

PROSPECTS

Improving prospects for forcibly displaced
persons and host communities



JORDAN

Country Vision Note

PROSPECTS: Improving Prospects for Forcibly Displaced Persons and Host Communities

Addressing Vulnerability in Jordan Protracted Refugee Crisis

Vision Note for a new Partnership **between the Government of Netherlands, IFC, ILO,** **UNHCR, UNICEF and the WB** **Jordan**

1. Context

A lower-middle income country with increasing poverty - Despite its human development ranking (86 out of 188 countries in 2016), poverty among Jordanians has increased from 14.4 percent in 2010¹ to an estimated 20 per cent in 2016. Poverty is more likely to affect children and young people: 19.1 per cent of Jordanian children were poor in 2010, with most of the Jordanian poor under the age of 25.

An economy dominated by the service sector and vulnerable to outside shocks - Services contributed 56.3 per cent to real gross domestic product (GDP) growth in 2016. The Jordanian economy is also structurally dependent on foreign aid and remittances, which reached 10.9 per cent of GDP in 2017². Inclusive growth is a challenge, with low economic growth rates and high unemployment. A bloated public sector increased the public debt to 96 per cent of GDP in 2017.³ Jordan's proposed income tax law was met with massive protests, and resulted in a change of Government.

A political and administrative system highly centralised - Policy planning and service delivery especially, remain highly centralised. With the adoption of the Jordan 2025 vision the country is seeking to promote decentralisation and advocating for an increased platform of participation, transparency and accountability. Reform efforts are ongoing but are slow, not helped by the short lifespan of governments and parliaments, which often threaten the continuity and sustainability of government initiatives.

¹ Jordan Department of Statistics, 2010

² World Bank Group 2018b

³ IMF 2017

An international comparative advantage in some agriculture products - Despite Jordan's low water resources (90 per cent of the land area is arid, with annual rainfall below 200mm) constraining the agriculture sector, Jordan has an international comparative advantage in some low-water products and products that can be exported to Europe and other countries to take advantage of Jordan's growing season which extends into European winter months. The sector faces several challenges which prevent it from taking advantage of its comparative advantage. Challenges include: policies that incentivize water-inefficient production (e.g. water subsidies and import tariff policies); weak marketing systems; and weak infrastructure for post-harvest operations. Recent studies show enormous potential for increased value added in exports and employment without any increase in water usage.

One of the lowest levels of labour force participation in the world - One out of every three working-age Jordanians has a job and despite massive increases in college graduation rates, most women in Jordan never enter the labour market. Among those who do, about 40 percent become inactive before age 40. This is alongside persistent job vacancies that remain unfilled due, in part, to skills mismatch and undesirable working conditions.

One of the top refugee hosting country per capita worldwide - As of November 2018, Jordan hosts over 760,000 refugees, including over 670,000 Syrians and almost 100,000 of other nationalities⁴. Children represent a little over half of the refugee community. In real terms this means that refugees constitute almost 7 percent of Jordan's population, making the Kingdom one of the top refugee hosting country per capita worldwide.

The Jordan Compact embodies the commitment of the Government and the International Community to support Syrian refugees. Under the Compact, launched in 2016, the international community has supported Jordan in improving its business environment, strengthening the resilience of communities, and mobilizing grants and concessionary financing. In exchange, the Government allowed Syrian refugees to obtain up to 200,000 work permits to access certain occupations within the local labour market. Whilst progress has been made, challenges remain. Financial support has increased school enrolment (for all refugee children), but large numbers still remain out of school due to financial barriers and the limited quality of services provided. Progress has been made in the number of work permits issued - from 5,307 in 2015 to over 120,000 by November 2018⁵ and recent simplification of the regulatory system, with work permits for agriculture and construction no longer linked to a single employer. However, work permits are available for

⁴ The numbers refer to the registered refugee population; Cfr. UNHCR stats as of 15/11/2018.

⁵ Number of work permits granted to workers registered with the Ministry of Labour by nationality, DOS 2017.

Syrian refugees only and critical sectors and self-employment opportunities remain closed to all refugees.

Given the speed with which the compact was rolled out, it is not surprising that it continues to face challenges to secure tangible improvement to the lives of refugees through education and sustainable livelihood opportunities. Of concern now is that funding for the Jordan Response Plan has been declining steeply in 2018 and that the expected trade increase with the European Union has not yet materialized.

Progress to enhance the education, protection, and economic opportunities available in areas affected by forced displacement will require a renewed commitment and support from actors across different areas of expertise. The partnership will leverage the competitive advantage of each agency to promote holistic and inclusive economic growth opportunities through a new approach to collaboration that puts innovation and joint strategies at the forefront.

Education

Over the coming years, both access to and quality of education services will remain the main challenges for refugees and vulnerable Jordanian children and youth.

Access to Education remains a challenge - While Jordan aims to provide an education for every child, over 100,000 children are out of school; this includes a third of registered school-aged Syrian refugees⁶. Close to 70,000 children are child labourers according to the 2016 Child Labour Survey. Meanwhile, only 13 per cent of children are enrolled in formal KG1 and 59 per cent in formal KG2.

There are multiple reasons behind the high incidence of out of school children - Distance to school, economic poverty, child labour, school violence, poor quality of education, and poor employment prospects following graduation are preventing children from accessing education. An estimated 29 per cent of youth aged 15-30 years are neither in employment, nor in education or training and at risk of long-term unemployment and exclusion.

Quality of education is on the decline⁷. Half of children in grade 2 lack foundational competences in numeracy. Fewer than half pass the national Tawjihi exam. The decline in

⁶ No Lost Generation: 2018 Brussels education conference report.

⁷ Jordan went down in the ranks of Arab countries participating in international assessment such as TIMMS and PISA.

learning outcomes has been attributed to uncondusive learning environments, large class sizes, inadequate school readiness, outdated teaching methods as well as inadequate training and motivation of teachers.

There is an important need to improve the market relevance of education - There is a skills and qualification mismatch, and insufficient relevance of TVET-level education to the labour market. There is a clear need to increase focus on demand-driven employability and skills trainings and for more market-oriented, approach to technical and vocational training, nationally recognised certifications, innovation, technology, communication, life skills and entrepreneurship. This includes disruptive technologies, which will continue to have an increasingly significant impact on jobs in the coming years and decades, and won't only change the nature of jobs but also opens opportunities to create new digital-enabled independent work as well as entrepreneurial activities.

The private sector role in expanding the availability and quality of education needs to be encouraged. By supporting existing private sector's education providers and support entry of new ones, the private sector can fill in the gaps, and complement the Government's efforts for service provision.

Employment

A strong demographic dividend - More than half of Jordanians (54.2 per cent) are under the age of 25, with youth (15–24) comprising 30 per cent of the working-age population, a huge opportunity for economic growth.⁸ However, the unemployment rate reached 18.4 per cent in the first quarter of 2018⁹ and Jordan has one of the lowest labour force participation rates in the world, at 40 per cent in 2017. Jordan's female labour force participation rate, 16.9 per cent in 2017, is the third lowest globally.¹⁰

Three workforces for one national labour market - The labour market includes 340,995 migrant workers¹¹; numbers in the informal economy are likely significantly larger. Most migrant workers including refugees are employed in agriculture Manufacturing and construction.¹² Migrants and refugees, with little opportunity for alternative income streams, often accept wages and working conditions that Jordanians would not, segmenting the labour market.¹³

⁸ DOS, 2016.

⁹ DOS, 2018.

¹⁰ DOS, 2017.

¹¹ Refugees are granted permission to access the national labour market as migrant workers.

¹² 27.4 per cent, 24 percent and 10.2 per cent respectively.

¹³ Ibid.

A complex regulatory system meant to protect Jordanian employment, with a segmentation of the labour market across nationalities - The Government of Jordan has enacted regulations for closed sectors and occupations for migrants and refugees. Formal recruitment processes are rendered difficult by compliance to regulations and conditions. The large inflows of non-Jordanians and their disproportionate concentration in the informal and unskilled sectors magnified the segmentation of the labour market across nationalities. Since many of them are not allowed to work formally, segregation across sectors increased substantially.

One of the lowest levels of labour force participation in the world - One out of every three working-age Jordanians has a job. Low rates of firm entry and exit suggest that the creative destruction process is limited or non-existent. Most private sector firms are either very small - and tend to stay small - or large and old. Many jobs that do exist also remain vacant due to skills mismatched and undesirable working conditions, among other variables. ILO Employment Centres across Jordan have identified over 10,000 persistent job vacancies between September 2017-2018. Despite massive increases in college graduation rates, most women in Jordan never enter the labour market. Among those who do, about 40 percent become inactive before age 40.

On the demand side, Micro, Small & Medium Enterprises (MSMEs) limited access to finance is another challenge preventing these enterprises to grow and create job opportunities. There are approximately 400,000 MSMEs (formal and informal sectors) operating in Jordan. The relatively small scale of the economy means that few large corporate enterprises are present. The last official census found that 98 percent of all enterprises are MSMEs, 66 percent of which have less than 19 employees. They employ 71 percent of the total private sector labour force (SMEs 33 percent and microenterprises 39 percent); contribute 40 percent of GDP, and account for 45 percent of total exports. A large majority of MSMEs operate in the informal sector that represents around 65 percent of all MSMEs.¹⁴

The financing gap for MSMEs is estimated at USD 2 – 3 billion. Only 20 percent of enterprises report no difficulty in obtaining finance. At the same time, approximately 43 percent of Jordanian firms report major or very severe constraints in relation to access to finance. These indicators frame an immense opportunity for banks in terms of demand for credit that is currently unmet/unserved.

¹⁴ Source: Jordanian Young Economists Society, Strengthening Small And Medium Enterprises In Jordan study.

These distortions in both jobs supply and demand sides contribute to create labour market imbalances that are reflected in quantities (employment levels) and prices (wage returns). The decline in the skill wage premium suggests that the increase in the demand for unskilled workers more than compensated the impact of their supply increase on unskilled wages. This holds not only when looking at the wage premium of having a college degree, but also when looking at the fall in the wage premium associated with occupations intensive in high-order skills (non-routine cognitive and interpersonal). The expansion of the informal sector and the decline in the formal sector wage premium are also consistent with this hypothesis. These market forces indicate that the barriers faced by unskilled workers could be a critical bottleneck for job creation in the private sector. This bottleneck may not only affect the employment outcomes of the unskilled, but also of those with complementary skills or working in sectors with important supply and demand linkages.

The absence of a national strategy for agriculture creates problems in the labour market as well as the product market. The Labour Law (No. 8 of 1996) is vague regarding the agriculture sector. While the law indicates that bylaws will be issued covering agricultural workers, comprehensive bylaws have not been issued. One of the few regulations that does exist, is the one prohibiting such workers from changing employers during the first two years of their presence in Jordan.

Other issues remain vague and one can only assume that the basic laws regarding wages, working conditions and other issues applies to agricultural workers. This would imply, for example, that agriculture workers should be covered under social security. It should be noted, however, that there are few efforts at enforcement of social security, nor are workplace inspections carried out in agriculture.

A significant portion of agricultural workers are non-Jordanians. Egyptians have dominated the sector for many years, although Syrians and Jordanians are increasingly active in the sector. As of 2016, migrant workers represent 41 to 52 per cent of the agricultural workforce, Syrians represent about 23 to 40 per cent and Jordanians represent the remaining 19 to 24 per cent of the agricultural workforce¹⁵.

Social Protection

In order to address the protracted nature of the current refugee crisis within Jordan, agencies are working in partnership to identify solutions that provide sustainable support

¹⁵A challenging market becomes more challenging: Jordanian workers, migrant workers and refugees in the Jordanian labour market / International Labour Organization - Beirut: ILO, 2017.

to build host country resilience and to support the inclusion of displaced populations in national social protection programs across a large number of sectors, including in health, education, housing, and safety net programs.

For refugees, access to legal protection is the first step on a long path to ensure their full rights are protected. Legal protection, provided through recognised legal documentation, allows them freedom of movement, and access to key services, which in turn diminish vulnerability and increase inclusion and self-reliance. Jordan is not a signatory member of the 1951 Geneva refugee convention. However, Syrian refugees can obtain Minister of Interior (MoI) ID cards upon presentation of their UNHCR Asylum-seeker certificate to local authorities. Non-Syrian refugees do not enjoy such benefits, and they remain exposed to arbitrary arrest and detention.

The complex legislation has also limited the role of the private sector and its participation in addressing the gap in service offerings, including in the health sector.

Structural inefficiencies limit the impact of expenditures on social services - Jordan has maintained a high level of expenditure on social sectors, such as 12.48 per cent on education (3.64 per cent of GDP). A range of social protection programmes exist but are challenged by fragmentation, weak governance and gaps in coverage, with a lack of coordination between the national system and humanitarian assistance.

The Government of Jordan is revamping efforts to strengthen SSNs - In May 2018, the Government of Jordan approved a Plan to expand the National Aid Fund (NAF) cash transfer programme. The number of participating households, currently around 92,000, will be increased by 85,000 by 2021. In parallel, the Government has committed to gradually integrate refugees into the national SSN system.

Sexual and gender based violence continue to be a concern for both refugee and host country populations. Sexual violence is massively under reported because of social stigma and national institutions often lack a strong response mechanism. Similarly, child marriage and child labour are widespread in Jordan and among the refugee population as well, adding additional elements of vulnerability that need to be collectively tackle for the sake of the improving the overall social protection environment.

Work is needed to unify the overall social protection framework and to ensure its alignment with international standards and best practice.

Water and Climate

Water scarcity will be an increasingly critical issue for Jordan - Jordan, ranked as world's second water-poorest country, has one of the lowest levels of annual renewable water resource availability, per capita, in the world. Population growth, the expansion of agricultural activities, inefficient water use and high levels of non-revenue water further exposes the country to the consequences of climate change. The projected increases in temperature of 3 to 5 centigrades by end of the century and expected rainfall variability over the next 30 years will add to these problems, with increased droughts and flash floods.

Jordan's National Water Strategy 2016-2025 (NWS) opens the doors for private sector partnership to utilizes the distinct opportunity to reinforce and strengthen integrated water resources planning and management that is aligned with the SDGs. The strategy key areas: (i) Integrated Water Resources Management; (ii) water, sewage and sanitation services; (iii) water for irrigation, energy and other uses; (iv) institutional reform; and (v) sector information management and monitoring. As per its integrated approach, NWS contemplates meeting the needs of current and future water users, by developing, protecting and sustaining both existing and new water resources taking into account both economic and environmental considerations, and where feasible, to involve the private sector.¹⁶ This partnership will also consider increasing the use of renewable energies for vulnerable groups.

2. Vision and Value Added of the Partnership

Vision: The Partnership will provide conditions for vulnerable populations in Jordan, including refugees (a) to access quality primary education and market relevant technical and vocational education and training; (b) to secure and retain decent employment; (c) to benefit from a strengthened and more comprehensive social protection framework.

Theory of change: *If* (1) children and youth are in a safe and supportive environment with responsive policies, strategies and services; (2) where they can access structured capacity development and meaningful engagement giving them opportunities to use their skills in valued community activities; and (3) the national social protection floor is expanded to refugees and vulnerable Jordanian populations in a cohesive and sustainable manner; (4) regulatory impediments and constraints are addressed to support the employability of

¹⁶ Source: Jordan's Ministry of Water and Irrigation, Jordan National Water Strategy document.

refugees and Jordanians; and (5) employers' capacity to create jobs and provide inclusive opportunities for female and male is enhanced through innovative and replicable partnerships and business models; ***Then***, (1) Refugee and Jordanian children and young people will be empowered to become positive change agents who are confident, competent, collaborating, caring, tolerant and connected, who contribute to their communities; (2) and will successfully transition to adulthood with a reduction in risky behaviour and support development of an increasingly tolerant and inclusive society; (3) Refugees and vulnerable host communities will be less dependent on humanitarian assistance for their subsistence and more self-reliant through enhanced livelihood opportunities; and (4) the labour market will expand and provide more meaningful and sustainable employment opportunities.

The partnership will draw on multi-disciplinary expertise across agencies and partners to address education and training, livelihoods and employment challenges facing Jordanian and refugee children and young people in Jordan and support a smooth transition to adulthood. By acquiring basic employability skills, starting with the 21st century skills, young people will then have access to opportunities to take part in collective action, social cohesion, civic engagement and entrepreneurship initiatives. This will improve young people's employability and entrepreneurial readiness. At the same time, complementary interventions can support vulnerable families access decent work, including through improved social protection mechanisms.

The partnership will support a coordinated and holistic approach required to bridge the gap between humanitarian assistance and development and allow the most vulnerable Jordanians and refugees, to access the essential the services they need to bridge the equity gap. Aligned on the 2030 Agenda for Sustainable Development, this partnership will mainly contribute to SDGs 3, 4, 5, 8, 16, and will also directly contribute to the following national strategies:

- Education Strategic Plan (2018-2022),
- JORDAN 2025 national vision and strategy,
- Multi-Sectoral National Plan of Action to End Physical Violence in Jordan (2019-2021),
- National Human Resources Development Strategy (NHRD),
- National Employment Strategy (2011-2020),
- National Water Strategy (2016-2025),
- National Youth Strategy (2017-2021),
- Poverty Reduction Strategy (2013-2020),
- Gender Action Plan (pending).

In addition, it will align itself with the Five-Year policy matrix currently being developed by the Government of Jordan with the support of the World Bank.

The Partnership will capitalize on comparative advantages of each agency and catalyse collaboration and joint work. It will implement a combination of interventions specifically targeting the most vulnerable groups, and system strengthening interventions at national governorate and municipality levels. It will also empower the private sector to increase its contribution to national growth, job creation, and poverty reduction including through increased investment in the education sector, k-12 and TVET. A multidimensional definition of vulnerability (ie. across education, health, nutrition, water and sanitation, shelter, and protection sectors) will guide programme targeting and self-targeting. The Partnership will promote gender-based and disability rights-based changes in legal and regulatory frameworks to better address the specific needs of the most vulnerable groups. The Partnership will also adopt specific measures to guarantee that Women, Children and Youth, the Elderly, Persons with Disabilities benefits from the services it provides on an equal footing. Agencies will consult each other on the choice of geographical locations for their agency specific interventions and aim for geographically-integrated approaches whenever possible.

3. Outcomes and results

Outcomes

1. **Primary/basic education and TVET Outcome:** Improve acquisition of foundational, vocational and life skills through access to nationally certified, quality education, training and learning for all. Support market-oriented TVET curriculum and certification programs that put youth in a position to enter into formal sector jobs, with a particular focus on refugee youth, young women and youth with disabilities. Programmes targeting private sector solutions will take into consideration other interventions planned under the private sector development programme with the government of the Netherlands to avoid duplication of efforts. Support investment in private education, K-12 and TVET. (note: contributes to the national Human Resource Development (HRD) Strategy, the national Education Strategic Plan 2018-2022, the National Youth Strategy, and to SDG 4, 5 and 8. Aligned with the Global Vision Outcomes to “Improve access to and quality of education for forcibly displaced children and host communities”).

2. **Employment Outcome:** Support refugees, Jordanians, and other targeted job seekers to access formal sector and decent work opportunities that reduce overall dependency on aid. Strengthen the capacity of employers to create jobs and inclusive opportunities for male and female workers, that comply with decent work principles and address regulatory impediments and constraints, with a focus on labour-intensive sectors (e.g. Agribusiness and construction) and on introducing modern standards (in construction, energy efficiency, etc.) to increase competitiveness of Jordanian companies abroad. Programmes targeting private sector solutions will take into consideration other interventions planned under the private sector development programme with the government of the Netherlands to avoid duplication of efforts. (note: contributes to the National Employment Strategy, the HRD Strategy and to SDG 8. Aligned with the Global Vision Outcomes to “Enhance livelihood opportunities for forcibly displaced persons and host communities”, “Increase the amount of private investment in targeted areas,” and “Enhance the enabling environments for inclusive and job-rich labour markets and entrepreneurship, underpinned by decent work principles”).
- **Social Protection Outcome:** Support the Government of Jordan to enhance and develop its social protection programmes, improve the social protection floor and expand social security coverage among refugee and vulnerable Jordanian populations, in a cohesive and sustainable manner. Support full and documented legal protection of all vulnerable groups to build inclusion and diminish vulnerability. Programmes targeting private sector solutions will take into consideration other interventions planned under the private sector development programme with the government of the Netherlands to avoid duplication of efforts. (note: contributes to the Poverty Reduction Strategy, and to SDG 16. Aligned with Global Vision Outcomes to “Reduce the number of refugees dependent on humanitarian assistance for their subsistence (number of persons who would be below poverty line in the absence of humanitarian assistance),” “Reduce the number of refugees without adequate documentation and associated legal protections,” and “Enhance the capacity of national systems for the protection of refugees.)

In line with the intervention of the Netherlands in Jordan, geared towards sustainable economic growth, contributing to SDG6¹⁷, this partnership will aim to address in a cross-sectoral manner a fourth outcome on climate change and water: **Support the Government of Jordan in the development and implementation of a framework on a climate resilient water sector ensuring that infrastructure and services are sustainable, safe**

¹⁷ By 2030, improve water quality by halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse.

By 2030, substantially increase water-use efficiency across all sectors and ensure sustainable withdrawals and supply of freshwater to address water scarcity and substantially reduce the number of people suffering from water scarcity.

and resilient to climate risks, and that resilient systems contribute to help building community resilience to the impacts of climate change.

4. Strategies

Education (Primary/basic and TVET)

- **Objective 1:** An increased number of children and youth acquire foundational vocational and life skills through access to quality inclusive basic education and learning in a child-friendly and protective environment.
- **Objective 2:** A generation of young people's transition from school to the formal labour market is supported by market-oriented curriculum, nationally recognised certification, skills building including entrepreneurial skills that focuses on their strengths and empower them to take control of their future¹⁸.

The Partnership will support the Government of Jordan's Education Strategic Plan (ESP 2018-22), and the TVET part of the HRD Strategy towards market relevant skills development system:

- **Improve the quality of education services through the provision of qualified human resources** - MoE will be supported to develop, roll out, monitor and quality assure the certification and licensing of teachers at all levels. In line with the joint Recommendation on the Status of Teachers¹⁹, capacity building will be provided in the management of teaching staff.
- **Expand access to certified education and skills training to vulnerable children and adolescents who are not eligible for formal education through non-formal Education** - The Drop-Out programme for 13-18-year-old boys and 13-20-year-old girls will be scaled up by establishing additional drop-out centres. Capacity development will be provided to the MoE to increase government ownership and sustainability. Career guidance targeting the situation of refugee and Jordanian youth will be developed and administered in collaboration with MoE and MoL, with a focus on growing sectors and sectors with vacancies.
- **Increase access among students with disabilities through Inclusive Education** - The MoE will be supported to integrate children with disabilities into public educational services.

¹⁸ Synergy with 4.2 Employment Objective: While Objective 4.1.2 will support the supply of skilled workforce, focusing on young people, Objective 4.2 will support the demand of employment opportunities for the youth workforce.

¹⁹ See https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---sector/documents/normativeinstrument/wcms_493315.pdf

- **Reducing violence against children in schools and promoting the use of positive alternative disciplinary measures** - A Multi-Sectoral National Plan of Action to End Physical Violence in Jordan developed by the National Council for Family Affairs (NCFA) and endorsed by Ministries of Education, Social Development, Health, Awqaf and Islamic Affairs, as well as the Public Security Directorate, will be implemented to reduce physical violence by half in all settings including schools.
- **Facilitating school to work transitions, and skills recognition for improved employability:** Models for skills training and recognition of prior learning at the semi-skilled and skilled levels will be adapted to new occupations. Young women and men will be linked to practical on-the-job training and theoretical learning, with a guaranteed, year-long contract upon successful completion of the course. Workers who acquired competencies in the informal economy will have the opportunity for certification. All trainees placed in jobs will benefit from Social Security enrolment, work permits (for refugees) and working conditions that are aligned with national legislation and international labour standards.
- **Employer-driven improvement of TVET attractiveness and relevance of the TVET sector to the future of work** - This partnership will focus on employer demand driven improvement of TVET attractiveness and relevance – through initiatives such as the first World Skills Competition in Jordan and a strong focus on entrepreneurship skills to instil a generation of young people with the skills to establish start-ups. Life skills will be central to the model promoted, through volunteering and engagement opportunities.
- **Upskill young women and men with market-relevant digital technology skills** - the digital technology ecosystem will be strengthened in Jordan and trainings offered to youth ages 15-35 years including unemployed youth; university students; and high-school students, to equip them with market-relevant digital skills, needed when they graduate. The initiative will be gender sensitive and aim to include at least 50 percent of females.
- **Adequate access to legal documentation** supporting access to formal education in national facilities, will help ensure that refugee access education at all levels, as well as expansion of recognised and certified online learning opportunities to support tertiary education in the refugee community.
- **Increased efficiency of school buildings, and where needed new construction** – Public-Private Partnerships (PPP) will be one of the models promoted for development of new schools to replace old existing infrastructure and to support a better service delivery for the students.

In addition, this partnership will prioritize the engagement of children and youth as agents of change in support of the climate change agenda, through the effective implementation

of water conservation and climate change related activities in schools, and the establishment of environmental clubs²⁰.

Employment

Objective: At the end of this Partnership, refugees, Jordanian and other targeted job seekers will have increased employability through demand-driven educational and skills training and certification reforms that improve the quality of workers entering the job market, and career guidance and job matching services that facilitate access to decent work opportunities. Refugees will have enhanced access to formal sector jobs through greater access to work permits and permits that are valid for more labour sectors. Workers will also have improved skills to enter job vacancies, particularly in manufacturing and construction. Employers will benefit from enhanced productivity through a more skilled work force, improved organisation and human resource management and capacity to create jobs and fill existing vacancies that comply with decent work principles. In the long term, provision of training and employment opportunities for refugees will enhance their employability irrespective of durable solution secured.

- **Addressing labor market segmentation**, especially eliminating gender-based barriers, reducing informality, by improving management of the foreign labor force, and targeted support for business environment and educational and skills training reforms that improve the quality of workers entering the job market and in a position to fill job vacancies.
- **Promoting employment creation through fresh agricultural exports logistics and value chains competitiveness reinforcement initiatives:** A Competitiveness Reinforcement Initiative will identify the bottlenecks in the value chains, investment gaps assessment, propose policy reforms and investments promotion activities to become regionally and globally competitive. This initiative will develop the capacity of the Jordanian Government to carry out the development of value chain for exports including agricultural logistics for exports.²¹

²⁰ While water conservation and climate change is already integrated in the education curriculum in Jordan, there are very few examples of schools implementing activities on this theme.

²¹ The World Bank has conducted a set of studies to determine Jordan's export potential. Those include: the Diversification and Upgrading Rapid Assessment, comparing the export potential of the different sectors and concluding that fresh agricultural exports has the largest potential and could create four times more net export value (reaching up to \$900 million) than selected manufactured exports to Europe; and the Analysis of the market potential for Jordanians agricultural exports in the GCC (the Bank also used another study conducted and shared by the Dutch cooperation focuses on EU markets). The studies showed that improving post-harvest logistics, cold chain and border crossing with GCC will be key in improving the quality and value of exports to regional markets. Developing post-harvest logistics will create jobs for Jordanians, including women but also for Syrian refugees who are very present in agriculture. The GoJ, notably the Ministry of Planning and International Cooperation (MoPIC) has expressed interest in obtaining support from the World Bank to implement this Competitiveness Reinforcement Initiative and build local capacity in this area. The World Bank is well positioned to support this implementation due to its experience and knowledge on both assessing countries Value Chains (VC) and identifying policy options to formulate an efficient Global VC integration strategy. The proposed project complements other ongoing World Bank initiatives in Jordan geared towards strengthening competitiveness of the economy (the 5 years growth matrix and the government 2 years priority plan). Lastly, the World Bank FCI team has established an excellent cooperation with counterparts

- **An integrated framework for decent work in selected sectors** - An integrated approach (e.g. with education and social protection programmes) will focus on sectors with larger social and economic opportunities and where there are a large number of Syrian and vulnerable Jordanian workers already employed, particularly in agriculture, construction and manufacturing. Regulatory changes will be enacted, including by-laws to the Labour Code, and Compliance Codes, with a view to formalize the work situation of Jordanian and non-Jordanian workers and enhance decent work for all. The programme will execute activities at the national, municipal and firm-levels. At the national level, the absence of regulatory frameworks and structures will be addressed through the elaboration of a by law to govern and protect workers under the Labour Law. At the firm level, workers will be trained on labour rights, work skills and safe working conditions. Trainings will put workers and employers in a better position to understand their rights and execute their respective duties. Local service providers will also be supported to enhance their activities, particularly those they provide to children, youth between the ages of 15-18 and women. In instances where there is a gap in services, activities will be executed to fill the gap, in close collaboration with community based organisations and relevant UN agencies. Such support will help ensure local provisions are in place to support the implementation of national regulatory frameworks and municipal agreements.
- **A firm / farm level model for growth and decent job creation** – Assessments provide clear evidence that persistent decent work deficits characterize much of the work in sectors where vulnerable Jordanians and Syrian refugees are employed, most notably in agriculture.²² The Better Work Jordan model (IFC/ILO) will be adapted to address decent work deficits in the sector that cut across issue areas under the New Partnership. It will be adapted and applied through a compliance model that monitors working conditions and provides complementary services to help farms improve compliance and assist vulnerable workers and their families. The model will draw on multi-disciplinary expertise to address cross-cutting issue areas, such as child labour, forced labour, occupational safety and health and social protection. At the same time, support will be given to farms to enhance their productivity through improved organizational capacity and skills development, as well as improved access to new markets, private sector investment and trade opportunities. Lessons learnt from the early application of this model will feed into work in other sectors and countries under the New Partnership and provide a practical example of how the Partnership can be operationalized opportunity to complement and adjust existing programs, while also innovating new solutions.

and donors in Jordan relevant to this project (the Dutch Cooperation, USAID and DFID) which could contribute to an effective project design and implementation.

²² ILO 2018 Decent Work and the Agriculture Sector in Jordan: Evidence from Workers' and Employers' Surveys https://www.ilo.org/beirut/publications/WCMS_646170/lang--en/index.htm

- **A strong Job Matching function** - Through the network of 13 Employment Service Centres, one-on-one career counselling, job referrals and job matching services will be provided to refugee and Jordanian job seekers, as well as employers. Career Essentials, Counselling and Guidance will be provided. The network of centres will be used to disseminate practical tools to enhance employment. A new web-based platform, launched in coordination with the existing National Electronic Employment System, will bring service providers, job seekers and employers together. This system which is first of its kind to include Syrian refugee job seekers in Jordan could be used also by different NGOs and UN Agencies to provide the Ministry of Labour with a tool for a credible labour market information.
- **Technical support to the ISSF** – The Innovative Startups and SMEs Fund Project (ISSF) will contribute \$50 million to support over 200 innovative startups from across the country. The ISSF will require additional funding support during this startup and launch phase to ensure capacity building and technical assistance can be delivered to its staff on both overall fund management/governance and also to operationalize the specific ISSF windows on equity financing and deal flow support.
- **Increasing refugee access to self-reliance** by: Advocating for the expansion of the legal right to work; Supporting economic inclusion through the expansion of access to decent work, both within and outside of the home.

Social Protection

Objective: Support the Government of Jordan to enhance and develop its social protection programmes, improve the social protection floor, and expand social security coverage among refugees and Jordanians workers, in a cohesive and sustainable manner.

- **Legal Protection as the precursor for social inclusion and self-reliance:**
 - Ensure adequate registration of all refugees to provide legal documentation which can then facilitate access to government services including work permits, education, and subsidized health care.
 - Continued focus on Government Advocacy to ensure the rights of all refugees are recognised by expanding access to education and healthcare to support social inclusion and diminish protection vulnerabilities.
 - Improved self-reliance through the support of expanded access to decent work, both within and outside of the home, with a particular focus on increasing the participation of refugee women in the workforce.
- **A comprehensive approach to improve social safety nets within Jordan:**

- Support of broader coverage and improved targeting including both vulnerable national and refugee populations providing a more robust and comprehensive system.
- Enhancement of national systems:
 - Better alignment of national systems to minimise gaps across social protection areas and to ensure adequate resource allocation.
 - Leverage best practices designed through current humanitarian crisis, with a focus on targeting, assistance platforms and cash transfer technology.
 - Use of technological innovation to improve transparency and efficiency.
 - Development of a new National Vulnerability Assessment Framework, capturing the multi-dimensional aspects of poverty, to inform appropriate adaptation and mitigation policies for poor and vulnerable populations in Jordan.
 - Sustainable social protection financing to bridge humanitarian and development funding supporting the needs of the most vulnerable amongst host communities and displaced populations.
- A new Social Protection and Poverty Reduction Strategy will be developed by the Ministry of Social Development encompassing 4 key pillars (Social Assistance, Social Insurance, Social Services, and Labour Market).
- Piloting and evaluation of the Ministry of Social Development (MOSD)'s Case Management System (CMS), to be used by social workers to refer poor and vulnerable households to social and labour services that meet their needs, with a long-term goal of improving coverage, coordination and impacts of social programs.
- **Improve the quality of response mechanisms to child and gender based protection issues**
 - Improve prevention of child and gender based protection issues by:
 - Strengthening the legislative environment and national capacity to implement prevention & response programmes to violence, abuse, exploitation and neglect of children and women.
 - Reach children and women at-risk through an integrated package of quality services focused on responding to and preventing child and gender-based violence.
 - Increase the capacities of children, families and communities to promote practices that protect themselves and reduce violence.
 - Continue ongoing efforts to align overall social protection framework and to ensure its alignment with international standards and best practice.

- Reduce child labour in both host and refugee communities by implementing and expanding the National Framework on child labour which will integrate child protection services supporting stronger identification of vulnerable children and facilitate early responses to prevent and diminish their exploitation.
 - Reduce early and forced marriage across the most vulnerable populations by supporting and increasing ongoing awareness campaigns in partnership with the Government of Jordan.
- **More vulnerable families will access primary and secondary health care** - sustainable financing initiatives for Jordan's healthcare sector will be designed, supporting delivery of primary and secondary health services to poor uninsured Jordanians and refugees.
- **Employment based social protection schemes** will be piloted and proposed as mechanisms to strengthen the relationship between employment, social security and social justice. An assessment of the links between existing social protection schemes and employment will support the validation of models to be implemented at the firm level, with a particular focus on refugee workers and vulnerable Jordanians that lack access to essential social services.
- **Increasing the use of renewable energies for vulnerable groups** will also be explored as a solution to lower the cost of the social protection system.

5. Key Inter-Agency Synergies

The Jordan 2025 national vision and strategy, and the 2018-2019 Jordan Response Plan (JRP) bring together all partners (local authorities, UN agencies and NGOs) that work toward a comprehensive assistance, resilience and solution strategy for Syrian refugees and host communities in the region.

In this partnership, the five agencies will leverage their comparative advantages and expertise to achieve the overarching objectives:

The World Bank and the International Finance Corporation (IFC)

- **World Bank and IFC:** World Bank and IFC have a regional and multi-sectoral technical team in place; the ability to crowd in resources from multiple sources and having financial instruments (IDA, IBRD, GCFF, MDTFs) that can respond upstream; a large ongoing operational portfolio with a direct working relationship with the Government and private sector; the ability to influence policy, systems and institutional frameworks and being a source of global knowledge.

International Labour Organization (ILO)

- **ILO** is the only tripartite UN agency with a mandate to support social justice in the world of work. Through social dialogue with the Ministry of Labour, workers and employers' organisations, the ILO has the convening power to work towards national regulatory frameworks that comply with international standards. In Jordan, ILO has the demonstrated capacity to support evidence based recommendations for policies and programmes for more and better jobs. It has also been implementing a comprehensive Programme of Support to the Jordan Compact, through which it has designed cost efficient models for skills training and certification, job matching, labour intensive approaches to public work, and compliance to decent work principles.

United Nations High Commissioner for Refugees (UNHCR)

- **UNHCR** has a responsibility to ensure the protection, welfare and dignity of refugees, and accompany them in the pursuit of durable solutions. UNHCR's ongoing advocacy and work with the Government of Jordan is anchored in a comprehensive protection and solutions strategy that seeks to: i) support host country resilience; ii) ensure refugee protection, well-being and enable their self-reliance; iii) expand access to resettlement and other complementary pathways to a third country; and iv) plan for voluntary repatriation of refugees when conducive conditions are in place.

United Nations Children's Fund (UNICEF)

- **UNICEF** has received the mandate to assist the Government of Jordan in meeting their obligations under the Convention on the Rights of the Child (CRC); has established presence and expertise in bringing together child protection, education, and youth engagement programming in Jordan; has developed strong partnerships with the government including with the Ministry of Education, Ministry of Social Development, Ministry of Justice and Ministry of Interior (PSD, FPD); is able to work at scale and access the most vulnerable communities in the Kingdom.

Within this framework, participating partners will focus and collaborate on the below areas and key results:

- **At policy making level** - The partnership will be in line with the Government of Jordan 5-year Reform matrix supported by the World Bank, the participating agencies will provide inputs to shape coherent, evidence-based policy recommendations on the three areas of this collaboration.

- **For joint advocacy:** The partnership will support the Government of Jordan on its decentralisation reform efforts through joint advocacy highlighting the need for a) policy coordination across all Government entities (supported by the policy matrix from the World Bank) and b) strong monitoring of policy implementation. Additionally, the partnership will advocate for the clear inclusion of all of the most vulnerable with a specific focus on disability, gender, youth, and refugee communities.
 - **On protection issues** - UNHCR will inform the Partnership on all aspects related to refugee protection. In particular, UNHCR and ILO will continue to partner with IFC and other agencies for the implementation of the joint guiding principles on the access of refugees and other forcibly displaced persons to the labour market.
- **To promote innovative approaches to programming** – The partnership will identify and promote relevant innovative approaches to contribute to reaching the partnership's outcomes, bringing together leading technology and data companies, university based innovation hubs and other key innovative private partners.
- **To build an evidence base and learn from each other** – The five partners will establish mechanisms to build a common evidence base and learn from each other's best practices, including knowledge sharing and learning with the other seven countries implementing, which will inform programming in Jordan.
- **For a common model for life skills and civic education** - ILO, UNHCR and the World Bank have adhered to the UNICEF-led Life Skills and Citizenship Education (LSCE) Initiative which aims at reimagining Life Skills and Citizenship Education in the Middle East and North Africa.
- **For joint disbursement mechanisms** - Agencies will continue to collaborate through the Common Cash Facility (CCF) platform whenever possible and aim at avoiding duplications while keeping complementing other cash assistances when vulnerabilities justifies it.
- **For employment services provisions**- Agencies will make use of the 13 employment centres established by ILO -MOL outside the camp and ILO-UNHCR inside the camp as well as the web based platform for Employment Counselling System. IFC will explore opportunities with ILO and UNHCR to improve refugee and migrant workers access to formal employment and improve the working conditions in those sectors, including through increased access.
- **For the dissemination of joint messages through multiple channels** - The ILO 13 employment service centres, the UNHCR mass messages to refugees and community meetings, the UNICEF Makani centres will be used to disseminate joint messages to improve awareness of targeted populations on the subjects tackled by this partnership.
- **For access to finance and MSME support** partnership will be coordinated by IFC/World Bank teams and in line with Central Bank of Jordan's SME strategy to support growth

and job creation for refugees and Jordanians including in the services sectors to increase reach throughout Jordan, and with a special focus on women access to finance.

▪ **Wherever complementary expertise justifies joint action:**

- UNICEF and the World Bank will enhance collaboration in Education Reform in continuation of the World Bank Education Reform Support Program.
- The ILO will enhance collaboration with IFC for job creation in the manufacturing and services sectors, with UNICEF and IFC on TVET, and with UNICEF on the elimination of child labour;
- UNHCR will collaborate with UNICEF and ILO for the VAF that will inform joint understanding of vulnerability.
- UNHCR, UNICEF and the World Bank will work together to support and advise the Government in upgrading, strengthening and developing the National Aid Fund (NAF) to support a more robust and transparent approach to assistance for both vulnerable Jordanians and refugees.
- UNHCR and UNICEF will work with National institutions and ministries to strengthen the response and support in key areas of child protection including establishing best practices in the areas of education and psychosocial counselling.
- UNHCR and IFC will work on opportunities to develop sustainable economic opportunities, through job creation or investment, for refugees and host communities.
- UNHCR and ILO will advocate for economic inclusion through access to decent work opportunities for both the host and refugee communities, especially to increase the rate of women within the work place and help to deliver on key Jordan Compact promises.