Standard Classifications of Occupations) which allowed refugees to move between different occupations and sectors in the same occupational group.
- m) **Extending social security** to Syrian refugees holding flexible work permit. This contributes to reducing vulnerability and social exclusion.

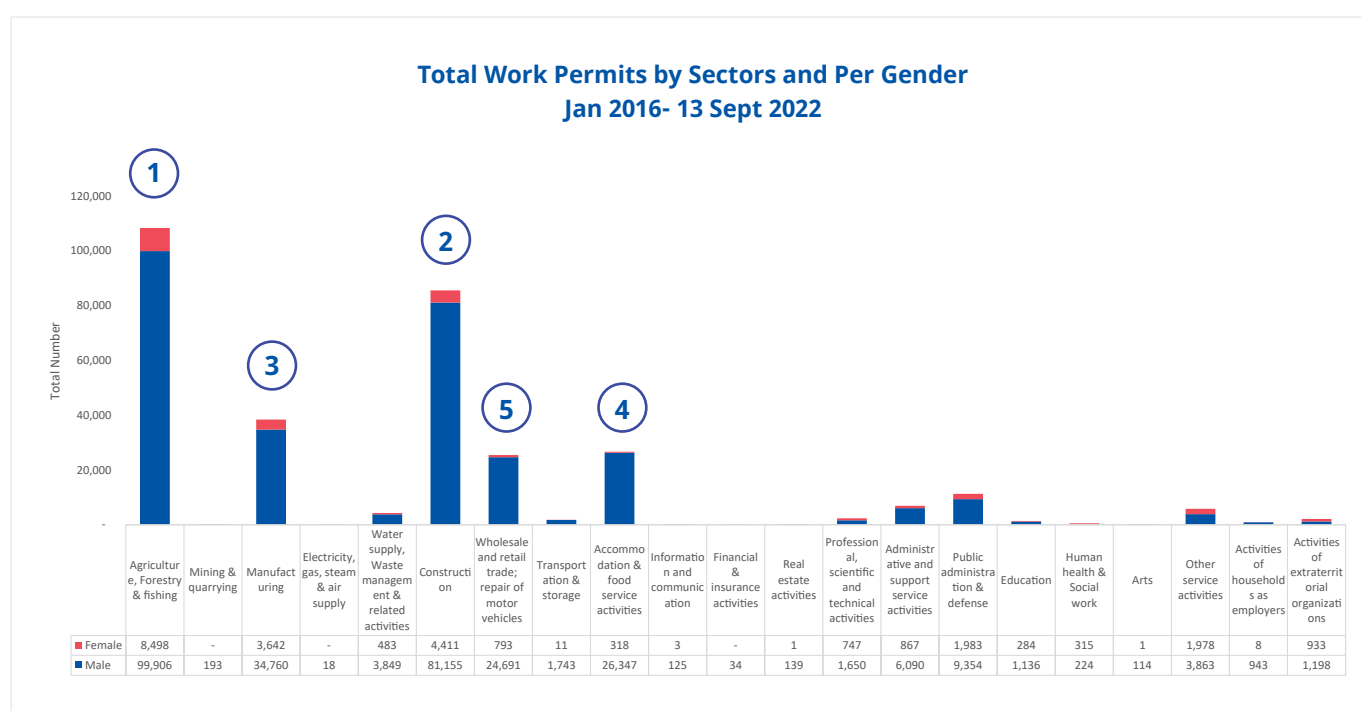
Involving labour unions in advocacy around Syrian refugees' right to work which made them an important partner in issuing work permits for Syrian refugees. Through which agriculture workers can obtain a work permit using cooperatives of farmers as a sponsor, and similarly construction workers can approach the General Federation of Jordanian Trade Unions (GFJTU).

¹³ Annex IV: list of open occupations for Syrians as of June 2021

¹⁴ Source: WP Dashboard Data, Where ILO has facilitated around 1.2K permits out of the overall total achieved

As a result:

- * A total of **322,808 total permits**¹⁴ have been issued between January 2016 and September 13, 2022
- ** The highest proportion of these work permits (**92 per cent**) had been delivered to males, compared to only 8 per cent for females.
- *** The distribution of the issued work permits per sector and per gender is illustrated in the figure below, where the utmost of work permits was issued in the **agriculture** sector, followed by **construction**, then **manufacturing, accommodation and food services** activities, and **wholesale and retail trade and repair of motors**.



► Lessons Learned:

Based on a recent study¹⁵ developed by the ILO to explore and advance the evidence base on the impact of work permit regulations on decent work outcomes for Syrian refugees in Jordan, it has been found that letting Syrians into the Jordanian labour market through the work permits scheme has **positively** attributed to **changing Jordanians' perceptions** towards Syrian refugee workers over time and vice-versa. This was indicated through various perception data sets from Jordanian workers and Syrian work permit holders' point of view as:

- a) enhancement in Syrian refugees '**feeling of safety**' in public spaces for almost 70 per cent of work permit holders. These expressions reflect that many Syrians without work permits live in fear of being caught for illegal employment or stay in Jordan, and that obtaining a work **permit promotes social cohesion** and increases the **wellbeing** for Syrians in general.

¹⁵ Impact of work permits on decent work for Syrians in Jordan- Svein Stave, Tewodros Aragie Kebede and Maha Kattaa -Sept 2021

- b) **better integration** of Syrian refugees into Jordanian society and the **status** of Syrian refugees in the labour market in terms of **reliability and hard work** increased in the eyes of Jordanian workers. The same positive trend was seen in terms of perceptions of the influence of Syrian refugees' presence on the **wage levels** in the market (wherein 90 per cent of Jordanians believe that Syrians were pushing down wage levels in 2014 compared to only 65 per cent with the same belief in 2020).
- c) **increase in the level of trust** between Jordanians and Syrian refugees from 2014 to 2018 (for example, 48 per cent of Jordanians expressed their trust in Syrian refugees in 2018 compared to 12 per cent in 2014).

This study has recommended a set of short, medium, and long-term measures to further increase the number of refugees who have access to work permits through: **investing in awareness raising** mechanisms on the new changes of work permits regulations, as well as the social security coverage through social media and MOL/ILO employment centers, and **easing the uptake of work permit process** through digitization, streamlining in a one-stop shop, opening more professional occupations, and promoting a 'one refugee approach' by expanding the work permits scheme to other refugees, including Palestinians from Syria, Yemenis, Sudanese and others.



3.3 Experience of Child Labour Programmes

THE CASE OF JORDAN - SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN CHILD LABOUR PROGRAMMES

► Main Intervention Description ¹⁶:

Child labour community committees

were developed and strengthened as a pilot at the level of four local districts under the PROSPECTS programme. These **social committees** adopted the role of monitoring and support in preventing and withdrawing children

engaged in child labour, through **dialogue** with parents regarding child labour and providing support under a referral mechanism with service providers. This approach has established sustainable **structures involving community members** such as local farm owners and managers, Jordanian and Syrian farmers, schoolteachers and counsellors, and key community influencers such as mosque Shaikhs, among others. As a result, these partnerships promoted ownership, strengthened **social relationships**, and built **trust and confidence** between the different members and communities.

Dimension	Contribution to Social Cohesion	
	Severe	Minor
Working through communities	● ● ●	
Social Recreational Activities	● ●	
Vocational Training		●
Parenting Awareness		●

¹⁶ Illustrated graphs are used to list down the main interventions used per programme group and that have been **thought contributing to social cohesion** in a way or another based on ILO team members' views in addition to the studied best practices by researchers. Rating scale used refers to the strength or impact of the intervention on social cohesion in that programme and it had the following levels: severe, and minor. It was just for illustrative purposes.

► Other Supporting Interventions:

Bringing children and parents together through social recreational activities: Through ILO efforts in combatting child labour with expanded access to education in agricultural areas, the ILO had tried to work in parallel on mingling Syrian children and their parents with Jordanian host communities as a way to get both (the Syrian child and parent) out of their observed isolation and enhance their **social and life skills** as communication skills, social dialogue, expressing opinions etc. In this regard, the ILO has worked on children's participation in **activities outside school hours** and in **mixed Syrian and Jordanian groups**, in addition to others for parents on weekends. These social recreational activities were firstly, the club programme: which promoted the children's integration of 100 children from 6 different schools through **artistic performances** as acting, singing, theatre and other spaces for artistic self-expression. And secondly, days marking social occasions: which brought together around 600 Syrian and Jordanian parents and their children in 7 implemented events throughout the programme's span, to celebrate certain occasions such as: Child Day, Woman Day, Back to School Day, Spring Day, World Day against Child Labour and others.

► Lessons Learned:

It is important to have a **sustainability model through inclusiveness** of communities and civil society from the beginning to maintain the effective implementation of interventions which was a key success factor in child labour programmes in Jordan. However, and concerning CBOs specially, they could be more in need to become familiar about their role in social cohesion and required interventions in that aspect. **Safe spaces and their respective recreational activities** are significant channels for bringing different groups together and enhancing interaction. However, these interventions should be designed in **longer-terms** to influence long-term changes especially when it comes to behavioural change.



3.4 Experience of Social Protection Programmes

THE CASE OF JORDAN - SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN SOCIAL PROTECTION PROGRAMMES

► Main Intervention Description:

Promoting social dialogue and tripartism at the policy level between governments, employers' and workers' organizations on matters of extending social security coverage. These efforts

Dimension	Contribution to Social Cohesion	
	Severe	Minor
Social Dialogue	● ● ●	
Changing misconceptions and stereotypes	● ● ●	
Training on equality of treatment	● ●	

started from the project's concept phase which was designed in full consultation with the government, national social protection institutions, social partners, and other relevant stakeholders. Subsequently, social dialogue continued to bring more **communication and coordination** between social protection partners through the different formulated working groups; one of which was a '**statistical working group**' set for the first time for consultation and statistics exchange among social protection partners. Social dialogue was important to ensure **inclusiveness** in social protection services and **addressing any form of discrimination**.

Supporting the extension of social security coverage to more **vulnerable** informal workers, both Jordanians and non-Jordanians, including **refugees and migrants**, with a focus on informal vulnerable workers that were left out of the COVID - 19 crisis national social protection response, such as agricultural workers, tour guides, taxi drivers, and self-employed workers. This builds on fundamental principles such as the **equality of treatment** regardless of nationality or legal status by strengthening the situation of vulnerable workers in Jordan, through the extension of social protection rights, access to income support and registration in the social security system.

Technical support to the Government in reviewing specific laws such as the 'Social Security Corporation Health Insurance Law' by unifying contributions across all groups to ensure **being unbiased** or in favour of a certain nationality and therefore ensure the **fairness** in the application of the law.

► Other Supporting Interventions:

Working on the common misconceptions and stereotypes between and within Jordanian, refugee, and migrant communities: through several actions such as: **using the word non-nationals** instead of using the words 'refugee' and 'migrant' interchangeably which causes problems to both populations, **simplifying the language used in awareness campaigns, sensitization sessions about social security benefits, language used in field visits and avoiding discriminatory words or slogans**, supporting employers on ways **to take less discriminatory decisions** through behavioural change efforts to be carried out by newly appointed ILO behaviour change staff, developing certain **messages** to change behaviours towards refugees in collaboration with UNHCR by revealing how **displaced people bring value** to societies, economies and communities.

Planned training to Social Security Corporation (SSC) staff, on **universality, equality of treatment, having a refugee lens** and how to approach these groups. This will help in increasing understanding of the importance of equality and help to show where the limits are, and which factors they need to pay extra attention to.

► Lessons Learned:

Importance of the created **partnership between UNHCR and ILO** which will be key to ensure outreach to refugees across the country.

However, **more information and knowledge are needed about migrants** in Jordan and their faced struggles and disruptions, to be able to help them better by having the right directed incentives and interventions.

More **engagement of civil society** is necessary to engage in rights' advocacy, promote alternatives, and get the different voices and perspectives.



3.5 Experience of Employment Intensive Programmes

THE CASE OF JORDAN - SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN EMPLOYMENT INTENSIVE PROGRAMMES-

3.5.1 CULTURAL HERITAGE DEVELOPMENT

► Main Intervention Description:

Engaging Jordanians and Syrians together through employment intensive approach to safeguard and rehabilitate cultural heritage sites in Northern Jordan. By March 2023, this is planned to bring together a total of 1,439 beneficiaries composed of (30 per

Dimension	Contribution to Social Cohesion	
	Severe	Minor
Working together in cultural heritage	● ● ●	
Gender Equality Promotion	● ● ●	
Risk Assessment		●
Partnerships	● ●	

cent Syrian refugees and 70 per cent Jordanians from host communities) in [short-term employment opportunities](#) ranging between 2-4 months. It will follow the application of Employment Intensive schemes and Vocational Training in cultural heritage conservation activities including clearance, maintenance, consolidation, and site development by [linking skilled Syrian technicians with low skilled/unskilled labourers \(Jordanians and Syrians\)](#). This capitalization on the physical and natural assets of the country will support in improving short-term term livelihoods opportunities for Jordanians and Syrians, promoting human dignity and [social cohesion](#) by enhancing the economic opportunities and inter-group contact, and by addressing grievances of the most vulnerable communities. According to a

preliminary quantitative study conducted recently, it was revealed that around 80 per cent of workers declared their ability to work with other nationalities on the project.

► Other Supporting Interventions:

Promotion of gender equality and gender analysis conducted during the inception phase as part of the baseline assessment, to [identify the strategic and practical needs and skills of women and men](#). Analysis emerged inclusive of awareness-raising campaigns to promote women's involvement in Cultural Resources Management (CRM) works, in order to encourage men's acceptance and support for women's participation and minimize its resistance. Additionally, **partners will be trained** to [accommodate women's needs](#), and to make necessary provisions for their participation.

► Lessons Learned:

Importance of workers' acceptance to the concept of working together before commencement, where inclusiveness of awareness campaigns through social media and implementing partners has been found to be supportive. Workers usually receive a short, on-the-job induction training course pointing out to the project targeting of both Jordanians and Syrians with equal pay for work of equal value. Moreover, and based on UNESCO's opinion (the key technical implementing partner):

Risk assessment is deemed highly needed and should have been done at preliminary stages and been integrating social cohesion diminishing mitigation measures to drastically avoid and/or reduce the likelihood of such related instances. (Such as the one which occurred in a Mafrq district and pushed for work termination where some local tribes had resisted the recruitment of others).

Coordination between the different partners is crucial to success and demands good planning regarding working groups composition, type of work, work suitability to women etc. especially when having numerous layers of national and international technical partners and public and private implementing partners/contractors and recruiters.

THE CASE OF JORDAN – SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN EMPLOYMENT INTENSIVE PROGRAMMES-

3.5.2 MUNICIPAL SERVICES DEVELOPMENT

► Main Intervention Description:

Engaging Jordanians and Syrians together through employment intensive approach to deliver services, rehabilitate existing facilities, and perform some landscaping, forestry, and construction works in 28 municipalities affected by the Syrian refugee crises. This is planned to create 110,000 working days for 70 per cent Jordanian/30 per cent Syrian workers and include 10 per cent

Dimension	Contribution to Social Cohesion	
	Severe	Minor
Working together in municipal services	● ● ●	
Stakeholders Involvement	● ● ● ●	
Youth Monitoring Teams	● ● ●	
Gender Mainstreaming	● ●	
Workers' recruitment mechanism	● ●	
Innovation Funds	● ● ●	
Grievances/complaints mechanism		●
Results and Conditions Advertisements	● ●	

female workers and 3 per cent People with Disability through 41 projects that aim to [foster collaboration and social cohesion between Jordanians and Syrians](#). It is also responding to drivers of social tensions caused by the local impact of the influx of Syrian refugees at the municipal level, through enhancements in the relevance and quality of municipal services.

► Other Supporting Interventions:

Involvement of stakeholders in intervention selection and decision-making processes: where due to various stakeholders and various interests (local community, Ministry of Local Affairs (MOLA) and municipalities, private sector contractors and donors), careful coordination plan was tracked to comply with Municipal Services and Social Resilience Project (MSSRP) objectives. Municipal grants for 28 participating municipalities got selected based on [community consultations with locals and refugees](#) and according to a pre-agreed criterion such as creating job opportunities for Jordanians and Syrians, being investments in public spaces that enhances chances of community interaction and cohesion such as parks, entertainment villages, and local markets, and being targeting women and youth etc.

This criterion provided commitment and ownership for the pursued objectives due to the [integration of the voices](#) of residents amongst the served communities. Hence, this enabled fostering [vertical social cohesion](#) as [trust got re-built](#) between urban residents (host and refugee communities) and municipal authorities and [confidence enhanced in local government](#) through improved service delivery.

Furthermore, a second additional new sub-window for project-based financing ‘**Innovation Fund**’ was provided to municipalities on a competitive basis to help further achieve the project’s objectives while also supporting the Government’s commitment towards turning the Syrian crisis into a development opportunity and rebuilding Jordanian host communities.

Horizontal and vertical social cohesion monitoring through youth teams from community members with the objective to complement regular monitoring efforts with additional information, thereby strengthening the overall monitoring and evaluation system used. A series of **experiential indicators that measure social cohesion and resilience** will be introduced through youth monitoring teams and evaluation (i.e., perception on MSSRP contributions to social cohesion improve, percentage of beneficiaries satisfied with municipalities performance in addressing their needs). ILO is leading this component through training the youth regarding the use of data collection forms, data analysis, and reporting standards and supporting the establishment of a sustainable liaison between the youth and municipalities and follow up mechanism for the monitoring process.

Gender and People with Disabilities mainstreaming through interventions: where inclusion was promoted through different strategies by enforcing minimum quotas at contracts, specifying relevant tasks assigned to women and PWDs, applying protection conditions from harassment, and other violence-based acts. In result, this enabled some initiatives to shift from being male-only task into potential women task.

► **Lessons Learned:**

The high added value of adopting a **transparent workers’ recruitment mechanism** in coordination with employment centers and local organizations. This was initiated with outreach activities that clearly announced the number of jobs, workers nationality and gender and type of works, followed by applying to jobs through Employment services centers, screening the eligible applicants, conducting public lottery for the eligible applicants, signing contracts with selected workers, and finally using waiting lists from unselected applicants to replace workers during implementation.

Innovation in interventions is considered as a competitive edge in this project, presented by the **application of grants and innovation funds idea** to implement initiatives that improve community attitudes and enhance chances of community interaction and cohesion as recreational facilities, community centers, public leisure spaces, etc. Initiatives were identified and prioritized based on a consultative and **participatory process** involving the municipalities, the communities, refugees, women, youth, other affected and vulnerable population, CBOs and NGOs, the local private sector and other relevant stakeholders. This was followed by **wide advertisement** of selected priorities through various channels, including public media, allowing for filing of grievances through existing redress mechanisms.

THE CASE OF JORDAN – SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN EMPLOYMENT INTENSIVE PROGRAMMES-

3.5.3 CONSTRUCTION AND INFRASTRUCTURE SECTORS

► Main Intervention Description:

Engaging Jordanians and Syrians together through employment intensive approach in terms of provision of short-term employment opportunities to create and maintain vital community infrastructure that paves the way for further employment opportunities. Over the last six years, this had given short term contracts to [24,000 Jordanians and Syrians](#), in six northern and central Governorates of Jordan and generated 1.4 million workdays, of which 25 per cent have been for women and 4 per cent for People with Disabilities.

Dimension	Contribution to Social Cohesion	
	Severe	Minor
Working together in construction and infrastructure works	● ● ●	
Vocational Training	●	
Gender equality	● ● ●	
Rotation of Workers		●
Syrians in groups supervision	●	
Team building games		●
Workers' Introduction Rounds		●
Inclusion of PWD	●	
Operated helpline	●	
Workers' recruitment mechanism	● ●	
Trainings in gender and soft skills	● ●	

This employment intensive approach, along with [the 50/50 split ratio in covering both nationalities in all groups and activities](#) combined with [equal pay for work](#) of equal value and [with no extra remittances](#) had a very [positive effect on the relationship](#) between the two communities. This development is reflected by a significant increase in [interaction](#) and relationships that also seem to be lasting after contracts completion, [changes in common perceptions](#) towards each other, increase in [sense of belonging](#) and building [trust](#) among individuals. Moreover, a positive effect was perceived on [social cohesion in the wider community](#) as reflected by many positive responses from the public on the participants' contribution in improving the community infrastructure and environment. More than 90 per cent of the participants, and as many as 98 per cent of the Syrian participants, had received some kind of appreciation for their work from community members, conforming that the community contributions of the programme have been well noticed.

► Other Supporting Interventions:

Gender equality and promotion of female employment: where women's economic participation was promoted, since they are often particularly disadvantaged, through different measures and tactics as: [increasing women recruitment rates](#) phase by phase, and reaching 30 per cent women's participation in phase VI, [appropriate selection of works](#), [training](#) partners on [gender responsive](#) recruitment and safe working environment, [training](#) all stakeholders including workers on [entitlements and commitments/accepted and unaccepted behaviours](#), provision of infrastructure requirements as [separate toilet facilities](#) and [easy access to drinking water](#), [presence of women on work sites](#) as supervisors and amongst the ILO and government teams, i.e., in positions of engineers and social safeguard officials, [meeting](#) with women [during site visits](#), maintaining a [helpline operated by women](#), and permitting a [task-based system](#) based on productivity to give more freedom to women. These efforts were concluded recently by the development of a [gender inclusion strategy](#) which focuses on appropriate sites and activities for female workers, outreach, focused [awareness raising](#) and promotion of [success stories](#) etc.

Balancing working groups supervision: by appointing some [skilled Syrians as supervisors](#) which aided from one side in building relationships with Jordanians and ensured that Jordanian contractors and engineer will not misuse the provided power.

Frequent rotations of workers: to prevent any possible discrimination and make sure that [each worker is exposed to various types of work at different locations](#).

Team building activities: to bring workers together through short-day recreational [games](#) or activities that [increased communication](#) and allowed workers to [connect](#) and collaborate.

Introduction round between workers: upon project commencement in the form of a short [life storytelling](#), which is believed to foster [empathy](#), enable others to help, provide them with relief and safety, and make them act accordingly with kindness and mindfulness.

Setting up monitoring mechanisms: including periodic [site visits](#) and community [meetings](#), activating a [helpline](#) to identify problematic areas, gaps, or mistreatments by supervisors and/or colleagues, in addition to regular [worker surveys](#), [pre-assessments](#) and [post-assessments](#).

Provision of a range of training, awareness raising and capacity building activities: to raise awareness of beneficiaries, and to improve the capacities, skills, and awareness of all programme partners on decent working conditions, [inclusion of women](#), [safe working environment](#) etc. Additionally, some [life skills topics](#) will be added to trainings in phase VI as [how to manage small teams](#), and [how to solve problems](#).

Inclusion of People with Disabilities by giving them opportunities to participate and with plans to lead a [disability inclusion strategy](#) to support in more activities, outreach, protection measures, awareness etc.

► Lessons Learned:

The high added value of adopting a **transparent workers' recruitment mechanism** through [balloting](#) and according to agreed criteria rather than following vulnerability assessments or rise systems as the latest have been found hard in verifying eligibilities specially with the close level of vulnerability between applicants which might have that threat in losing that targeted split in coverage (50/50 ratio). On the other hand, balloting was found simpler and achieving purposes, and mechanism even provided the chance for the public to attend the selection process personally or through Facebook live streaming. One of the associated lessons learned based on recruitment process, that was faced in areas that struggle with tribal sensitivities, is making sure of the real [interest of municipalities](#) in working on the project and averting tailoring the approach to meet their needs and thus prioritize fairness and inclusion.

The need to **re-consider employment periods** to promote more stable employment and more comprehensive competence building. Based on which vocational training got incorporated at later stages to 563 workers following their short-term employment contracts, and in several different fields including house painting, electricity, and plumbing. This also helped in facilitating [interaction](#) between Jordanians and Syrians and enhancing their [collaboration](#). Accordingly, a skills development component will be added under phase VI.

THE CASE OF JORDAN – SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN EMPLOYMENT INTENSIVE PROGRAMMES-

3.5.4 GREEN WORKS DEVELOPMENT

► Main Intervention Description:

Engaging Jordanians and Syrians together through employment intensive approach in green works sector created 15,000 working days that benefited 500 workers (70 per cent Jordanians and 30 per cent

Dimension	Contribution to Social Cohesion	
	Severe	Minor
Working together in green works	● ● ●	
Situation Assessment	●	
Participatory approach with stakeholders	● ●	

Syrians) with accessibility to 30 per cent women and 5 per cent People with Disabilities.

► Other Supporting Interventions:

A situational baseline assessment conducted to understand the prevalence and dynamics of the green works sector and potential activities and to determine the required targeted geographical areas, the most vulnerable Jordanian host communities in terms of percentage of Syrian refugees, poverty severity level, and percentage of women.

► Lessons Learned:

Importance of the participatory approach in orienting project implementation and starting from the inception phase, as it allows for the identification and prioritization of the specific needs of different group at the local levels. Community leaders got engaged in dialogue from the outset as a key strategy. This valuation of locally available knowledge, technologies and organizational structures creates ownership and empowerment and [strengthens social dialogue and inclusion](#).



3.6 Experience of Enterprise Development and Entrepreneurship Programmes

THE CASE OF JORDAN - SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN ENTERPRISE DEVELOPMENT AND ENTREPRENEURSHIP PROGRAMMES

► Main Intervention Description:

Joint business ventures in the agriculture sector through technical and financial support to agricultural cooperatives who were able to help establish **38 joint business ventures** between Jordanian and Syrian refugees. These initiatives created over 250 jobs for women and men, but equally important, they helped **foster collaboration** and **knowledge transfer** between members of both communities, where they were able to **work side-by-side** to set up small businesses and create jobs and livelihoods opportunities for themselves and others. Some of these were expanded as a greenhouse project which was enlarged into other 46 greenhouses, hiring Jordanians and Syrian refugees.

SME development and joint business ventures in the construction sector which combined around 20 Jordanians and Syrian refugees in plastering works through supporting them with required resources (plastering machines).

Dimension	Contribution to Social Cohesion	
	Severe	Minor
Joint Business Ventures	● ● ●	
Entrepreneurship training	● ● ●	
Market Linkages	●	

Women Do Business training programme and partnerships formed among Jordanian and Syrian beneficiaries, where some of the women graduates of the project formed partnerships among one another given the complementarity of their products. Such partnerships played an important role in further building social cohesion in communities and in developing the product/services mix offered by these women.

On-the-job training and sales tie-up in the handicrafts sector between home-based Jordanian and Syrian female artisans, producing pieces of unique and locally inspired embroidery and sewing that will be made into items like cushions, for the Swedish furniture giant (IKEA Jordan). This also helped in creating relationships between Jordanian and Syrian females.

Market linkages between Syrian investors and small and micro joint ventures as the case of ILO's efforts in linking a large confectionery manufacturer in Irbid (Abaido) with a productive kitchen that was supported earlier by ILO, and which is employing Jordanians and Syrians, to help in some productions.

Business development support in the green sector is planned for **100 mixed Jordanian and Syrian female entrepreneurs** including those running home-based businesses to enhance competencies in green works, develop entrepreneurial skills through the specialized **'Women Do Business' training**, and launch and expand their own small and micro enterprises **through joint seed fundings**.

► Other Supporting Interventions:

Economic market assessment conducted for the green works sector to identify opportunities that female owned small and micro businesses can tap into especially those in host communities and refugees. In addition to potential marketing channels and linkages with NGOs, CBOs, etc.

► Lessons Learned:

To ensure the success and sustainability of joint ventures; more support should be provided by ILO regarding the **contractual consortiums** and joint venture agreements to specify the parties' split of profits, venture's distribution, and overall rights and obligations in relation to the venture. This will ensure the commitment between the partners and avoid any disputes.

To **ensure team compatibility in joint ventures**, more **capacity building** is needed in terms of **soft skills** such as how to be partners and work together etc. Additionally, seed funding competitions should consider in the **joint venture selection criteria** some important factors as **commitment** between partners, complementary technical skills, compatibility, commitment to joint venture objectives as well as **trust** between partners.

Finally, and though most of the projects did in fact equip beneficiaries with basic skills needed to run a business, but missing elements such as **linkages with buyer markets**, are needed to put everyone involved in these projects on the path of sustainable livelihoods.



3.7 Experience of Employment Service Programmes

THE CASE OF JORDAN - SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN EMPLOYMENT SERVICE PROGRAMMES

► Main Intervention Description:

Awareness for refugees, official authorities, and employers on the benefits of employment service centers for each party by sharing and reflecting on some global lessons learnt in terms of centers' support in promoting trusted employment

and fair recruitment services, creating better match of skills to business needs etc. These awareness sessions helped in relieving all parties and enhancing trust in ESCs and reinforcing employment of Syrian refugees.

Counselling, awareness and raising understanding of both working groups in aspects related to workers' rights and responsibilities, decent work, etc. which supported the creation of a better understanding of the terms of their contracts and thus becoming more trusting.

Dimension	Contribution to Social Cohesion	
	Severe	Minor
Joint Job Fairs	● ● ●	
Counselling about rights	●	
Job Matching	● ● ●	

Joint job fairs that bring Jordanian host communities, Syrian refugees, and employers all together helped in facilitating the matching of youth with employers, some of which some are still working together to-date.

Partnership with 24 Jordanian agricultural cooperatives to support these cooperatives in providing employment services to Syrian refugee workers, such as facilitating the process of the work permit application and referring them to the farms. Additionally, the ILO have worked with cooperatives on ways to facilitate linkages between jobseekers and employment opportunities on farms. This was concluded with the establishment of six Agriculture Guidance and Employment Units (AGEUs) to enable cooperatives to provide career guidance and job placement services to Jordanians, Syrian refugees, and migrant workers in the agriculture sector.

► **Lessons Learned:**

The need to pay attention to the content of advertised employment services (whether vacancies, trainings, etc.) by following non-discriminatory standards as not being directed solely to Syrian refugees for example and thus deny the opportunity to Jordanians as this could cause tensions.



3.8 Experience of Institutions and Capacity Building Programmes

THE CASE OF JORDAN - SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN INSTITUTIONS AND CAPACITY BUILDING PROGRAMMES

► Main Intervention Description:

Working through committees, such as the **bipartite committees** set up in the manufacturing and agriculture sectors which helped improve worker-management relations and **social dialogue**, as these groups of

Dimension	Contribution to Social Cohesion	
	Severe	Minor
Working through committees	● ● ●	
Job Search Clubs	● ● ●	
Social Cohesion in TVET Curricula	● ● ●	

worker representatives helped workers **voice their needs and concerns**. Another example is the **child labour community committees** that were developed in farms to monitor and support in preventing and withdrawing children engaged in child labour, through **dialogue** with parents regarding child labour and provide support under a referral mechanism with service providers. This approach has established sustainable **structures involving community members** such as local farm owners and managers, Jordanian and Syrian farmers, schoolteachers and counsellors, and key community influencers as mosque Shaikhs and others. As a result, these partnerships promoted ownership, strengthened **social relationships**, and built **trust and confidence** between different members and communities.

Bringing Jordanian and Syrian youth together through the Job Search Clubs (JSCs), to empower and assist young job-seekers of both nationalities to find decent jobs in the shortest time possible. This involved two intensive weeks of activities, with members of the club meeting daily under the supervision of trained facilitators from the Ministry of Youth who received a detailed training on the JSC methodology. The JSC equipped participants with different job search techniques and skills that will enable them **to lead potential JSC sessions and thus help each other in finding jobs**. Participants earned a certificate as well to **roll-out these clubs for refugees and host communities** within governorates.

Promoting **social cohesion through technical and vocational education and training** (TVET), as an avenue for reintegration by combining skills development with **conflict mitigation and capacities for social cohesion**. This concept has been put on trial in a pilot under one of the PROSPECTS Jordan Programme's technical and vocational trainings. This piloted training implemented back in 2021, had worked on **promoting the positive values of peace and respect**, where conflict resolution skills, cooperation, communication, networking, and other relevant core skills were streamlined into training curricula content to change perceptions. In other words, this provided the foundation for **constructive inter-group contact**.

Promoting a holistic coordinated approach to capacity development addressing various mutually reinforcing layers (individual, organizational and enabling environment); where in EIIP-Green Works Development Programme a competency-based training was developed through dialogue with national partners. Forty engineers were capacitated to implement green labour-based methodologies and 15 trainers were supported to form a network to provide business development support to female entrepreneurs.

► Lessons Learned:

Working through committees must be **institutionalized** as a permanent and publicly recognized structure to ensure sustaining its effective role in social dialogue and thus creating social cohesion. This will strengthen and optimize its trust and the value created.

While utilizing trainings as a safe space to blend Jordanians and Syrians together to address the wider issues as those trainings conducted in agricultural cooperatives about decent work, working conditions, occupational safety and health (OSH) etc., it is highly essential to work on **adding a component within any delivered training** about **mutual respect** and ensuring having a **discrimination-free workplace**. This will support in creating a culture of fairness and equal opportunity and thus build stronger levels of trust and connection among the different groups.



3.9 Experience of Skills Programmes

THE CASE OF JORDAN - SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN SKILLS PROGRAMMES

► Main Intervention Description:

Technical on-the-job training in the floriculture sector for non-skilled or low-skilled labour from [refugees and vulnerable host communities](#) to boost their employability and equip them with competencies required to scale-up operations at the farm level and potentially export to new markets.

Dimension	Contribution to Social Cohesion	
	Severe	Minor
Technical on the job training	● ● ●	
Awareness on Labour Rights	●	
Awaeness on Gender Conepts	● ● ●	
Workers Management Committees	● ●	
Selection Mechansim	● ● ●	

This created 66 [mixed Jordanian and Syrian training groups](#) of 1,056 beneficiaries comprised of 74 per cent women and 12 per cent PWD and split equally between Jordanians and Syrians. Additionally, from the good practices followed in this training was the [adoption of a solid selection criteria](#) for beneficiaries created of compiled criteria including the vulnerability assessment framework of National Aid Fund (NAF), UN Women and ILO, which got translated into an application form and which investigated 7 factors for the beneficiary: (family monthly income, family sponsor, house owner, work, education level, available disabilities, and number of family members). This supported in [treating all applicants fairly and equally](#) from the early beginning and was combined with awareness raising on labour rights with full [clarification of all commitments and entitlements](#) for trainees of both nationalities.

► Other Supporting Interventions:

Awareness sessions on gender concepts to advance women inclusivity in the floriculture sector by firstly initiating **dialogue** with community members and leaders to better understand barriers preventing women from accessing work in this sector and enhancing their self-sufficiency. Secondly, special pilot activities were considered to achieve the inclusion of women in the floriculture work force, such as the provision of **gender sensitive WASH facilities, awareness sessions on gender-based violence, women productivity** etc. This assisted in breaking down employers' preference towards males in the sector.

Workers management committees activated on targeted farms to initiate dialogue between workers and employers was a constructive **space for workers to voice their concerns** and negotiate solutions with employer.

► Lessons Learned:

Importance of adopting and communicating **clear selection mechanism** for targeted beneficiaries to avoid grievances or perceptions that exacerbate tensions among groups or between participants and non-participants. **Partnerships** should be considered as much as possible during implementation with **workers unions** and **employer organizations**, such as the one created through this project with the Jordanian Association of Cut Flowers and Ornamental Plants JCFA and workers management committees which all acted as powerful agents in **promoting dialogue, voicing needs**, and implementing and supporting interventions.



3.10 Experience of Industry Programmes

THE CASE OF JORDAN - SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN INDUSTRY PROGRAMMES - BETTER WORK JORDAN

Better Work Jordan primarily works with the exporting **garment industry** in Jordan. This sector has employed 62,000 workers in 2021. **Migrant workers** make up three-quarters of the workforce. These workers are primarily from South Asia, with Bangladeshis making up the largest group of workers (over 50 per cent of migrant workers). The sector also employs workers from India, Sri Lanka, Nepal, and Myanmar. Jordanian workers make up the remaining 25 per cent of the workforce. The majority of workers are women – nearly 75 per cent of the production workforce – whereas the majority of management positions are held by men.

Better Work Jordan works on two levels – one through direct provision of core services at the factory-level, and the second through encouraging [social dialogue and direct capacity building](#) of the tripartite partners (representatives from government, employers, and workers).

► Main Intervention Description:

Activating the mental health project towards building garment workers' resilience against mental health risks, especially among women and migrant workers after the increase in rates of depression and suicide. Stressors faced were found related to [verbal abuse](#) in the workplace, a lack of support networks, and barriers to accessing services: including [language barriers, marginalization, and discrimination](#) in the host country, in addition to barriers to seeking help from factory management and staff, including fear etc. The ILO supported with several interventions in this aspect starting by providing access to the proper resources to address these problems, organizing awareness-raising sessions [for workers and management](#), using social media and public art to increase reach, and using [social events](#) to

raise awareness among workers. It has also signed an MoU with an organization from Bangladesh to provide remote mental health and psychosocial support services in the workers' languages. Further work is planned to enhance the recreational time inside the factories to blend the workers of different nationalities together through [sports activities](#).

Dimension	Contribution to Social Cohesion	
	Severe	Minor
Mental Health Project Interventions	● ●	
Supervisors Skills Training	● ●	
Gender Strategy	● ●	
Union representatives closer to factories	● ●	
Periodic Assessments	● ●	

Skills training to supervisors in factories on how to work with people of different nationalities, how to understand the different cultural norms and perceptions, and how to overcome language barriers.

► Other Supporting Interventions:

Union Labour Committees (ULCs) appointment to overcome language barrier between the union and workers and better address non-compliance issues and enhance social dialogue in their factories. These committees included representatives speaking various languages of migrant workers.

Gender strategy, by addressing gender inequality in this industry, where most workers are women, particularly those in low-wage and low-skill jobs. The strategy focuses on four pillars (no discrimination, paid work and care, voice and representation, and leadership and skills development). Specifically, this covered preventing [sexual harassment and gender-based violence](#) as a long-standing goal, with [trainings](#) of workers and managers on what behaviours are unacceptable and providing [tools](#) for raising concerns.

Better Work's continual assessments is a key component of the programme's core services. These cover: worker surveys, surveys of managers and line supervisors conducted in conjunction with the worker survey. They assess discrimination based on gender, race, origin, religion, and political opinion, and also monitor discrimination on the basis of ability (as recruitment of persons with disability). These surveys include some indicators related to trust between workers and management, [feeling of closeness](#) to others, [friendships](#), and [relationships](#), etc.

► Lessons Learned:

Better Programme need to collect a wider range of views in the coming future from factories' surrounding community population members to identify, assess and monitor the factors affecting social cohesion (between migrant workers and surrounding Jordanian communities) and to assess that impact at the community level (indirect targets).

► Conclusions

The five main conclusions drawn from ILO Programming interventions in social cohesion in Jordan:

1. **Strengthening the employability and social protection** for Syrian refugees living in Jordan, through several **legislative and policy changes** to Syrian refugees' access to employment, social protection, and decent work based on social dialogue, at both policy and grassroots levels, was essential to enhance formalization and reduce the social tension which is usually expected to arise from the presence of refugees, and more specifically from their engagement in the labour market.
2. **Partnerships and the close cooperation and engagement** with all relevant partners (government, international community, NGOs, private sector, labour Unions, local communities etc..) is highly essential in forced displacement situations, as it fosters **inclusiveness** and helps in achieving the desired goals and contributes to the development and self-resilience of people and communities. This valuation of locally available knowledge, technologies and organizational structures creates ownership and empowerment and strengthens **social dialogue**, in addition to achieving **sustainability** for improvement initiatives. However, **coordination between the different partners** is crucial to success, and demands good planning, especially when having numerous layers of national and international technical partners.
3. **Employment intensive approaches, working through committees, vocational trainings, joint business ventures, women and youth engagement, safe spaces, recreational activities, and social events** are significant channels for bringing different groups together and enhancing interaction.
4. **Youth empowerment and gender equality** will contribute positively to social justice, contact, and thus social cohesion. As grievances linked to unequal access to resources and opportunities will get reduced, conflicts diminished, contact enhanced, and **women and youth enabled to act as agents of peace**.
5. **Well-designed monitoring and evaluation arrangements** ¹⁷ are critical in a rapidly changing environment. The absence of effective monitoring and evaluation severely limits the potential to gauge performance or provide an early warning of the need for attention, adjustment, and course correction.

¹⁷ Source: International Bank for Reconstruction and Development-Country Partnership Framework for Hashemite Kingdom of Jordan for the period FY17-FY22

► Recommendations and Practical Considerations

The key recommendations are summarized below as per the stages of projects' lifecycle (Design, Implementation, and Monitoring):

AT DESIGN STAGE:

Needs assessment and contextual analysis¹⁸, where an adequate assessment of needs (vulnerability analyses with social cohesion considerations integrated) and a good understanding of the context (conflict sensitivity) are essential requirements for successful programming. This does not require each operational partner to undertake complex social cohesion related assessments of their own but to make use of available ones, through an appropriate desk review and complement them if needed by possibly integrating a few relevant questions in their broader assessments. This participatory and systematic approach in context analysis will help in having a better understanding of the underlying causes for problems and locals' suggestions for addressing them. This would help embed the correct interventions to reduce tensions and enhance social cohesion. This should cover the different groups and characteristics (**between and within groups**) for instance along religious, tribal lines, nationalities, gender, age groups etc. so that not to miss an important dimension of cohesion as it all contributes to the overall cohesion landscape.

Risk assessment is deemed highly needed and should be done at preliminary stages and be integrating social cohesion diminishing mitigation measures to drastically avoid and/or reduce the likelihood of such related instances.

Having an evidence-based approach by embedding relevant social cohesion indicators into the project design and monitoring to quantify measuring their social cohesion (evidence) impact beyond the general monitoring and evaluation framework used. Indicators need to be identified at all stages of the results framework based on the theory of change and be incorporated logically into results chains that link overall level objectives to intervention level objectives and outcomes, and to include specific indicators relating to gender equality and women's empowerment.

Innovation is highly encouraged to embed new activities and approaches related to social cohesion enhancement within programmes as: the application of grants and innovation funds idea to implement initiatives that improve community attitudes and enhance chances of community interaction and cohesion as recreational facilities, community centers, public leisure spaces, etc. in addition to designing interventions in longer-terms to influence long-term changes especially when it comes to behaviour change.

18 Source: Integrating Social Cohesion in the 3RP- A regional guidance note-Regional Refugee and Resilience Plan in Response to the Syria Crisis- June 2022

AT IMPLEMENTATION STAGE:

Investing in awareness raising mechanisms on the new changes of **work permits regulations** as well as on **social security coverage** through social media and MOL/ILO employment centers along with working on the common misconceptions and stereotypes between and within (Jordanians, refugees, and migrants). This should be done in addition to promoting the positive contribution that migrant and refugee workers bring to the economy, the complementary role they add, and their rights to equal treatment. This will support in reducing tensions and social exclusion.

Furthermore, it is highly essential to work on **adding a soft skills component within any delivered training** about mutual respect and ensuring a discrimination-free workplace. This is highly needed at all levels especially in terms of those skills related to empathy, acceptance of others, acceptance of opinions, collaboration, constructive conflict resolution etc. This will support in creating a culture of fairness and equal opportunity and thus build stronger levels of trust and connection among the different groups. It will also clear any misperceptions and thus reduce anti-social behaviour, discrimination, and unethical behaviours.

CBOs are also in need to **become familiar** with their role in social cohesion and required interventions in that aspect. Perhaps another way to look at it, is to better recognize the role of CBOs in promoting social cohesion and taking steps to support/enhance and empower them in this role.

Team compatibility in joint ventures should be ensured from the beginning, and more capacity building is needed in terms of soft skills, such as how to be partners and work together.

Working through committees must be **institutionalized** as a permanent and publicly recognized structure to ensure sustaining its effective role in social dialogue and thus creating social cohesion. This will strengthen and optimize its trust and the value created.

To ensure the success and sustainability of joint ventures more support should be provided by the ILO regarding the **contractual consortiums** and joint venture agreements to specify the parties' split of profits, venture's distribution, and overall rights and obligations in relation to the venture. This will ensure commitment between the partners and avoid any disputes.

Targeting beneficiaries should be always based on a clear, transparent, and consistent criteria and adopted to the local context, in addition to being well-communicated to all to avoid perceptions that exacerbate tensions among groups or between participants and non-participants.

At the Policy Level:

Easing the uptake of the work permit process through digitization, streamlining in a one-stop shop, opening more professional occupations, and promoting a 'one refugee approach' by expanding the work permits scheme to other refugees, including Palestinians from Syria, Yemenis, Sudanese, and others.

AT MONITORING STAGE:

Programmes' **monitoring and evaluation** element of work must be strengthened to provide a solid evidence-base to support future planning and assess higher level changes and impacts (including social cohesion). All programmes need a solid **Theory of Change** (ToC) describing how implementation of activities would lead to a hierarchy of results. Indicators need to be identified at all stages of the results framework based on the theory of change and be incorporated logically into results chains that link overall level objectives to intervention level objectives and outcomes, in brief: being **result-oriented** by including (short, medium, and long-term results) and not being limited on monitoring short-term outputs.

Embedding a section related to **social cohesion in all programmes' baseline studies and impact assessments**.

Expanding data collection to capture the views of the wider community and population to identify, assess and monitor the factors affecting social cohesion and to assess the impact at the community level (indirect targets).

More information and knowledge is still needed on migrants in Jordan and their faced struggles and disruptions, to be able to help them better by having the right directed incentives and interventions.

By having a **unified database** for programmes beneficiaries between the government and different implementing agencies, the **tracking** and **reaching out** to the different programmes' target groups will get enhanced and more informed decisions can be taken. Thus, more fairness will be attained, and tensions will be diminished.

Good practices and lessons learned related to social cohesion should be highlighted within final programme reports and disseminated across programmes with key partners to share lessons learned from the aspects of interventions that did and/or did not work.

► Annexes

► Annex I: List of Key Personal Interviews (KIIs)

	Date	ILO Team Members
		Meeting With and About:
Meeting (1)	9 th Aug 2022	Ms. Razan Haddidi- ILO- Child Labour Programmes
Meeting (2)		Ms. Shaza Jondi- ILO- Institutions and Capacity Building Programmes & Partnerships
Meeting (3)	10 th Aug 2022	Ms. Maysoon Remawi – ILO- Skills Programmes
Meeting (4)		Dr. Khaled Qudah – ILO- Employment Services +Entrepreneurship
Meeting (5)		Mr. Khaled Sharif – ILO- EIIP-Cultural Heritage
Meeting (6)		Mr. Abdullah Allaham-ILO- MSSRP
Meeting (7)	14 th Aug 2022	Ms. Farah Al Azab- ILO- EIIP- Infrastructure Works
Meeting (8)	15 th Aug 2022	Ms. Ayah Al Kassasbeh-ILO- Institutions and Capacity Building
Meeting (9)	16 th Aug 2022	Mr. Done Simon-ILO- EIIP- Infrastructure Works
Meeting (10)		Ms. Jullnar Kurdi- ILO- Social Protection Programmes
Meeting (11)		Ms. Nisha Baruah-ILO
Meeting (12)	18 th Aug 2022	Ms. Amaal Bani Awwad- ILO- Employment Services + Entrepreneurship Mr. Alaa Al-Arabiati- ILO- Institutions and Capacity Building
Meeting (13)	23 rd Aug 2022	Ms. Sandra Patricia- ILO- Social Protection Programmes
Meeting (14)	24 th Aug 2022	Mr. Samer Al Rawashdeh- ILO-Child Labour Programmes
Meeting (15)	28 th Aug 2022	Ms. Rana Al-Ansari- ILO- Social Protection Programmes
Meeting (16)		Dr. Tareq Abu Qaoud+ Ms. Claire Sleigh- ILO-Better Works
Meeting (17)	13 th Sept 2022	Dr. Maha Kattaa- ILO- Policy and Work Permits

	Date	Core Partners
		Meeting With and About:
Meeting (1)	16 th Aug 2022	Ms. Giorgia Cesaro- UNESCO- EIIP Cultural Heritage Project
Meeting (2)	17 th Aug 2022	Ms. Rania Bakeer- UNHCR- Partnerships, Policy, and Work Permits
Meeting (3)		Eng. Mai Elian- MOL- Policy and Work Permits
Meeting (4)	23 rd Aug 2022	Eng. Tareq Harini- Contractors Associations- Partnerships and Joint ventures
Meeting (5)	16 th Sept 2022	Ms. Meriem Ait Ali Slimane - World Bank- Policy and Work permits

► Annex II: KIIs Questions Guide

THE CASE OF JORDAN – SPECIFIC INTERVENTIONS CONTRIBUTING TO SOCIAL COHESION IN JORDAN PROGRAMMES GENERALLY AND ILO PROGRAMMES IN SPECIFIC

KIIs Questions Guide

Q1: Intervention Description:

- 1.1 Can you **define** specific **intervention** (s) considered contributing positively to social cohesion in xxx programme?
- 1.2 For **how long** this got implemented? **Targeted groups**?

Q2: Intervention Design:

- 2.1 How intervention got **selected**? Any special approach adopted in programme **design** stage? **Rational** behind its addition to overall programme's interventions?

Q3: Intervention Impact:

- 3.1 **How** did intervention (s) **impacted** social cohesion? What change did occur, was it **change** in trust? inter-group contact? perceptions etc.?
- 3.2 What **other enablers** were employed to influence this change? Any roles for other partners? Other interventions?
- 3.3 Any **measurement** of this change? At what level (beneficiaries, Community)?

Q4: Lessons Learned:

- 4.1 What was the **learning** identified from this intervention?
- 4.2 How should similar activities be best approached in the future? **How to promote social cohesion**? Any **practices** followed to **avoid** aggravating social tensions generally? Or in relevance to this intervention specifically?

Closing Remarks:

Do you have any further comments on the issues raised during the discussion?

-Thank You -

► Annex III: List of References

	Reviewed Documents
EIIP Jordan	Agreement (Proposal+ Budget+ Results Matrix) - Employment through Labour Intensive Infrastructure in Jordan, phase II+III+IV+V+VI
	Cluster Independent Project Evaluation of "Employment Intensive Infrastructure Programme" in Jordan- Final Evaluation Phase III and IV and Mid-Term Evaluation Phase V
	Workers Survey- Phase III, IV, V
	A Research on Jobs and Resilience-ID:RC interdisciplinary research consultants
	Full Report-Cluster Evaluation of Employment Intensive Infrastructure Programmes (EIIPs) in Jordan and Lebanon
	AICS Project Document – Towards a more inclusive economy through immediate job generation and enterprise development for vulnerable refugee and host communities in Jordan
	AICS Baseline Assessment
	Economic opportunities assessment for green small and micro enterprises for Jordanian and Syrian women in the vulnerable host communities in Jordan
	Project Concept Note- Support to Livelihoods through cultural heritage development project
	Gender baseline assessment- Support to Livelihoods through cultural heritage development project- 2022
PROSPECTS	Multi Annual Country Programming (MACP) 2020-2023 -JORDAN
FLORICULTURE	Decent Work in Jordan's Floriculture Sector- Inception Report- Feb 2021
	Appendix H-Vulnerability Assessment Framework in Jordan Desk Review-30 Nov 2021
	Appendix G-Focus Group Discussions (FGDs) Results Report
	Pre-assessment: Cut Flower Farms in Jordan, Compliance to Work Conditions and Training Needs-2020
	Annual Progress Report for 2021
	Project Document_Floriculture_Annex 1_
MADAD	Final Project MADAD Document and Logframe
MSSRP	The World Bank-Project Paper on a proposed second additional grant for municipal services and social resilience project- 2017
Better Work	Better Work Jordan Phase IV Strategy (2022-2027)
	Better Work Jordan Annual Report 2022
	Assessment of Knowledge, Perceptions and Attitudes of Mental Health: the garment industry in Jordan, 2022
	Supporting mental well-being of migrant garment workers in Jordan-2019
	Jordan Workers Survey Results
	Worker Well-being in Jordan's garment sector 2020

	Reviewed Documents
Social Protection	ESTIDAMA Fund Fact Sheet
Others	Employment and decent work in the Humanitarian-Development-Peace Nexus - ILO-2021
	A Handbook- How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes-ILO-2019
	Peace and Conflict Analysis-Guidance for ILO's programming in fragile and conflict-affected contexts-ILO-2021
	Sustaining peace through decent work and employment-ILO
	Strengthening Social Cohesion-Conceptual Framing-UNDP-2020
	OCED-Perspectives on Global Development 2012- Social Cohesion in a Shifting World
	PRM-Final Evaluation-Formalizing Access to the Legal Labour Market for Refugees and Host Communities in Jordan, Phase II
	Jordan-Economic-Opportunities-for-Jordanians-and-Syrian-Refugees-Program-for-Results-Project-Additional-Financing
	Impact of work permits on decent work for Syrians in Jordan- Svein Erik Stave, Tewodros Aragie Kebede and Maha Kattaa- 2021
	How ILO Programmes Contribute to Social Cohesion between Refugees/ IDPs and Host Communities in the Arab States Region (Jordan, Lebanon, Iraq, Yemen)- ILO-2022
	Inclusion of refugees and other displaced persons in the labour market with a humanitarian development nexus focus-ILO

► Annex IV: List of Open Occupations for Syrian Workers in Jordan

Number of open occupations as of June 2021 ¹⁹

Economic activities	N of occupations	Code
Agriculture, forestry and fishing: (1)code Key	16	Code 1
Mining	3	Code 2
Transformative Industries	59	Code 3
Electricity, gas, steam and air conditioning supplies	2	Code 4
Water supply, sewage treatment, and waste management	2	Code 5
Construction	11	Code 6
Wholesale and retail trade, repair of motor vehicles and motorcycles	13	Code 7
Accommodation and food services activities	17	Code 9
Arts, entertainment and recreation	1	Code 18
Other services	2	Code 19
Total	126	

¹⁹ Source: Impact of work permits on decent work for Syrians in Jordan- Svein Stave, Tewodros Aragie Kebede and Maha Kattaa -Sept 2021

