



REGIONAL KNOWLEDGE SHARING EVENT

INCLUSION OF REFUGEES AND OTHER DISPLACED PERSONS IN THE LABOUR MARKET WITH A HUMANITARIAN DEVELOPMENT NEXUS FOCUS

A SOUTH-SOUTH AND TRIANGULAR COOPERATION (SSTC) INITIATIVE
BETWEEN LEBANON, JORDAN, TURKEY, EGYPT, IRAQ AND ETHIOPIA



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INCLUSION OF REFUGEES AND DISPLACED PERSONS IN THE LABOUR MARKET WITH A HUMANITARIAN DEVELOPMENT NEXUS FOCUS

Overview & Introduction

A knowledge sharing event, focusing on good practices in “the inclusion of refugees and displaced persons in the labour market with a humanitarian development nexus,” was held in Jordan in December 2019.

Bringing together government officials, social partners, UN representatives and development practitioners working in Ethiopia, Jordan, Lebanon, Egypt, Iraq and Turkey, the event aimed to encourage exchange of knowledge and experiences among concerned countries, addressing the labour market needs of refugees, displaced persons and host communities in crisis settings.

The event, organised by the ILO, builds on the outcomes of the South-South and Triangular Cooperation (SSTC)¹ workshop and study tour, conducted in the region in April 2019.

The event allowed the ILO to promote a more coherent approach to the promotion of decent work in crisis settings, in-line with ILO’s Guiding Principles on the Access of Refugees and other Forcibly Displaced Persons to the Labour Market; ILO’s Jobs for Peace and Resilience Flagship Programme and

implementation of Recommendation 205 on Employment and Decent Work for Peace and Resilience.

The following cases studies from Jordan, Lebanon, Turkey, Syria, Yemen, and Afghanistan, were presented at the event by key ILO technical experts and staff members.

They highlight labour market challenges at a time of crisis and innovative solutions that practically address the needs of refugees/displaced persons and countries hosting them – through key themes, models of intervention, and good practices.



¹ SSTC is a platform which encourages exchange of knowledge and experiences among concerned countries, and forges cooperation in crisis responses.

Snapshot of the event

Inclusion of refugees and displaced persons in the labour market with a humanitarian development nexus

This event was supported by the Italian Agency for Development Cooperation and by “Partnership for improving prospects for forcibly displaced persons and host communities” (PROSPECTS) - a strategic partnership between the Kingdom of the Netherlands, ILO, UNHCR, UNICEF, World Bank and IFC that supports refugees and host countries in the Horn of Africa and the Middle East.

Areas covered during event:

- ILO's Recommendation 205 on Employment and Decent Work for Peace and Resilience and how it is applied in practice (from theory to practice);
- Compliances with decent work conditions;
- Good practices in the promotion of decent work mainly in the construction and agriculture sectors;
- Good practices in the promotion of decent work through:
 - Employment Intensive Investment Programme (EIIP),
 - employment public services,
 - skills development for refugees and displaced persons,
 - private sector development and entrepreneurship,
 - social security schemes and;
 - access to legal support services for refugees and displaced persons;
- Roles of social partners in designing and implementing employment-driven responses for peace and resilience;
- Voices from end beneficiaries including refugees, migrant workers and host communities;
- Good practices by UN agencies supporting the promotion of decent work for refugees and displaced persons– *Leaving No One Behind*.

Frameworks and approaches for employment and Income-generation opportunities in fragile and crisis contexts

MITO TSUKAMOTO²

Nearly 2 billion people today live in countries affected by conflict, violence and fragility. In these contexts, social, political and economic vulnerability and instability are generally high and give rise to (or aggravate) conditions of unemployment and decent work deficits, perpetuating a vicious cycle of poverty and conflict.

The ILO Centenary Declaration on the Future of Work, adopted by our 187 member states this past June to mark the 100th anniversary of the Organization, acknowledges in its Preamble that “persistent poverty, inequalities and injustices, conflict, disasters and other humanitarian emergencies in many parts of the world constitute a threat” to the historic advances in economic and social progress achieved so far “and to securing shared prosperity and decent work for all”.

To respond to this threat, in the last few years the ILO has been equipping itself with new normative frameworks and strategic approaches and adapted its organizational structure to support its constituents in preventing, preparing for and dealing with situations of fragility and crisis.

[Recommendation No.205 on employment and decent work for peace and resilience](#), adopted in 2017, is regarded as a landmark standard for promoting ILO’s values and approaches in the humanitarian, development and peace nexus. It offers guidance to our constituents – representatives of governments and of employers’ and workers’ organizations – to

address world-of-work issues in crisis situations arising from conflicts and disasters. Moreover, being the only international normative instrument focusing on the role of employment and decent work in promoting peace, preventing crisis, enabling recovery and building resilience, it represents a valuable instrument for the international community of actors and institutions engaged in crisis response.



The Recommendation specifically covers refugee situations in one of its sections (Section XI) with the aim to promote the labour market access of these population groups in host countries and to support peaceful coexistence between refugee and host communities. The text of this section, which includes also measures to facilitate the voluntary repatriation and reintegration of returnees, is largely based on the Guiding Principles on the access of refugees and other forcibly displaced persons to the labour market, adopted in 2016. It is important to note that, while these instruments are non-binding, both are the

² Chief of the Development and Investment Branch (DEVI/INVEST) Employment Policy Department, International Labour Organization.

result of tripartite consultation and respond to the need of linking short-term emergency assistance with job creation and resilience building for sustainable development.

The Jobs for Peace and Resilience global flagship programme translates the normative framework of Recommendation 205 into tangible action by contributing to more peaceful and resilient societies through the promotion of employment and decent work. The programme, operationalized in over 30 countries so far, is based on the assumption that decent job creation can contribute to social cohesion and peace by addressing three key drivers of conflict:

- lack of economic opportunities
- absence of positive contact and interactions among different social groups, and
- Existence of grievances over inequality and social injustice.

This is quite an innovative approach seeing that employment is often considered as a secondary priority in peacebuilding contexts. In reality, it can be instrumental to tackle drivers of conflict, restoring peace and building resilience. That is why we have developed a specific [Handbook to support the design, monitoring and evaluation of integrated “employment for peacebuilding” programmes](#), and we are partnering with the PBSO to explore linkages and synergies in this area. Our objective is to achieve full complementarity between peacebuilding and decent employment outcomes by promoting economic opportunities as well as social cohesion, social transformation and social justice.

While we work to build the empirical evidence on the relationship between employment and peacebuilding, we also make the case for

longer-term oriented investments to start in the humanitarian phase of crisis response, in order to set the basis for sustainable, productive and inclusive decent employment that contributes to rebuilding broken communities and increasing resilience to future shocks. This is particularly important in the current global context characterized by accelerating climate change, protracted conflicts and complex, multi-dimensional crises.

Even though the frameworks and strategies I just presented are new, they are deeply embedded in ILO's historical mandate and role to promote peace through social justice. Our Organization has been closely connected with the global quest for peace since its foundation at the end of the First World War, to the point that its continuous engagement in promoting rights at work, encouraging decent employment opportunities, enhancing social protection and strengthening dialogue resulted in the Nobel Peace Prize (1969). 100 years later, the Centenary Declaration reiterates the importance of putting ILO's values and knowledge at the service of the most vulnerable populations in the world by recognizing that decent work is key to sustainable development, addressing income inequality and ending poverty, particularly in areas affected by conflict, disaster and other humanitarian emergencies.

As such, ILO's experience with social justice over the last century, the Employment Intensive Investment Programme's operational labour-based experience over the last decades in country suggests that by working together hand in hand with local communities and actors, building a more inclusive and productive society may be the initial steps that are required.

Job Creation for Syrian Refugees and Jordanian Host Communities

In 2013, the ILO launched a strategy to support Syrian refugees and host communities in Jordan, Lebanon, Turkey and Egypt. In Jordan, the framework focused on improved labour market governance, private sector development and immediate job creation for Syrian refugees and Jordanians, as well as improving agricultural production and promoting local products through value chain development.

The ILO interventions are fully aligned with the United Nations' Regional Refugee Response and Resilience Plan (3RP) for Syria and its Decent Work Agenda, which promotes decent work as a key component of national development strategies and puts ILO knowledge, instruments, advocacy and cooperation at the service of tripartite constituents. -Through the job opportunities offered to both refugees and host communities through public infrastructure investments increasing aggregate demand and public employment programmes where there is a shortage of market-based employment may well be the appropriate response to the current task of building a more resilient and peaceful society that we need to face the future.

The Coordination Support Unit for Peace and Resilience (CSPR) has the task to facilitate the implementation of Recommendation 205 by providing direct support to country offices, strengthening the knowledge and capacity of ILO staff and constituents and consolidating partnerships with relevant humanitarian and development partners. The objective is to support ILO's involvement in fragile and crisis settings and ensure the early positioning of employment and decent work issues in the humanitarian-development peacebuilding nexus at country and global level, with a long-term perspective to contribute to peace and resilience through social justice.

The Employment Intensive Investment Programme (EIIP) can play a transformative role - both creating employment directly, in particular for those unable to access employment through the labour market, and promoting employment-oriented investment strategies - which contribute to peace and resilience.

Decent Work for Refugees

Bridging the humanitarian development nexus

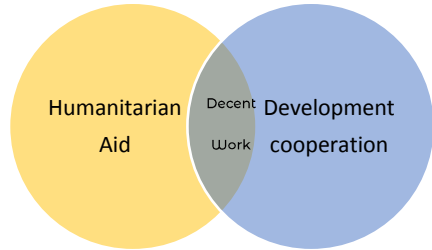
HELOISE RUADEL³

The forced movement of people fleeing conflict, persecution, human rights abuses and other situations of instability and environmental degradation is rising sharply since 2012, passing the bar of 70 million individuals in 2019. The multiplicity and interconnectivity of the 'drivers' that characterised many displacement situations reveal the complex patterns of displacement, and notably the increase of 'mixed migration'.

Protracted displacement and the incapacity of refugees and other forcibly displaced persons to access employment and livelihoods because of legislative, policy and administrative constraints, result in negative socioeconomic impacts. Moreover, the precarious situation of these populations predominantly in the informal economy renders them vulnerable to discriminatory practices, which can lead to exploitation and denial of fundamental rights at work, as well as other serious human rights violations.

The presentation will review how in recent years, access to labour market and decent work became a central part of intervention frameworks.

It will highlight how decent work is a natural link between short-term emergency assistance and sustainable livelihood and resilience-focused interventions.



The presentation will explain how the ILO is leading the way in developing inclusive policies that are helping to create an enabling environment for refugee and host community employment. The presentation will highlight how employment and decent work constitute appropriate responses to forced displacement, whether caused by fragility, conflict or disaster.

It will provide an overview of the governance frameworks in relation to refugees' access to labour markets with an emphasis on the application of the "2016 Guiding Principles on the Access of Refugees and other Forcibly Displaced Persons to the Labour Market" and give a snapshot of lessons learned in applying the Guiding Principles in ILO's refugee responses.

³ Senior Technical Specialist on Crisis Migration, Labour Migration Branch, International Labour Organization.

Employment Intensive Infrastructure Programme (EIIP) in Lebanon

TOMAS STENSTROM⁴

Context

- More than 1.5 million displaced Syrians (944,000 registered with the UNHCR).
- Unemployment rate: 37% among youth, with 200,000 to 300,000 Lebanese who became unemployed
- Debt-to-GDP ratio 151% by the end of 2018
- 27% to 30% of Lebanese live below the national poverty line, 10% below the extreme poverty line
- 200,000 additional Lebanese pushed into poverty
- 69% of displaced Syrians live below the poverty line.

Lebanon Crisis Response Plan (LCRP)

- Joint plan between the Government of Lebanon and its international and national partners
- Lead by MOSA with the UN RC Office – ILO active in livelihoods working group.

Background to EIIP

Responding to the continuing Syrian refugee crisis, the objective of EIIP in Lebanon is to create decent jobs for vulnerable Lebanese host community members and Syrian refugees through Local Resource-Based Technology (LRBT) and Decent Work strategies that are applied in labour-based construction of locally prioritised infrastructure, fully in-line with the strategy and outcomes of the LCRP.

EIIP is implemented by the ILO in partnership with the Ministry of Labour, Ministry of Social Affairs and UNDP, and is funded by Germany through KfW Development Bank. The first phases of the project are being implemented from 2017-2020 with a total budget of EUR 26

million. The infrastructure projects are implemented countrywide in the most vulnerable municipalities that host most of the deprived Lebanese and refugees.



Employment creation

Implementation of the infrastructure projects are set to generate approximately 235,000 workdays, creating productive and short-term decent jobs for both Lebanese and Syrians. A job under the EIIP Lebanon project is defined as an individual working for 40 days or more. Currently the project is employing 75% Syrians and 25% Lebanese in the daily workforce with around 15% women participation.

⁴ Chief Technical Advisor, EIIP, international Labour Organization, Lebanon.

Infrastructure development

Infrastructure projects are primarily selected from the Municipal Action Plans that summarise the needs and priorities of each municipality. These action plans are the result of a participatory identification process undertaken in the most vulnerable municipalities. Identified projects must be suitable for implementation using LRBT, with a labour cost component of 35% or more. Some 25 projects have so far been included ranging from agricultural roads, local markets, irrigation networks, storm water drains, water supply, beautification projects, road maintenance and environmental works.

Training of contractors and contract managers

Work is implemented by domestic private sector contractors. A comprehensive training strategy has been developed for the contractors and their site supervisors. It is linked to the implementation process of the project and therefore consists of pre-bid training and on-the-job training.

A pre-tender training certificate is a condition for contract award. The project has introduced FIDIC short form of contracts for civil works with particular conditions that include specific requirements of the LRB approach, including labour standards, recruitment procedures and decent work principles.

The Social & Environmental Safeguards Framework and Social Safeguards Officers

A Social & Environmental Safeguards Framework (S&ESF) has been designed to guide implementation of inclusive and rights-based practices in the infrastructure projects, and to prevent and mitigate any negative

social and environmental impacts of LRB infrastructure projects in Lebanon. Social & Environmental Safeguard Officers (SSO) are appointed to each EIIP infrastructure site in order to monitor contractors' adherence to the principles outlined in the S&ESF.

Gender strategy

EIIP actively promotes the inclusion of women and supports their participation through various measures including targeted outreach. EIIP has developed a gender strategy that outlines the measures that are proposed to increase women participation, both in terms of the quantity and quality of their participation, by strengthening gender mainstreaming throughout EIIP.



EIIP contributing to national policies and strategies

The ILO has commissioned a labour wage and supply survey to conduct a wage rate and labour supply assessment to establish the appropriate wage rates for casual labourers engaged in EIIP schemes.

It has supported the development of a simplified process for work permits to regulating work for Syrians in the construction sector. More work is required however.

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The ILO has developed guidelines for employment intensive works in Lebanon, which aims to harmonise and reinforce cooperation between the Government, NGOs and international development partners.

Employment and impact monitoring

The project, in addition to monitoring contract compliance, technical quality of work and environmental safeguards, is closely monitoring employment generation and social development. A database has been

developed, which captures information needed for reporting purposes, including:

- Workers' registration
- Contractors' information
- Training information and;
- Disaggregated employment information.

The project is monitoring the employment impact and carries out worker surveys and perception surveys and simple economic impact assessments, which help measure the general satisfaction of workers and the economic impact of the project on the population within a given area, as well as looking at social cohesion.



Guidelines for non-formal market-based skills training in Lebanon

LEON GASKIN⁵, PATRICK DARU⁶

Skills programmes are often the first response to facilitate the access of refugees to the labour market. In Lebanon, skills training is a key component of the Lebanon Crisis Response Plan (LCRP).

Numerous NGOs in Lebanon offer skills training as part of their services. Between 2014 and 2017 some 32 partners delivered training to over 50,000 individuals. Yet, training is typically condensed into short, unsystematic courses, and not integrated within the TVET system.

During a “lessons learned” workshop on market-based skills training in 2016 with the Livelihood Cluster partners, it was revealed that training programmes were not leading to employment, as they were often designed without reference to labour market needs, and mainly based on beneficiary demand.

The workshop concluded that livelihood partners needed to shift towards market-driven programmes, and called for the development of common procedures for market-based skills training, standardized market assessment tools and methodology, and for monitoring systems to be put in place.

The Livelihood Cluster, led by UNDP, requested the ILO to develop guidelines that would promote a common and consistent approach in the design and delivery of market-based skills development training programmes.

In response, the ILO developed guidelines for non-formal market-based skills training in Lebanon, intended to help non-formal training provider with specific guidance on how to

improve the quality and relevance of their training; and improve the employment outcomes of their training. They were designed in a participatory way in order to increase “ownership” among stakeholders and to facilitate usage in Lebanon.

The guidelines include 21 principles for non-formal market-based skills training across four main dimensions,

- Market analysis and identification of skills gaps,
- Curriculum design and training implementation,
- Post-training support,
- Evaluation of training outcomes.

A vocational training pilot specifically applying the guidelines is currently being launched within the SkillUp programme for Lebanon, and will conclude by June 2020.

UNICEF and the Italian Development Cooperation are using the manual as part of their operations and will be conducting tracer studies to what impact these guidelines have on training programmes.

Once the results of the pilot confirm the validity of the approach, it is hoped harmonisation of practices will be strengthened through the adoption of the Guidelines principles as Standard Operating Procedures for the non-formal sector. It is also hoped these guidelines will serve as a good basis for exchanging good practices, either through peer reviews or collective knowledge-exchange exercises among non-formal training providers.

⁵ Project Manager, ILO Regional Office for Arab States

⁶ Senior Skills and Employability Specialist, ILO Regional Office for Arab States

Skills for recovery and resilience in Yemen

HASHEEM SIMBA HASSAN⁷

Enhanced Rural Resilience in Yemen (ERRY I)

funded by the European Union was a joint UN programme, implemented by the UNDP, ILO, WFP, and FAO in four governorates in Yemen (Hajjah, Hudaydah, Lahj and Abyan).

The three-year programme aimed to enhance the self-reliance of rural people and communities in Yemen to better cope with crises, risks and shocks through support to livelihoods stabilisation and recovery, local governance and improved access to sustainable energy. To contribute to the achievement of the overall objective, the ERRY joint programme had two expected outcomes to contribute to the overall goal:

- Communities are better able to manage local risks and shocks for increased economic self-reliance and enhanced social cohesion.
- Institutions are responsive, accountable and effective to deliver services, build the social contract and meet community identified needs.

The ILO is mainly involved in the implementation of key activities under the second outcome, focusing on interventions, which aim to increase the capacity of local actors and strengthen partnership of the private sector to enhance economic recovery.

Through the ERRY project, the ILO provided technical support to its constituents in upgrading the existing non-formal apprenticeship system, in collaboration with non-governmental organizations in the four governorates of Lahj, Abyan, Hajjah and Hodiedah over a period of two years.

The overall objective of the intervention was to improve employment outcomes for the targeted apprentices, including provision of decent working conditions and wages. The intervention focused on demand-driven non-agriculture related trades. Two batches of apprenticeships were conducted.

The first one was conducted by 120 master craft-persons trained on learner-centred pedagogy and put in charge of 240 apprentices; half in the North and half in the South. The apprenticeship process included induction, theoretical (TEVT institutes) and practical learning, under the TEVT supervision. The graduated apprentices were awarded a certification and half of them a set of tool kits. The second batch, involving 180 master craft-persons and 360 apprenticeship was ongoing.

The training covered six areas:

- 1- aluminium works and fabrication,
- 2- beauty therapy,
- 3- motorcycle repair,
- 4- Confectioneries, cake and bread making,
- 5- incense and perfume production, and
- 6- mobile phone maintenance.

The training approach was strengthened by the development of training curricula ensuring the completeness of the competencies acquired by the trainees.

Key achievements include:

- Training of 53 trainers on ILO's *"My First Business"*, (MFB) and *"I Too Have a Small Business"* training modules in order to strengthen their capacity to train direct

⁷ Chief Technical Advisor, International Labour Organization, Yemen

beneficiaries of the project. The 53 trainers successfully trained 2,693 target groups.

- Training of 600 vulnerable youth (44.6% females) on upgraded informal apprenticeship (UIA) in 11 priority occupations.
- Developing 11 competency-based curricula materials. The developed materials were adapted and integrated into national curricula by the Ministry of Technical Education and Vocational Training.
- Training of 298 master crafts-persons (31% female) on pertinent topics such as learner-centred pedagogy, CBT and assessment, and Occupational Safety and Health (OSH)
- Provision of OSH materials and equipment to apprentices and apprenticeship service providers based on the identified needs.
- Provision of start-up toolkits to 300 apprentices to facilitate and enhance their employability.

Key findings of the impact assessments

The impact assessment of the intervention affirmed that communities had a chance to engage in livelihood opportunities that can generate income, provide technical and financial support, and ignite self-employment. Findings of the study revealed that targeted beneficiaries showed high interest in the outcomes of the programme, they started their own businesses, and they were positive about the trainings received. The overall skills learned were put to good use. Beneficiaries confirmed income increase after the training, as well as enhanced self-confidence.

The key findings of the study include:

- 72% of vulnerable youth and women trained in upgraded informal apprenticeship currently engaged in income-generating activities, either in the

form of employment, self-employment or a paid apprenticeship.

- The majority of the respondents (58%) indicated that their current income levels were between \$101 and \$206 per month, although figures varied depending on the location and occupation.
- 87% of the graduates indicated that their skills were more than enough to properly carry out the duties of their current positions.
- 88% indicated that the skills they acquired were relevant to the needs of the market.
- The apprentices' completion certificates were accredited by TEVET.
- Enhanced technical and institutional capacity of TEVET institutions involved in the implementation as part of exit strategy and ensure sustainability of the project activities.

The impact assessment further demonstrated that the priorities in capacity building of the assisted micro-businesses center on building accounting and sales and marketing capacities (as shown in the figure below).



They confirmed that the interventions have leveraged technical and production skills existing in the assisted communities and that social inclusion has benefitted people not acquainted with the complexities of business.

The final independent evaluation of the ERRY Joint Program (ERRY JP) revealed that apprenticeship and business development services improved employment options made possible the creation of new microbusinesses for the target groups and made.

Some of the successful key components of the upgraded informal apprenticeship include:

A- Skills score cards:

The project introduced skills score cards for the 11 occupations. These skill cards were used to monitor apprentices' progress in skills acquisition throughout the apprenticeship.

B- Certification:

Upon completion of the apprenticeship, beneficiaries received training

certificates signed by the employer, the employers' representatives, and the MoTVET

C- Off-the job learning component:

In addition to on-the-job training, the apprentices were also provided with training on core employability skills. These included entrepreneurship-based on the ILO's Work Improvement in Small Enterprises (WISE) methodology as well as occupational safety and health. This was imparted through 120 hours of classroom-based learning using active learning methodologies. However, the low education level of the beneficiaries limited the impact of the life skills training provided under the project specifically the provision of information and communication technology (ICT) skills. It is thus recommended that the apprentices shall be provided with functional literacy and numeracy training.

Apprenticeship as a bridge between child labour and youth employment in Syria

LEENA RAMMAH⁸

According to the 2019 Syria Humanitarian Response Plan (HRP), over half of the country's population has fled their homes. With no end to the crisis in sight, humanitarian needs in Syria are expected to continue to grow in scale, severity, and complexity. The lack of adequate access to livelihoods and basic services and growing levels of poverty and vulnerability have resulted in negative coping mechanisms thus increasing protection risks.

As of the end of 2018, almost 11.7 million people across Syria are in need, with an estimated 6.5 million who are food insecure. Along with the risk of malnutrition, food insecurity is highly interlinked with widespread and growing adoption of negative and unsustainable coping mechanisms. These include child labour, forced/early marriages as well as begging, all of which are among the Worst Forms of Child Labour according to the ILO Convention C182.

The increasing incidence of child labour in Syria is a main concern among the Government, UN agencies and a number of NGOs, who are responding by integrating child labour in existing child protection interventions. Addressing child labour in-line with Syria's obligations under Conventions 138 in 2001 and 182 ratified in 2002, the Government has developed a draft national action plan to address the issue through a multi-faceted approach. With their combined efforts, stakeholders on the ground have started to tackle child labour in some areas on a limited scale.



Apprenticeship support by ILO in Syria

The ILO in Syria is on track of launching and enhancing the concept of informal apprenticeship as a last resort for vulnerable families affected by the crises.

The Chamber of Industry was selected as the implementing partner since it is a public entity and an employer's organisation. The ILO will support and build their capacity to implement a comprehensive project for 100 youths in Damascus in order to improve the learning contents of the apprenticeship, improve OSH compliance, network the older siblings of child labours who are apprentices with training providers for theoretical training and provide them with the required certification at the end of the training.

Project Strategy

The overall objective of the project is to support child labourers who have already been identified through the ILO's recent implementation projects, and who are

⁸ Coordinator for Child Labour Programmes, International Labour Organization, Syria

enrolled in its rehabilitation and reintegration process.

The ILO attempted to withdraw children from the labour market and re-enrol them back to schools, yet due to the on-going crisis, the project encountered many cases that could not be withdrawn from the labour market. In response, the ILO had to enrol these children in its SCREAM⁹ sessions, and use proper referral systems to transfer them from hazardous work to light work or reduce the working hours for existing apprentices.

The goal of the apprenticeship programmes is to support the identified cases by enrolling them in apprenticeship if they are involved in the light work spectrum or to enrol their parents and elder siblings if the children are already re-enrolled in schools, in order to secure a proper income to help maintain their education. The apprenticeship programme serves as a bridge that shifts child labour from Worst Forms of Child Labour which are hazardous to more structured light work that helps children or their families become more self-sufficient during the current hard circumstances.

Main activities include:

- Identifying 100 young person being trained informally in industrial enterprises in the targeted areas.

- Agreeing with the industrial enterprises on the contents of the training based on agreed competencies and on score cards for measuring improvement.
- Distributing trainees to all sectors (food - engineering - chemical - textile).
- Registering young people in social insurance, in addition to providing them with the necessary health and safety training and equipment.
- Monitoring the implementation of the training through Vocational Training Officers in the Chambers of Industry.
- Ensuring young person undergo competency-based tests and assessments at the end that leads to recognised certification by the Damascus Chamber of Industry.

Expected results

- 100 young apprentices identified – at least 40% female.
- Industrial business owners who train young people agree on list of competencies for each occupation.
- 100% youth registered in social insurance.
- 80% youth use OSH equipment as documented through a survey.
- Youth make progress as documented through scorecards.
- At least 80% pass the final test (40% of which are women).

⁹SCREAM: "Supporting Children's Rights through Education, the Arts and the Media" aims to promote awareness among young people about children's rights, with a focus on child labour, so that they in turn can speak out and mobilise their communities to act. For more information, see

<https://www.ilo.org/ipec/Campaignandadvocacy/Scream/lang-en/index.htm>

Employment Services in Forced Migration Context

Case of Turkey

NURAN TORUN ATIŞ¹⁰



Turkey hosts 4.5 million forced migrants. Initially conceived as a humanitarian emergency case, mass migration of refugees¹¹ into the country brought about new questions of integration, development and burden-sharing. Long term resilience of the incoming refugees through structural social and economic integration policies and livelihood supports replaced the short term settlement concerns as the principal issues to be tackled by the government and international community.

Employment services in this context gained importance in transition from emergency to resilience. Employment services in Turkey are mainly provided by the public employment agency that is İŞKUR. Job and vocational counselling, job placement, active labour force programmes, and unemployment benefits/passive labour force programmes are the main services provided to citizens by İŞKUR. However, international protection status holders who complete minimum 6 months after their registration can also apply

to service centres of İŞKUR and register as “jobseekers”. Afterwards, they can benefit from active labour market programmes and job placement services. Incentives including wage subsidies and work-permit fee coverage are provided to employers hiring refugees. Cooperation with UN agencies and international donors provides technical and financial support for these services. %50-%50 rule is strictly adopted by İŞKUR to ensure supporting refugees as well as compensating losses of host community. Also, few private employment agencies provide job placement and workplace adaptation services to refugees in Turkey (i.e. United Work)

ILO Office for Turkey currently runs five projects as part of a resilience-based “Refugee Response Programme”. The programme aims to ease pressure on host community and enhance refugee self-reliance. Programme is established on three pillars: skills development, job creation and governance. Employment services of Turkey is supported through several activities within these three pillars. Training of job and vocational counsellors, dissemination of group-based counselling services for refugee labour force, employment incentive schemes, establishment of “one-stop-shops” assigned for refugee services, vocational training, entrepreneurship supports, language training and workplace adaptation programmes are the main activities that ILO provides to support employment of refugees in Turkey. Following are recommended for a decent and effective

¹⁰ Employment Officer, International Labour Organization, Ankara

¹¹ For practical reasons, the term “refugees” in this paper is used to refer persons who have been subject to international forced migration due to war and conflict. Turkish Republic approved Geneva Convention (1951) with a geographical limitation which excludes majority of forced migrants from having legal status of refugee.

labour market integration process out of ILO experience in Turkey:

- 1) Know your beneficiaries;
- 2) Design tailor-made skills training;
- 3) Complement vocational skills training with language and social/non-technical skills training and support participation to labour market;
- 4) Focus on work-based training rather than in-class training for adults in need of sustainable sources of livelihood;
- 5) Support work place adaptation;
- 6) Identify sectors with potential for economic growth and job creation;
- 7) Support existing enterprises for growth;
- 8) Support establishment of new enterprises;
- 9) Support formalisation of existing enterprises;
- 10) Increase the capacity of national and local institutions and social partners;
- 11) Support transition to formality



Strengthening capacities for youth employment in fragile situations

The case of youth entrepreneurship in Afghanistan

JOEL ALCOGER¹²

According to Recommendation 189 - Job Creation in Small and Medium-Sized Enterprises, ILO members should adopt measures, drawn up in consultation with the most representative organizations of employers and workers, to create and strengthen an enterprise culture which favours initiatives, enterprise creation, productivity, environmental consciousness, quality, good labour and industrial relations, and adequate social practices which are equitable. To this end, Members should consider:

1. pursuing the development of entrepreneurial attitudes, through the system and programmes of education, entrepreneurship and training linked to job needs and the attainment of economic growth and development, with particular emphasis being given to the importance of good labour relations and the multiple vocational and managerial skills needed by small and medium-sized enterprises;
2. seeking, through appropriate means, to encourage a more positive attitude towards risk-taking and business failure by recognizing their value as a learning experience while at the same time recognizing their impact on both entrepreneurs and workers;
3. encouraging a process of lifelong learning for all categories of workers and entrepreneurs;
4. designing and implementing, with full involvement of the organizations of employers and workers concerned, awareness campaigns to promote:
 - a. respect for the rule of law and workers' rights, better working conditions, higher productivity and improved quality of goods and services;
 - b. Entrepreneurial role models and award schemes, taking due account of the specific needs of women, and of disadvantaged and marginalized groups.

Entrepreneurship is the process of designing, launching and running a new business with any of its risks to make a profit. The promotion of entrepreneurship should be developed in a positive enabling environment including:

1. Government programs and services that promote entrepreneurship and support entrepreneurs and start-ups;
2. Business development services offering advice and mentoring to entrepreneurs;
3. Access to financial services for entrepreneurs (banks loans, venture capital, angel investing and government and private grants);
4. Entrepreneurship education and training programs offered by schools, colleges and universities;
5. SME advocacy organizations that lobby governments for supporting entrepreneurship programs and business-friendly laws and regulations;
6. Rules and regulations conducive to support entrepreneurship.

¹² Manager, Jobs for Peace and Resilience Training Programme, International Training Centre of the ILO, Turin

<https://www.itcilo.org/teams/jobs-peace-and-resilience>

Case study:

Promotion of youth entrepreneurship in Afghanistan

Background information

ITC/IO facilitated the project “Promoting rural youth employment in Afghanistan through entrepreneurship education and vocational training” was a capacity development project, aimed at strengthening the institutional capacity of ILO constituents, social partners, and other relevant stakeholders in Afghanistan. The project was financed under the ILO Norwegian Partnership Agreement (from June 2016 to June 2019) and implemented in partnership with ILO field offices in Kabul and New Delhi – with the support of the ILO’s Decent Work Team for South Asia.

More than 60 per cent of the Afghan population is below 24 years of age, this means that the number of young Afghans joining the labour force radically outstrips the number of available jobs for young women and men (The World Bank Group, 2016). The youth unemployment rate was 30.7 per cent in 2016-17 – 39.1 per cent for urban youth and 29.6 per cent for rural youth. The overall female youth unemployment rate is worse at 47.4 per cent, with 63.7 per cent of urban female youth being unemployed (Islamic Republic of Afghanistan Central Statistics Organization, 2018). Widespread poverty among Afghanistan's youth means young women and men are forced to take on whatever work is available to them and leads to high levels of vulnerable forms of employment and working poverty (Government of Islamic Republic of Afghanistan, 2013). Another bottleneck for youth employment is the poor employability of many young women and men due to a lack of educational achievement, vocational and technical skills, and work experience. The local institutional environment to facilitate the school-to-work transition of young women

and men is evolving slowly. Entrepreneurship education is not systematically embedded in school curricula and provision is largely left to non-governmental organizations and, sometimes, representative business associations.

Key contextual information about Afghanistan:

- 84% under 40 years
- More than 48% is under 15
- 50% not employed
- 40% living in poverty
- 29% of women economically active
- 5.8 million refugees returning home
- 400,000 people entering the job market each year
- 1.2 million internally displaced people
- 40% youth not in education employment or training
- 80% informal economy
- Agriculture more than 80% of GDP

Key activities supported by the Project at national/provincial level:

- Promote Social dialogue between ILO Constituents:
 - I- MoLSAMD,
 - II- NUAWA,
 - III- ACCI and
 - IV- BCCI
- Implemented a Capacity development programme for ILO Constituents - One year training programme (8 modules for 30 representatives)
- Promote South / South cooperation (Afghanistan – India):
 - I- V.V.Giri National Labour Institute,
 - II- SEWA India,
 - III- Employers' organizations,
 - IV- Vocational Training Institutes

Key activities supported by the Project at local level (from policy to action)

- **SIYB Trainer of Trainers:** 18 trainers certified: 7 women and 11 men
- **Coaching programme** to support youth entrepreneurship: 13 coaches certified
- **New Business Development Service provider:** 'SIYB Afghanistan' (BCCI /SIYB certified trainers)
- **1,028 Entrepreneurs trained in SIYB by ILO/ITCILO:** 609 men 419 women
- **3,900 Entrepreneurs trained by 'SIYB Afghanistan':** 50% women 50% men.

Success examples of women entrepreneurs:



New business – Ms. Najima Yaqobi

Najima had to find a business idea that would be accepted by her family, as they objected to her trading in person. The SYB training gave her the confidence to negotiate with her family and after exploring different business ideas she developed an online shopping business that allowed her to trade remotely (and thereby not defy her family). With less support at home, she relies heavily on the BCCI to assist her business, gain relevant skills, market information and benefit from their mentorship opportunities. As the business has grown, her confidence has increased as well along with her ability to negotiate more freedom of movement; she now can join networks to grow her business. She employs two people full time

and has additional associates that assist where necessary ensuring deliveries are made within 24 hours. From being unsure where to start, Najima now dreams of “a branch of Amu in each country and to sell Afghan women’s handicrafts to the world”.



New business – Ms. Parasto Babor

Parasto runs a **confectionery processing unit** in the centre of Mazari-Sharif, and today trades both as a **wholesaler and retailer**. In 2017, she learned how to research the market and identify opportunities, which is how she selected her current business. Mobility was a primary problem for her, so she became a supplier to a similar business owner to avoid the need to travel and network. As her business grew, so did her confidence and it was not long until she employed more people to support businesses expansion. She has now started to sell directly to the public and to local stores. Parasto **now employs 4 women graduates** in her business to ensure that she can keep up with demand. She is now using the skills she learnt in SIYB and is **developing a business plan to establish a coffee shop** so that customers can enjoy a coffee alongside her products. Although her family was initially very reluctant to let her go into this type of business in the city, they are now very proud of her achievements and support her.



New business – Ms. Yalda Bari

Yalda came to SIYB training in 2017 interested in starting her own business. As an economics graduate, she was identified by the ILO as a potential **SIYB trainer**. After certifying, she soon realised that to be a good trainer, she too should have the experience of **running her own business**. SIYB gave her the belief that she had the ability to start her own business. And with new skills in communication, she has become more assertive in negotiations for accessing and leveraging resources for her business. This, together with developing a business plan, allowed her to seize an opportunity to **buy a franchise of 'Search Path', an international placement agency**, forming Bari Search Path. Her business tackles the challenges of skills development and job placement in Afghanistan, and she has an

interest in **assisting women to enter the job market**. Yalda's business is growing quickly. She employs **3 full-time staff (2 women and 1 man)** and **25 people working part-time**. She now sees herself as someone who will not simply accept that 'things must be done as they have always been done'. She aims to be a role model for herself and other women in Afghanistan and dreams of expanding her business and empowering other young women and men.

Key lesson learned, when promoting entrepreneurship based on the case of Afghanistan:

- Familiarisation with the local context and continuous dialogue with ILO constituents
- Systemic approach involving ILO constituents plus other stakeholders in the process
- Social dialogue in action: consolidating local relationships
- Learning from south-south cooperation
- Supporting the private sector
- Tailor interventions and tools to the local context (SIYB/Coaching)

Social Protection in crisis context¹³

LUCA PELLERANO¹⁴

Extending social protection to all, including to migrant workers, refugees and their families, is key to ensuring income security for all, **reducing poverty and inequalities, achieving decent working conditions, reducing vulnerabilities and social exclusion.** It contributes to promoting **inclusive growth and sustainable development** as globally acknowledged in numerous fora and recently reflected in the 2030 Agenda.

Governments, international organisations, donors, and civil society organisations have **gained significant and wide-ranging experience of working with social protection in crisis contexts over the past decade.** This approach is rooted in the growth of social protection systems in low- and middle-income countries, the increasing use of cash transfers as a humanitarian response modality, and robust evidence of the efficacy of social protection and social transfers in both development and crisis contexts. There is now a clear international consensus to maximise the use of social protection systems and approaches in fragile and conflict-affected environments to provide more effective, efficient and sustainable responses to affected populations. Most experiences are linked to social transfer schemes, and their added value in terms of broad coverage and robust operational set-up.

Humanitarian crises are becoming more frequent, severe, complex and protracted. Many countries requiring assistance are affected by multiple and compounded crises, such as conflict, natural disasters and forced

displacement. Crises are lasting longer. International commitments, such as the 2030 Agenda for Sustainable Development and the Grand Bargain, forge closer links between humanitarian and development programming. Social protection interventions are a promising avenue for common action.

A strong argument in favour of the extension of social protection to migrant workers and members of their family can be found in the **Universal Declaration of Human Rights (UDHR)**, adopted by the United Nations General Assembly in 1948. It stipulates in its Article 22 that **"Everyone, as a member of society, has the right to social security".** No distinction is made as to the **nationality** or the **immigration status** of the beneficiary, thus granting all migrants the rights related to social protection.

With regard to the ***International Convention on Economic, Social and Cultural Rights (ICESCR)***, the Committee on Economic, Social and Cultural Rights (CESCR) specified, in its General Comment No. 20, that **"the Covenant rights apply to everyone including non-nationals, such as refugees, asylum-seekers, stateless persons, migrant workers and victims of international trafficking, regardless of legal status and documentation"**.¹⁵

Growing operational experience illustrates common ways in which social protection can help bridge the humanitarian-development divide. During periods of stability, building social protection programmes and systems that are resilient to

¹³ This section largely draws from "Social Protection across the Humanitarian-Development Nexus. A Game Changer in Supporting People through Crises", European Commission, February 2019

¹⁴ Senior Social protection Specialist, ROAS, International Labour Organization.

¹⁵ Committee on Economic, Social and Cultural Rights, General Comment No. 20: Non-discrimination in economic, social and cultural rights, 2009, para 30.

fragility, conflict and displacement; during periods of fragility, conflict or forced displacement, adapting existing social protection programmes and systems which can respond to the needs of affected populations; during crises, building new programmes that include design and operational features to facilitate the transition of the programme or caseload into social protection programmes that are more regular and predictable, with prospects of being sustained and ultimately nationally owned.

Global experiences of working with social protection systems and approaches to respond to a crisis have recently been organised into a working typology. As part of research efforts to better understand whether and how long-term social protection systems can foster resilience to and respond to crises, it was proposed to classify relevant global experiences to date into five main types of responses, respectively labelled design tweaks, piggybacking, vertical expansion, horizontal expansion, and alignment.

In Jordan, a key area of concern is the enrolment of agriculture workers in social insurance, organized through the Social Security Corporation, and offering contribution-based retirement, employment injury, maternity and unemployment insurance. While national regulations require all employers to enrol their workers in Social Security, some clauses excuse workers employed for a period of less than 16 days. Moreover, all agriculture workers are excluded, not only Syrians, due to the absence of a by-law under the Labour Code.

This group of workers includes daily wage-workers and the self-employed, many of whom live below the national poverty line. National Social Security regulations require all employers to register workers whom they employ for a period longer than 16 days. Agricultural wagedworkers do not have a clear

employer-employee relationship with the farmers they work for.

Social security coverage has a powerful impact on the wellbeing of workers and their families. A set of International Labour Conventions and Recommendations sets a framework for this international human right.

- Social Security (Minimum Standards) Convention, 1952 (No. 102)
- Equality of Treatment (Social Security) Convention, 1962 (No. 118)
- Employment Injury Benefits Convention, 1964 (Schedule I amended in 1980) (No.121)
- Invalidity, Old-Age and Survivors' Benefits Convention, 1967 (No. 128)
- Medical Care and Sickness Benefits Convention, 1969 (No.130)
- Maintenance of Social Security Rights Convention, 1982 (No. 157)
- Employment Promotion and Protection against Unemployment Convention, 1988 (No.168)
- The Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189)
- Maternity Protection Convention (Revised) 2000 (No. 183)
- Social Protection Floors Recommendation, 2012 (No. 202)
- Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204)

With support from the Kingdom of the Netherlands, the ILO is developing and piloting a compliance model for the agriculture sector to monitor and gradually improve working conditions and advance socially just economic growth for all, including refugee, migrant and host community workers. It will draw on international labour standards and guidelines to assess and propose interventions to enhance compliance.

A key area of the model will be the gradual enrolment of agriculture workers in social security.

The ILO is looking to propose some policy options (design and administration) for including agricultural workers in the national social security system and to assess the cost and benefits of alternative reform options. The development of options should take into

account international and regional experiences and good practices on the extension of coverage to agricultural workers. Recommendations will be developed in the context of a broader policy options framework for the extension of social protection to informal economy in Jordan.

Gender equality in contexts of fragility, conflict and disaster

Examples and good practices from Jordan and Lebanon

(EIIP)¹⁶

FRIDA KHAN¹⁷

Women are driving forces for post-conflict and post disaster recovery and their inclusion in state-building activities provides the foundation for inclusive development strategies. Therefore, crisis situations can serve as opportunities to address existing gender-based discrimination and rights violations. Interventions aimed at alleviating the impact of crisis need to capture these transformations and build on them.



The ILO's Employment Intensive Infrastructure Programmes (EIIP) in Jordan and in Lebanon aim to create short- to mid-term employment opportunities for host community members and Syrian refugees through infrastructure works. Operational in the areas of road construction and maintenance, irrigation infrastructure, reforestation, and soil conservation, these opportunities typically provide jobs for men in contexts where the labour market and the society at large are permeated by gender inequalities.

In Jordan, the female labour force participation was only 14% in 2018, and continues to be one of the lowest in the world. Jordanian women – and Syrian refugee women to an even greater extent – are prevented from entering the labour market on an equal basis with men for a range of reasons, including cultural, societal, familial or religious pressures, a lack of job opportunities which match women's education, skills or training, unacceptable pay for women, childcare and housework responsibilities. For Syrian refugee women, access to work may be further limited by reasons related to work permits, including the high cost of obtaining one, the lack of information concerning the availability and application process and the fact that work permits are limited only to a few employment sectors that are considered "male professions".

Gender inequality prevails also in the labour market in Lebanon, in which the female labour force participation was 23% in 2018. In particular, Syrian refugees are disproportionately disadvantaged. While the working-age population was composed of 48% men and 52% women, only 7% of Syrian women were working. In addition to a persisting gender pay gap in the refugee community, there is also a distinct gender-based occupational segregation, largely due to cultural and social stereotypes. This is especially pronounced in the construction sector.

¹⁶ The following paper is an extract from learning materials of the [2019 Massive Online Course on recommendation No. 205](#)

¹⁷ Senior Gender Equality Specialist, International Labour Organization, Lebanon

To challenge traditional gender stereotypes, the ILO enacted a set of proactive measures to enable women to participate in and benefit from the EIIP programmes. Contractors were trained on gender responsive recruitment and management as a prerequisite to submitting bids and making women's recruitment mandatory in order to be awarded contracts. Women who had never worked before, were equipped with the needed skills.

In order to address the problem of the gender pay gap - a global phenomenon but which is often exacerbated in times of crisis, a task-based payment system was put in place to ensure that women were paid equally to men for the same work. Work days were organized to end in the afternoon to ensure that both women and men can combine work with unpaid care responsibilities. The provision of transport was encouraged to respond to safety concerns of women.

In line with Recommendation No. 205 on Employment and Decent Work for Peace and Resilience which refers to the Equal Remuneration Convention, 1951 (No. 100) and Recommendation (No. 90), generic labour market inequalities, such as the gender pay gap, should also be considered in fragile settings, as conflicts and disasters may worsen already existing inequalities. The task-based payment system introduced by the EIIP project in Jordan is one measure to address the gender pay gap. Other measures, in non-fragile and fragile settings, include the setting up of wage committees composed of equal numbers of women and men tasked with setting wage rates, or the carrying out of job evaluations free from gender bias, for example safeguarding practices including how to address harassment in the workplace.

These measures have led to concrete achievements with regard to women's participation, breaking rigid gender stereotypes, obtaining better working conditions, enabling women to acquire new

skills and social and economic empowerment, and improving intervention methods for greater impact through continuous testing and scaling up.

In Jordan, the target of 20% of women beneficiaries in the programme has even been exceeded. To-date, 26% of those employed in the project are women.

A workers' survey carried out in 2018 indicates positive impacts not only in quantitative terms, but also with regard to several qualitative dimensions such as wages, sanitary facilities and overall work quality.

More broadly, the project has crushed some of the deeply entrenched barriers to women's participation in public works, including through the demonstration impact that the above positive experiences generate, as well as its targeted efforts to change regulations and to incorporate gender equality provisions in public works agreements.

A series of lessons learned have emerged from the programme in Jordan and Lebanon:

- In terms of culture, achieving mind-set change among women, their families and communities, as well as policy makers in the relevant fields is a critical step in order to enable women to apply for work in such projects.
- With regard to regulatory barriers, it is important to break down prohibitive regulations, such as working with the authorities to facilitate the issuance of appropriate work permits for women in various activities, especially in male-dominated occupations like construction.
- In terms of practical workplace arrangements, it is necessary to address practical needs that would enable the project to achieve even more significant

results in promoting women's employment, such as the lack of transportation to and from the workplace as well as the burden of family obligations.

- Based on the experiences of the projects, a key recommendation for similar projects is a multi-dimensional approach covering mind-set change; addressing regulatory barriers; and designing and implementing a range of affirmative action and practical support mechanisms to facilitate women's employment.



Mixed migration under crisis context

A case study of Jordan

SUHA LABADI¹⁸



The past decade has been particularly challenging for Jordan, where the spill-overs of the global economic crisis in 2009 were followed by an even more strenuous regional conflict that broke out in 2011¹⁹. As a result, the country faced sluggish economic growth, declining trade levels, tighter fiscal space, and consistently rising unemployment rates. Some of these economic challenges are attributed to the unprecedented increase in the country's population due to the influx of large numbers of Syrian refugees.

Today, Jordan's population is estimated to stand at 10.3 million, which is especially disquieting compared to a decade ago, when Jordan's population was estimated at a little over 6 million inhabitants; reflecting a 64 per cent population growth in 10 years²⁰. This rapid and unanticipated increase in population coupled with economic challenges, makes it difficult for Jordan to secure its path to socio-

economic recovery, despite close coordination with and support from the international community.

According to the Department of Statistics (DoS), 30 per cent of the country's population comprises of migrants and refugees. Ministry of Labour data of 2018 shows that there are 352,350 documented migrant workers mostly working in agriculture, construction, manufacturing, and domestic work. The majority come from Egypt, Bangladesh, Syria, Philippines, India, Uganda and Sri Lanka. The Government of Jordan also estimates that there are 850,000 migrant workers in irregular situations²¹.

In 2016, the Government of Jordan made a commitment to facilitate labour market access of 200,000 Syrian refugees in return for improved access to the European market, increased investments and soft loans²². As a result, the Ministry of Labour began issuing work permits in occupations that are considered traditionally unattractive to Jordanians (agriculture, construction and manufacturing sectors). A quick look at the figures indicates that the sectors in which most migrant workers are employed and especially male Egyptian workers are the same for Syrian refugees. Apart from manufacturing, these sectors are considered of low productivity with relatively low skill requirements and high levels of informality.

¹⁸ Project Coordinator, Work in Freedom II and FAIR II Projects, International Labour Organization Office In Amman

¹⁹ Iffat Idris, Economic Situation in Jordan, University of Birmingham, 2016

²⁰ The Department of Statistics, Jordan in Figures, 2018

²¹ Ibid

²² A Challenging Market Becomes More Challenging: Jordanian workers, migrant workers and refugees in the Jordanian labour market ILO, 2017

Jordanian labour market

The abovementioned challenges combined had inevitable negative impacts on the labour market in Jordan. Unemployment rose from 12.7 per cent in 2008 to 18.6 per cent in 2018²³. Also, the total number of jobs created in the economy decreased from approximately 70,000 in 2008 to less than 54,000 in 2017²⁴. Furthermore, labour force participation dropped from around 40 per cent in 2008 to 36 per cent in 2018 – suggesting an increasing number of discouraged job seekers²⁵. This in return means that more and more people are falling into poverty and vulnerability, although the latest poverty rates date back to 2011; prior to the outbreak of the Syrian crisis²⁶. High unemployment is also attributed to skills mismatch²⁷.

Impact of Syrian refugees on the Jordanian labour market

Empirical research shows that the government policies and implementation of the Jordan Compact had a negative impact on migrant workers from other nationalities, and a rather slight negative impact on Jordanians. Following the kick-off of the Jordan Compact combined with a crippled labour market, migrant workers, mainly Egyptians, are facing both regulatory and economic challenges that can be delineated below:

- Regulatory challenges:

These primarily pertains to reducing the number of Egyptian migrant workers, in order to allow for the absorption of Syrian refugees into the labour market. As a result, the Ministry of Labour increased its efforts towards enforcing regulations related to work permits, as opposed to

ensuring decent working conditions. This led to the detention and deportation of large numbers of Egyptian migrant workers. Another measure has been introduced to halt bringing-in male Egyptian workers to Agricultural sector as of 2017. A quick look at the below table reflects a decline in migration flow of Egyptian workers between 2016 and 2018 in sectors where Syrian refugees are currently working:

| Economic activity | 2011 | 2016 | 2017 | 2018 |
|-------------------|---------|---------|---------|---------|
| Agriculture | 86,733 | 76,609 | 58,375 | 67,872 |
| Construction | 17,478 | 15,536 | 25,601 | 27,867 |
| Manufacturing | 26,181 | 19,987 | 23,423 | 24,133 |
| Other activities | 60,088 | 57,933 | 66,677 | 69,090 |
| Total | 190,480 | 170,065 | 174,076 | 188,962 |
| | 73.39% | 53.33% | 51.05% | 53.63% |

- Economic challenges:

These can be described as twofold. On one hand, Syrian refugees competing for similar jobs to Egyptian migrants often accept lower wages, which heightened competition for certain skills; a dilemma that did not necessarily exist in pre-crisis times. On the other hand, the influx of large numbers of Syrian refugees accelerated demand in the market for a number of commodities, including rent, utilities, and other amenities, particularly in areas where both migrant workers and refugees reside. These challenges combined ultimately affected the ability of Egyptian migrant workers to earn money and spend in the country. According to the World Bank, workers' remittances from Jordan to Egypt declined by 45 per cent between 2011 and 2017, reaching around US\$1.29 billion.

23 The Department of Statistics, Employment & Unemployment Survey 2018

24 The Department of Statistics, Jobs Created Survey 2017

25 The Department of Statistics, Employment & Unemployment Survey 2018

26 Ibid

27 The World Bank, Jordan Economic Monitor, 2019

Programme of Support to the Jordan Compact

A comprehensive approach to the Syrian refugee crisis in Jordan

MAHA KATTAA²⁸



In 2016, Jordan became the first country in the Arab region to facilitate Syrian refugees' access 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.

This has led to a number of policy shifts, including easing procedures and waiving the fees to obtain work permits in selected sectors and allowing Syrians residing in the camps access to jobs in host communities. Access to short term employment opportunities, skills and vocational training opportunities as well as job-matching services for both Jordanians and Syrians have also been enhanced.

These recent milestones have allowed the ILO, together with international and local partners, to upscale interventions to address the decent work needs of the national population alongside those of refugees. A comprehensive ILO Programme of Support to the Jordan Compact was designed relying on three pillars tackling short-term and long-term challenges of the Jordanian labour market.

The ILO Programme of Support to the Jordan Compact falls under the DWCP priorities, and matches the United Nations Sustainable Development Framework (UNSDF) 2018-2022 commitments to support economic growth, job creation and quality service delivery in Jordan.

There are three key objectives and three cross-cutting areas targeted by the Programme of Support:

Three objectives:

- Strength labour market governance for improved compliance with decent work principles;
- Support the development of an enabling environment to underpin improved private sector productivity and the creation of decent work;
- Support the immediate creation of decent jobs for Jordanians and Syrian refugees to ease current conditions.

Three cross-cutting actions:

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

²⁸ Senior Resilience and Crisis Response Specialist, Regional Office for Arab States, International Labour Organization



The Theory of Change

From short-term employment opportunities to formal access to the labour market through skills development and certification, work permits for refugees, entrepreneurship development aiming for a firm level compliance in refugee concentrated sectors.

The programme's main beneficiaries are Syrian and Jordanian job-seekers/workers and private sector employers in the agriculture, construction and manufacturing sectors.

In Brief - The Programme's main interventions:

- **Employment-intensive investment Programme (EIIP):**

Short-term job creation is an important aspect of short and medium term crisis response. A fourth phase of EIIP programming, supported by the German Development Bank (KfW), was recently launched to further support Syrian and Jordanian workers. This includes supporting municipalities, improving infrastructure and the environment, providing employment and better living conditions, with benefits balanced between Syrian refugees and host Jordanian communities and with a focus on youth, women and people with disabilities. Activities include land improvement, irrigation, rain harvesting, road

maintenance, environmental cleaning of public spaces, skills training, energy efficiency, social services, tree planting, greenhouses. To-date, over 500,000 worker days have been created, supporting more than 10,000 beneficiaries.

- **Employment services:**

A network of 13 Employment Service Centres (ESCs) across Jordan have been set up to provide Syrian and Jordanian jobseekers with career guidance and job matching services. An online platform is now increasing the reach of these centres. To-date, more than 12,000 Syrian refugees and Jordanians have been placed in jobs, 40% of whom are women.

Out of the fourteen companies certified to export to the EU under the 2016 trade scheme, the ILO supported seven companies through its ESCs, matching them with Jordanian and Syrian job seekers. Seven companies have begun exporting to the EU under the 'Rule of Origin' agreement.

- **Skills and employment training:**

Two main skills development methodologies have been used to develop and certify the skills of Syrian and Jordanian workers in the construction and manufacturing sectors. The first is on-the-job training, which focuses on the development of skills at the workplace and ends in a one-year employment guarantee for all trainees. The second is through recognition of prior learning, which targets semi-skilled and skilled workers that have their skills certified through observation on-the-job. The methodologies are currently being adapted to the agriculture sector. More than 19,000 have been enrolled and certified in construction, manufacturing and most recently in agriculture.

- Formalisation of employment through work permit issuance:

Work permits are the primary mechanism to help regulate foreign labour in Jordan, including the labour of Syrian refugees. The ILO has provided evidence-based recommendations to revise work permit procedures for Syrian workers, with a view to enhance employment under the Jordan Compact. The recommendations have resulted in the adoption of flexible work permits; the first work permits to delink foreign workers from their employers, and instead allowing workers to move between employers without their approval. ILO recommendations also facilitated the roles of agricultural cooperatives and the General Federation of Trade Unions to serve as umbrella organizations for Syrian workers with flexible permits in agriculture and construction. More than 86,000 work permits have been issued to Syrian workers through ILO support.

- Entrepreneurship and Joint Business Ventures (JBVs):

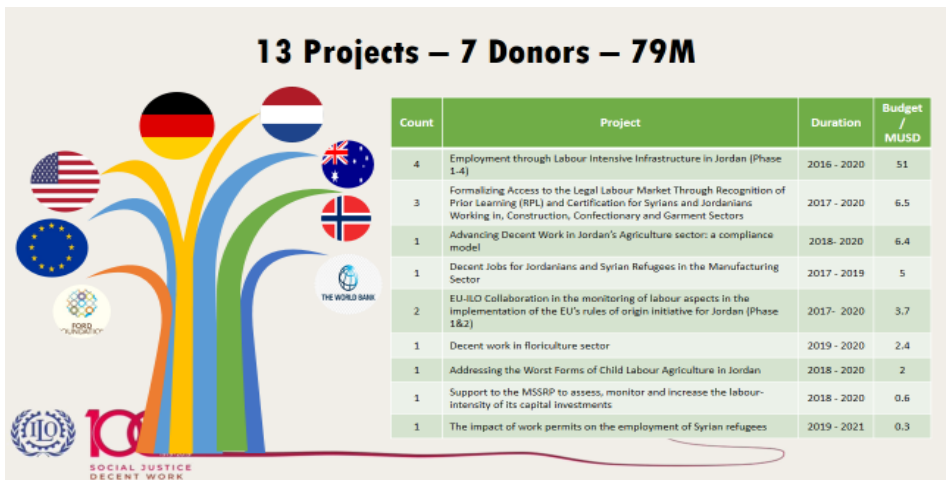
86 Jordanian and Syrian refugee beneficiaries have been supported to launch Joint Business Ventures in the construction sector.

- Private sector support:

Seven companies have been supported to network with European buyers, access qualified workers, legal advices, enhance knowledge through JCI/CBI export coaching and e-learning on the Relaxed Rules of Origin Agreement.

- Firm/Farm level compliance

The programme of Support is adapting an approach to enhance compliance with international labour standards and national labour legislation in the agriculture sector, including designing child labour case management, which responds to refugee and host community needs. So far, the programme has revised a compliance checklist and is piloting the application of monitoring procedures on 30 farms. More than 2,000 agriculture workers have benefited through job matching, work permits (over 1,300 work permits), work injury coverage (with 1,000 workers covered), OSH equipment (supporting around 1,200 workers) as well as through the provision of decent accommodation



Labour market information and policy advocacy

Stock Taking – The case of Jordan

TEWODROS ARAGIE KEBEDE²⁹, SVEIN ERIK STAVE³⁰, MAHA KATTAA³¹

Introduction

According to the Jordanian Ministry of Interior, there are nearly 1.3 million Syrians residing in Jordan, of which the vast majority are of working age between 18 and 60. At present, the number of registered Syrian refugees is around 650,000.



Jordan suffered from pre-existing labour market challenges before the onset of the crisis, including poor job growth. While the crisis in Syria did not create these challenges, the large inflow of Syrians has exacerbated them.

Without a clear pathway to employment, Syrian refugees often resort to work in the informal economy, which is characterised by low wages and poor working conditions and which introduces unfair competition to Jordanian workers, many of them are among the poorest segments of society.

Recognising these challenges, the Government of Jordan has taken significant steps towards the formalisation of Syrian workers and creating better work opportunities for both Jordanians and Syrian refugees.

The Government of Jordan has adapted work permit procedures and regulations to facilitate the formal employment of Syrian workers. In 2016, at the Syria Donors Conference in London, the European Union pledged to increase trade through the simplification of rules of origin for Jordanian companies, made contingent on the employment of 200,000 Syrian refugees.

While work permits were indeed formalising the employment of Syrian workers, they were only the first steps in securing better working conditions³².

This note outlines recent changes made to the work permit regime and their impact on working conditions in Jordan. It demonstrates the use of evidence to draw lessons on policy impact and how such knowledge can be utilised for policy advocacy purposes.

In 2016, the Government of Jordan agreed to issue work permits for Syrian refugees free of charge in the agricultural sector for a limited time period. Initially this did not lead to a significant increase in work permit applications. The ILO held discussions with Syrian refugee farmers and found that, despite

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32 International Labour Organization (ILO), 2017: Work permits regulations and employment outcomes of Syrian refugees in Jordan: towards the formalisation of Syrian refugee employment / International Labour Organization, Regional Office for Arab States - Beirut: ILO, 2017.

these measures, a lack of employers willing and able to complete the necessary paperwork was the main reason for the slow uptake. In response, the ILO developed an innovative approach, endorsed by the MoL, that included de-linking work permit applications from specific employers in the agriculture sector, and allowing 22 cooperatives to apply for Syrian refugee work permits. Facilitating access to work permits in agriculture helped the sector meet the seasonally-driven demand for labour, where a worker is most efficient if they can move between employers according to peak harvest seasons of different crops.



The initiative included disseminating clear instructions to local MoL authorities to enable them to issue work permits in a timely manner. It also included information campaigns within refugee communities on how to apply for work permits, as well as information on their rights and entitlements under the labour law. Representatives from agricultural cooperatives and the trade union were trained on how to facilitate work permits for Syrian workers.

Through field visits and in-house support, cooperatives played a key role as focal points for MoL mobile teams to deliver work permits in rural areas in Mafraq and Irbid. Seminars and training sessions were conducted; cooperatives provided employers with certain technical services that related to productivity,

including training on labour rights and Occupational Safety and Health (OSH).

The same model has been applied in the construction sector since August 2017, where more than 40 per cent of working Syrian refugees in Jordan are employed. Work permits are delivered through the General Federation of Jordanian Trade Unions (GFJTU). Five guidance and support offices were established in GFJTU's headquarter in Amman, and in the districts of Irbid and Mafraq. The GFJTU offices provide legal advisory services and are allowed to issue 10,000 renewable one-year permits annually with the support of the MoL and ILO. These work permits neither tie the worker to a specific employer nor a specific area of specialty within the construction sector.



Most applicants are casual construction workers or self-employed and, therefore, cannot apply to a social security company for coverage. As an intermediate response and for the purpose of this intervention, the MoL stipulates that workers should be covered by a private insurance scheme. More work remains to be done to identify lasting solutions for refugees' access to social security benefits.

In Jordan, a certificate of skills accreditation is also a pre-requisite for Syrians to obtain work permits in the construction sector. Together with the Jordanian Construction Contractors' Association, the Centre for Accreditation and Quality Assurance (CAQA), and the National Employment and Training Company, the ILO

developed and validated practical and theoretical training for ten occupations. Workers' skills are assessed through observation on the job, as well as through a written test conducted by CAQA. This programme has helped Syrian workers access the necessary accreditation to obtain the work permits, and a formal job, also enhancing their employability through skills certification. The training courses help refugees upgrade their technical expertise and obtain accredited skills certificates, which increase their employability even when they will return to Syria, and to process their work permits through the relevant organizations.

Work permit regulations in Jordan

- **2016:** Up until the beginning of 2016, access to the labour market for non-Jordanians, including refugees, was highly restricted. According to the Jordanian labour law at the time, migrant workers could only obtain jobs if they had competence that was not available in Jordan or in occupations where the demand for labour was higher than the existing supply in the country. To be able to obtain such jobs, work permits had to be applied for by employers and employees were tied to this single employer for the whole validity period of the permit. In addition, the processes of obtaining work permits were both relatively expensive and bureaucratic, for both the employer as well as the employee.
- **March 2016,** labour market access for Syrian refugees in Jordan changed significantly as a result of the Jordan Compact. The Jordanian government introduced a work permit

initiative making it possible for Syrians, and other non-Jordanian workers, to obtain work permits in certain sectors. Open sectors include manufacturing, construction and agriculture, while closed sectors include some sales, education, hairdressing and most professional sectors. Which sectors that are open and closed to refugees are governed by the migrant worker sector-based quota system.

April 2016: In spite of the introduction of the work permit initiative in March 2016, issuing of work permits to Syrians was relatively slow in the beginning. This led the Jordanian government to waive registration fees for the first time in April 2016, and later to remove other practical barriers to obtaining permits for refugees.

2017: To further accelerate the issuing of work permits, and in attempting to formalise the work of Syrian refugees in Jordan, the government allowed for the bulk issuing of permits in the agricultural sector through cooperatives in 2017, and more recently in the construction sector. This means that refugees can apply for work permits themselves without being accompanied or sponsored by a certain employer, and more importantly that they can move freely between jobs and work for different employers within the sector.

Taking stock of evidence on impact

- Empirical studies have shown relatively limited impact of the influx of Syrian refugees on the Jordanian labour market up to now. Fallah, Krafft and Wahba (2018) looked at a variety of labour market metrics (participation, employment, and

wage rates, as well as types of employment) across different regions of Jordan to study the impact of the Syrian refugee crisis. Their overall results indicated that Jordanian nationals did not experience negative labour market outcomes and did experience “slight shifts” in the type of work undertaken (6; 27). They did not find any difference in labour market outcomes for nationals living in areas with high concentrations of Syrian refugees or low population concentrations, likely because the Syrian population in Jordan is mostly made up of women and children who have low labour market participation rates and whose demand as consumers may offset the increase in labour supply (Ibid.).

- Fakihi and Ibrahim (2016) corroborated Fallah et al.’s results. Using a longitudinal VAR model they found “no correlation between refugee flows and local trends in employment, unemployment or labour force participation” (Verme and Schuettler 2019: 58). However, a 2018 study by El-Mallakh and Wahba found that areas with a higher density of Syrian refugees were more likely to experience outmigration of Jordanian nationals, moving to other areas with less significant refugee populations. It is possible that this migration could help to explain Fallah et al. and Fakihi and Ibrahim’s results.

- The Syrian refugee population in Jordan also has low labour market participation rates because of the restrictive environment around work permits in the temporary protection regime, especially before 2016 and the signing of the Jordan Compact (Malaeb and Wahba 2018: 6). According to 2016 data just 38% of Syrian refugee men are employed, compared to

55% of Jordanian men and 63% of migrant workers; only 3% of Syrian refugee women are employed (Krafft et al. 2018: 16).

Taking stock of data in Jordan

Since the inception of the Syrian Crisis and the influx of Syrian refugees in 2011, Fafo Institute for Applied International Studies has conducted a series of labour market assessment. The Jordanian Department of Statistics (DoS), which is a long-time partner of Fafo, has been collecting labour market data on a regular basis; two publically available data sets from the Economic Research Forum. The data sets that will be used are listed in the table below.

These data sets cover all basic labour force data (using ILO standards as basis, which make them compatible with external data sets that will be applied) in addition to a wide range of living-condition indicators of households, including poverty indicators, non-employment income sources, expenditure and consumption. The data sets also contain data on perceptions of host and refugee populations as well as community relations. All data can be disaggregated by nationality (host and refugee populations), gender and age.

The rich data sets from Jordan on both refugees and host communities provide a unique opportunity to explore the impact of forced displacement on labour market outcomes. The policy development, particularly the Jordan Compact, will also provide a framework to assess development in the labour market. The following datasets are available at Fafo.

- 2014 (Before work permit policy changes): Fafo and ILO dataset
 - o Representative data for three governorates: Amman, Irbid, and Mafrqa
 - o Covers both Syrians and Jordanians
 - o Total sample size: 3070 households; 1398 Syrians; 1528 Jordanians; 144 Other households
 - o Sampling units
 - Households
 - Randomly selected adult person from the household
- 2018 (After work permit policy changes): Fafo and RDPP dataset
 - o Nationally representative data
 - o Covers only Syrians

- o Total sample size: 7600 households
- o Sampling units
 - Households
 - Randomly selected adult person from the household.

Measuring impact for policy advocacy

The set of work permit policy changes that occurred during 2016-2017 will serve as a mechanism for identification of impact in a counterfactual setting. The availability of data before and after the work permit changes provides a framework for comparisons that can attribute observed changes to policies and hence identify impact of policies. Figure 1 outlines policy timeline along with data collection efforts.

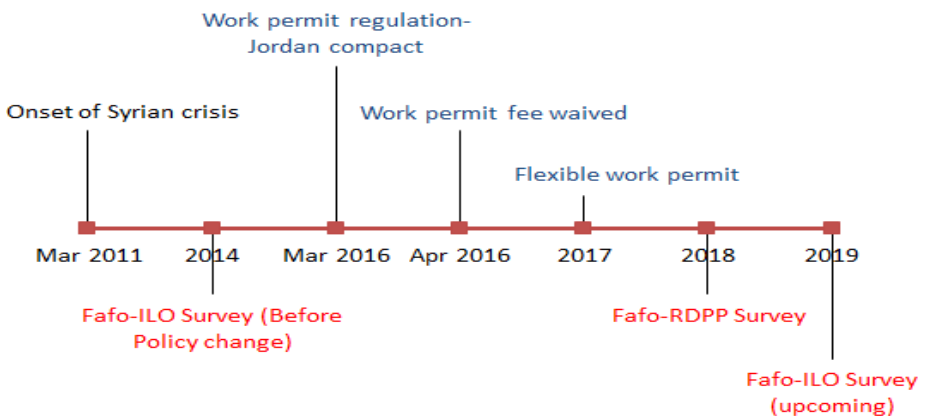


Figure 1 Timeline of policy changes and data collection

Through a combination of legal regularisation, skills development, job placement measures, and protection, a substantial number of Syrian refugees could access formal employment. From January 2016 to December 2019, Jordan delivered nearly 163,000 permits to refugees, of which more than 61,000 were assigned via 22

cooperatives and over 25,000 through trade unions in the construction sector.

Only 6 per cent were distributed to women, as the construction industry is considered a male-dominated sector. Furthermore, in many cases women do not apply for work permits because

they do not consider their work as a job that requires a permit, but rather as family support.

The approach resulted in clear advantages to the MoL, employers and the Syrian refugees, including:

- reduced waiting times at MoL offices in the governorates;
- applications could be made in bulk and processed more rapidly;
- less anxiety for refugees in approaching government departments;
- refugees were informed of work permits through facilitators based within cooperatives and trade unions through outreach visits to refugee communities;
- employers were not required to make an application;
- Refugees could work for more than one employer, and move between employers or from one governorate to another.

Keeping the various work permit policy and regulations in focus, key questions that are relevant for policy advocacy purposes are outlined as follows:

- To what extent do work permit regulations and procedures facilitate access to better work and³³ contribute to the formalization of work?
- Is there a wage premium attached to work permits? i.e. Are Syrians being paid at a higher rate because of work permit?
- To what extent does work permit regulation directly or indirectly impact the non-Syrian work force?
- Does the recognition of refugees through work permits further contribute to the segmentation of the labour markets?

- Which sectors exhibit competition between refugees and nationals? If any, is this exhibited through lower wages for refugees?

³³Decent work will be broken into different areas, reflecting the ILO's fundamental principles and rights at work. In the Jordanian context, wages and social protection are a

particularly important area for advancing the principle of equality of treatment.

Employment through Labour Intensive Investment in Jordan

Simon Done³⁴

Achievements

- 10,297 Workers recruited during the three phases of the project. (I, II, and III).
- 476,186 Worker days have been completed during the three Phases of the Project. (I, II, and III)
- 16 Municipality Implementation Agreements signed to date – cleaning, maintenance, kerb construction
- 2063 Km of roads maintained during two phases of the project. (I, II)
- 2,272 Officials, contractors, workers, farmers trained.



Other Activities

| Project Activities | KM |
|--|---------|
| Farmers benefited from Cisterns construction | 272 |
| Implementation of soil terraces | 8.62 KM |
| Installation of concrete irrigation system | 0.9 KM |
| Green houses construction | 26 |
| forest maintenance | 400 HC |
| Hydroponic construction | 4 |
| Maintenance of Highway | 384 KM |
| Maintenance of old roads | 660 KM |
| Maintenance of new roads | 1024 KM |

Since 2016, the ILO, with funding from the German Federal Ministry for Economic Cooperation and Development (BMZ) of the Federal Republic of Germany, through the German Development Bank (KfW), has been implementing an Employment Intensive Infrastructure Programme in Jordan that seeks to improve the living conditions of vulnerable Jordanians and Syrian refugees in host communities through the creation of short-term jobs.

The project has played a critical role in facilitating short-term job opportunities that are both decent and help enhance overall employability. It focuses on improving infrastructure through the use of labour intensive methods, which are benefitting communities as a whole in the longer-term. The work has included maintenance on national and secondary roads; soil improvement and water conservation activities on farms, such as the construction of terraces, water cisterns, greenhouses and irrigation systems; maintenance of schools; and environmental cleaning services and activities in selected municipalities.

The project targets some of the country's most vulnerable groups and has ensured that those who benefit from its interventions include 50 per cent Jordanians and 50 per cent Syrians, with 20 per cent being women and 3 per cent persons with disabilities.

³⁴ Chief Technical Advisor, EIIP, International Labour Organization, Jordan

Standard Operating Procedures

The ILO has taken the lead in developing Standard Operating Procedures (SOPs) for all Cash for Works (CFW) and Employment Based (EB) projects in Jordan. The SOPs are aimed at harmonising practices among agencies. In the longer term, the aim is to align the procedures for all CFW and EB projects in Jordan with the Jordanian Labour Code with the precepts of the ILO's decent work agenda. The SOPs contribute to the project's overall objective of ensuring that workers are employed under decent working conditions.

Workers payment

The project uses the Common Cash Facility (CCF) approach to pay workers' wages, with the aim of ensuring that secure, efficient and accountable payments are delivered to workers in real-time, through financial service providers (FSP). This has been a key component in motivating the ILO to use this

payment approach in its EIIP project, as it protects workers' rights and enhances compliance with decent working conditions.

Worker selection through balloting

In order to ensure transparency of the recruitment process, a balloting system has been introduced to the project. It is expected that the system will build mutual trust between workers and municipal leaders, and generate a positive impact on identifying and implementing new suitable and more productive activities for women and men.

It is also expected that the system will represent a central instrument to promote community stability and to strengthen social cohesion from the very beginning.



"Through this project I was able to construct a water tank to help me water my trees in the summer season. The project also enabled me to hire Syrian and Jordanian workers, including women, which has had an economic impact on their lives, even if it was a modest one." Jordanian farmer, supported through EIIP.

Municipal Services and Social Resilience Project (MSSRP)

A case study of Jordan

BASHAR EL SAMARNEH³⁵

The MSSRP supports to deliver municipal services in communities that are hosting large numbers of Syrian refugees. The project is financed through funding being provided to the World Bank through Multi-Donor Trust Fund.

The project's objective is "to support Jordanian municipalities affected by the influx of Syrian refugees in delivering services and employment opportunities for Jordanians and Syrians".



The ILO's main role in the MSSRP is to support and build capacity in MSSRP and its implementing agencies (Ministry of Local Administration, Cities and Villages Development Bank, 26 selected Municipalities, and Local Contractors) to assess, monitor and increase the labour-intensity of its capital investments. The ILO is working in close collaboration with national partners to institutionalise the Employment Intensive Approaches into municipal service delivery in Jordan. This contribution is achieved through providing technical support in three main areas: capacity building for

implementing partners, the provision of labour-based methods' guidelines and manuals, and field monitoring during the implementation of municipal projects under the MSSRP.

Innovative Projects Design

Through the activities of the MSSRP, the ILO worked with municipalities in the design of projects that aim to provide innovative solutions to boost municipal services' quality and open new investment opportunities. Generating local employment was one core impact of the ILO support, reaching 30% labour content in investment/ infrastructure development interventions.

Building the Capacity of Implementing Partners

Acknowledging the employment intensive approaches' aim to optimise the local resource component, particularly labour as the main production unit, to create meaningful employment and to build or maintain good quality infrastructure, the ILO introduced a comprehensive capacity building strategy through providing awareness seminars, classroom trainings, participatory workshops, and on-job coaching on the various fields of employment intensive methods, to both governmental/ municipal engineers and private sector contractors.

Developing Contractual Foundation

To ensure the availability of a convenient platform for applying employment intensive approaches in the MSSRP, the ILO developed the appropriate contractual clauses

³⁵ Project Manager, ESSRP, International Labour Organization, Jordan

embedded into the Construction Standard Contract Document (FIDIC form) used in the implementation of projects to integrate the employment intensive approaches in the projects. Moreover, the ILO provided the necessary trainings and coaching in applying these clauses.

Monitoring Employment Generation

The ILO developed a monitoring framework and reporting mechanism for the employment generation indicators in the MSSRP, providing necessary assessments, templates and training for implementing partners for the monitoring works. In addition, the MSSRP is

applying Youth Monitoring (YM) approach for the labour-intensive works activities, with the objective to complement regular monitoring efforts with additional information, thereby strengthening the overall monitoring and evaluation system used by the project. The YM approach involves monitoring by young community members in partnership with the project management structure. The ILO is leading this component through training youth on 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.



Enhancing the role of Jordanian cooperatives to support Syrian refugees and host community members

MEREDITH BYRNE³⁶



At the onset of the crisis, Syrian refugees in Jordan did not have clear pathways to the formal labour market. Accessing the labour market, whether formally or informally, has therefore been crucial for Syrian refugees to meet their basic needs. Since 2016, a series of procedural reforms have helped Syrian workers more easily access work permits.

In 2018, agricultural cooperatives were put forth as an intermediary body to facilitate work permits in the agriculture sector that could respond to seasonal labour demand and also de-link Syrian workers from single employers. Prior to the revised procedures in 2018, only 200 work permits had been issued in the agriculture sector. As of July 2019, 41,000 had been issued.³⁷

Cooperative's role in work permit issuance has, to some degree, revitalised their role and relevance as actors of local economic development. They benefitted from administrative capacity building, supported by the Ministry of Labour and the ILO, so that they could fulfil their responsibilities under the

revised work permit model. This capacity translated into improved internal operations. Through work permit procedures they also built trust with Syrian workers through repeated transactions. They are increasingly supported by international agencies, as local implementing partners and grant recipients.

Through interviews with 22 cooperatives, survey data and dialogue with key stakeholders, an ILO assessment identified emerging practices and lessons learned from cooperatives' role in supporting responses to the Syrian refugee crisis in Jordan.

Key practices include:

1. Through information sessions and awareness raising, cooperatives support agricultural workers and employers to better understand labour rights and responsibilities;
2. Cooperatives play an informal role as third party mediators to work place conflicts;
3. Some cooperatives are taking initiative to follow-up with Syrian workers that they have helped obtain work permits. This includes monitoring the conditions under which they work;
4. Having established relationships with Syrian workers through the work permit process, some cooperatives are helping those workers find employment on farms of other cooperative members.

³⁶junior Technical Officer, Advancing decent work in agriculture sector, International Labour Organization, Jordan

³⁷ The Ministry of Labour monthly report is available online through UNHCR data portal:

<https://data2.unhcr.org/en/documents/download/69604>

Valuable lessons learned:

1. Cooperatives rely on external financing to support activities that reach Syrian workers, who are not traditionally supported under cooperative activities;
2. Without mechanisms for transparency, cooperatives may not be able to make unbiased decisions with respect to beneficiary selection and the resolution of work place grievances;
3. Female-run cooperatives are underrepresented in the sector, and focus on a narrow set of activities, although they are strategically placed to support key interventions that would enhance female labour force participation.

Syrian Salha Al Hussein, who has been working at the farm in Sabha for four years, did not know that she was entitled to a work permit until she met with representatives of a cooperative and ILO officials. She says that she now understands what the benefits of having a work permit are. "They encouraged us to apply. Now that I have my permit, I feel more comfortable and at ease at work. I feel free."



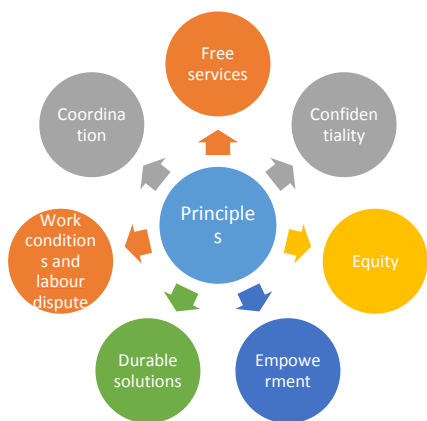
Facilitating employment, job matching and career counselling: Employment Service Centres

A case study of Jordan

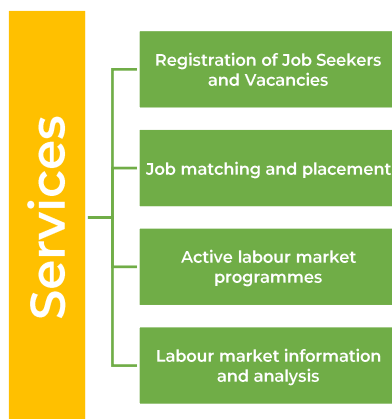
MAHA KATTAA³⁸ AMAL MUSTAFA³⁹ ALAA AL ARABIAT⁴⁰



In order to meet targets set for the employment of Syrian refugees under the Jordan Compact, the ILO partnered with the Ministry of Labour and UNHCR to facilitate career guidance and job-matching services for both Jordanians and Syrian refugees.



Since 2017, 13 Employment Service Centres (ESCs) have been set up across Jordan with support from the EU and the Kingdom of the Netherlands, providing employment services for local Jordanians and Syrian refugees, such as employment and training advice, job-matching services and career counselling.



Over 36,000 Jordanian and Syrian job seekers have been registered in the 13 centres, with more than 12,000 successfully placed in jobs, 40% of whom are women. The centers have helped seven companies certify to export to the EU under the 2016 scheme, by connecting them with qualified workers, enhancing their knowledge on the Relaxed Rules of Origin Agreement and providing them with technical advice on work permits and administrative procedures.

³⁸ Senior Resilience and Crisis Response Specialist, Regional Office for Arab States, International Labour Organization

³⁹ National Project Coordinator, International Labour Organization, Jordan

⁴⁰ National Project officer, International Labour Organization, Jordan

The facilities are now linked to an on-line job counselling and guidance platform that targets Jordanian Syrian workers and job-seekers in Jordan.

The platform offers workers improved access to employment information, job and training opportunities, career guidance and other services. It is the first of its kind to integrate web, mobile and telephone services under one platform, making the new system easily accessible to workers, reaching out to a greater number of workers.

Available in Arabic and in English⁴¹, the new platform facilitates the matching of workers with suitable employment and training opportunities. At the same time, it facilitates employers' access to a qualified workforce. It is anticipated that this platform will help support the employment of Syrian refugees and Jordanians in qualifying companies under the new EU-Jordan trade agreement. Any Jordanian worker with a valid national ID number, and Syrian workers with Ministry of Interior cards can register on the platform. Either individually, or with the support of a career counselor, job seekers can complete their profiles, upload CVs and any relevant qualifications to support matching with relevant training and job opportunities. Employers and training providers can upload job vacancies, training and internship

opportunities and receive applications from interested and qualified job seekers. This new

integrated platform is a testimony to the great achievements that have been made in the past few years. The platform will not only support workers and employers through job-matching service but it will provide the government with accurate figures on the number of those placed in jobs. This will greatly contribute to credible labour market information in Jordan.

The ILO has set up a Facebook page, which supports Jordanian and Syrian job-seekers and workers to access vital information in relations to job and training opportunities, employment services, labour rights and worker entitlement as well as other awareness raising material. The page, which has over 41,000 followers, the majority of whom are Syrian refugees, also provides workers with information on work permits and related updates. To find out more, visit [jobsforjordaniansandsyrians](https://www.facebook.com/jobsforjordaniansandsyrians).



⁴¹ To view the platform, visit: <http://www.ecsjo.com>

Outline of training and certification interventions for refugees and host communities in Jordan

AHMAD AL BADAREEN⁴² PATRICK DARU⁴³



Between June 2016 and October 2019, a total of 19,129 beneficiaries were enrolled in ILO projects which have helped certify them in the sectors of construction, manufacturing and most recently in agriculture.

Training and Certification Interventions under the POS (2016-2019)

- RPL (Recognition of Prior Learning)
- Competency standards and curricula design OSH (Occupational Safety and Health)
- OJT (On-Job-Training)
- TOT (Training Of Trainers)
- Core Work Skills / Soft Skills

| # | Skills Intervention | Development | Targeted Sector\Sub-sector | Beneficiary Nationality | # of Beneficiaries |
|-------|---|-------------|---|--|--------------------|
| 1. | Recognition of Learning (RPL) and Certifications. | Prior and | Construction; Manufacturing. | Jordanian, Syrian. | 11,911 (16% women) |
| 2. | Vocational Training | | Sweets Making, Sewing, Embroidery; | Jordanian, Syrian. | 251 (85% women) |
| 3. | Training on Occupational Health and Safety (OSH) | | Construction; Manufacturing. | Jordanian, Syrian. | 1,350 (50% women) |
| 4 | On-Job-Training (Apprenticeship) | | Agriculture, Mosaic; Machine Operator; Production Worker. | Jordanian, Syrian, Egyptian, Yamani, Pakistani, Indian, Libyan, and Sudanese | 1,991 (60% women) |
| 5. | Training and Capacity Building | | Agriculture; Construction; Manufacturing. | Jordanian, Syrian. | 166 (50% women) |
| 6. | Training Of Trainers (TOT) | | Construction | Jordanian, Syrian. | 80 (20% women) |
| 7. | Soft Skills Training | | All sectors | Jordanian, Syrian. | 80 (50% women) |
| 8 | Training on Core Work Skills | | Construction; Manufacturing; Agriculture. | Jordanian, Syrian. | 3,300 (30% women) |
| TOTAL | | | | | 19,129 |

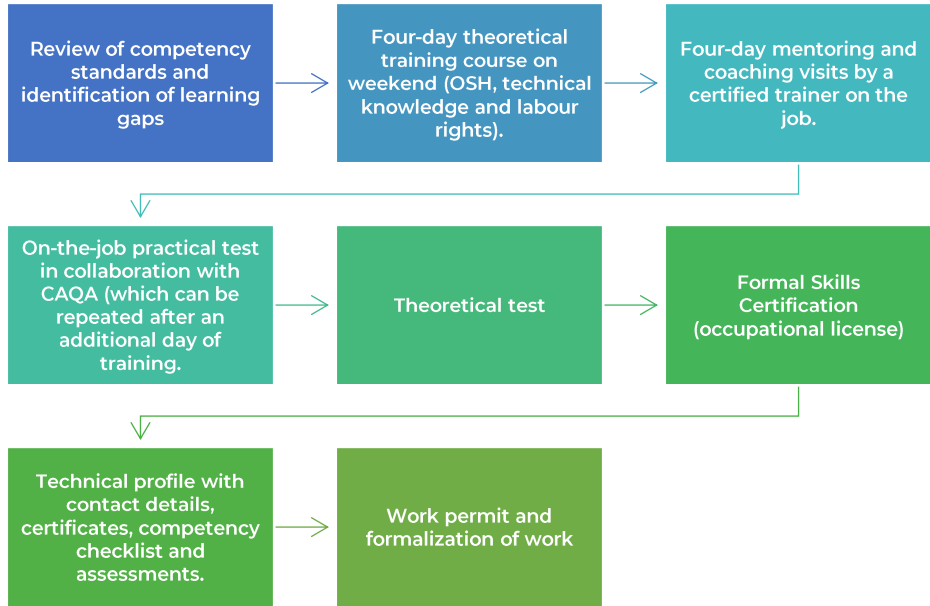
⁴² National Project Officer, international Labour Organization, Jordan.

⁴³ Senior Skills and Employability Specialist, ILO Regional Office for Arab States

Recognition of Prior Learning (RPL) for refugees and host communities in Jordan

By allowing refugees to obtain formal work permits, and by supporting refugees and host community members to gain skills certificates

and access training on occupational safety and health, members of both communities are in a better position to access formal and decent work across multiple sectors in Jordan. Over 11,911 Jordanian and Syrian construction and manufacturing workers were trained and certified, between 2016 and 2019. The ILO developed a methodology in the following 8 steps described below:



Challenges encountered and actions taken were as follows:



Next steps include:

- The expansion of RPL to other sectors, mainly in manufacturing and agriculture as well as in higher skill levels including technicians and professionals; institutionalization of RPL mechanisms through a decree;
- OTJ training – adoption of a methodology with UNHCR to harmonize practices among members of the Livelihood group;
- Sector Skills Council: two sector skills councils were set up in chemicals and garment sectors for the private sector to identify jobs and skills on demand; a third one will be established through the POS for agriculture.

Joint Business Plan Competition in Jordan

MAHA KATTAA⁴⁴ AMAL MUSTAFA⁴⁵



The presence of Syrian refugees in Jordan put tremendous pressure on the Jordanian labour market and created tensions over available employment opportunities between Syrian refugees and vulnerable Jordanian hosts.

In response, the ILO has launched a joint business plan competition entitled “Our Idea” (“Fikratona” in Arabic) in the Jordanian districts of Amman, Zarqa, Irbid and Mafrqa. The aim of the competition was to improve the access of refugees and host communities to formal labour markets, enhance their economic inclusion and support them in starting joint businesses through entrepreneurship trainings, seed funding and complementary support services. The competition focuses on two sectors with high-growth potential and where refugee-host collaboration is feasible - namely the construction and agriculture sectors.

The ILO project completed three phases of the competition: selecting the winning joint

business plans, providing the finalists with training on project management and entrepreneurship, and supporting finalists with seed funds to launch their joint business ventures. To reach out to potential candidates, the project launched an on-line advertisement campaign and disseminated information through cooperatives.

Awareness and orientation workshops were also conducted where information regarding the registration process were given to the candidates. The project also established an evaluation tripartite committee composed of representatives of the government, the employers and the workers. The selection criteria specified the requirement for Syrian refugees and Jordanians to submit joint business proposals and a series of prerequisites for successful business plans. The grants would then only finance the activities agreed upon in the submitted business plan. The final phase of the competition sought to offer participants coaching, mentoring and follow-up sessions over a one-year timeframe while they develop their businesses⁴⁶.

86 joint business ventures have been established between Syrian refugees and Jordanians, creating more than 120 job opportunities for Jordanians and Syrian refugees.

⁴⁴ Senior Resilience and Crisis Response Specialist, Regional Office for Arab States, International Labour Organization

⁴⁵ National Project Coordinator, International Labour Organization, Jordan

⁴⁶ A Rough Guide To Entrepreneurship Promotion In Forced Displacement Contexts https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_728306.pdf

Impact Stories

NISREEN BATHISH⁴⁷

1. Syrian and Jordanian women find hope through training and employment project.



Hannah moved to the northern Jordanian city of Irbid after fleeing the conflict in Syria in 2014. The mother-of-one refugee has since struggled to make ends meet. She recently started working for a business owned by a fellow Syrian, decorating and packaging sweets. The work is helping her pay the rent and other expenses. "Prior to working here, I did not have a job," said Hannah. "Our situation was very difficult, so I had to work to take care of my family." Her work is part of a UK-funded ILO pilot initiative that gives Hannah and other women like her a chance to learn new skills and earn much-needed income to support their families.

Recent ILO research has found that the number of women in the labour market remains very low. For some women, their household responsibilities make it difficult for them to leave their homes for long periods of time, while others lack skills required by employers.

"Through group discussions with Jordanian and Syrian women, we found that women

from both communities face similar challenges, which prevent their entry into the labour market," said Maha Kattaa, ILO's Regional Resilience and Crisis Response Specialist. As a result, the ILO partnered with the Obido sweets shop in Irbid, to train some 33 Jordanian and Syrian women in baking, decorating and packaging sweets.

"The ILO told us that a lot of women didn't have any previous experience or training but were interested in working," said shop owner, Mazen Obido, himself a Syrian who moved to Jordan a year after the conflict erupted, and gradually established a five-shop chain in Jordan. "So, we agreed to train the women, free of charge, to help them become productive workers in the future." The on-the-job training, which took place in a kitchen tucked away behind the shop, lasted two and a half months. It also included sessions on how to market products. "I learnt how to make Basbousa and Lenza (Middle Eastern sweet cakes). I learnt how to display cupcakes. I learnt a lot of interesting things here," said Jordanian, Um Yazan. "I want to be able to help my husband. We have children and life's demands are high."

Flexible working hours

Following the training, Obido offered some of the women an opportunity to work for his business, packing sweets. Yet convincing them to take on work outside of the house was not that easy.

"Most of the women expressed their reservations over working long hours due to their family responsibilities," said Kattaa. "Therefore, we suggested to the employer to

⁴⁷ Communications and media consultant, International Labour Organization, Jordan

implement the flexible working hours by-law, which was recently issued in Jordan."

The new by-law reduces working hours for those with family responsibilities, such as women who have young children. "I work here five hours (a day), from one to five o'clock in the afternoon," said Hannah. "I am sure there is other work available elsewhere too, but the work environment here is safe and nice. We are like a family and more."

2. Apprenticeship scheme offers Jordanian and Syrian women chance to sell to IKEA

The International Labour Organization (ILO) and the Jordan River Foundation (JRF) have joined forces to help Syrian refugee and Jordanian women find employment, including opportunities to produce and sell items to IKEA.



A new apprenticeship programme teaching embroidery and sewing skills has been launched by the two organizations, with a sales tie-up to the Swedish furniture giant.

The two-month-long training, which launched in early November, is starting out with 70 women apprentices. The focus will be on practical, on-the-job training. As well as embroidery and sewing skills there will be theoretical aspects too, including Occupational Health and Safety (OSH) and employability skills.

Those who complete the training will be employed as home-based artisans producing pieces of unique and locally-inspired embroidery and sewing that will be made into items like cushions, and sold to IKEA.

"This project aims to empower vulnerable Jordanian and Syrian women by teaching them new skills and linking them to employment opportunities with IKEA, where they will be paid per item sold. It is a new on-the-job training model which takes into consideration the family responsibilities of these women, allowing them to work from home, in an effort to encourage them to take on work opportunities that can help improve their living conditions," said Maha Kattaa, ILO's Regional Resilience and Crisis Response Specialist.

The programme is part of an on-going initiative between JRF and IKEA, helping women from both communities find jobs.

The ILO-JRF apprenticeship scheme is part of a Dutch-funded ILO project that supports the implementation of an EU-Jordan trade agreement to relax rules of origin for products.

Via the project, the ILO project is providing technical training and certification to workers in a number of sectors. It is also supporting the establishment of employment offices for Jordanian and Syrian workers in different parts of the country. The facilities provide both Jordanians and Syrian refugees with job counselling services, information on labour rights, training opportunities and job matching services.

3. Improving skills and employability of Syrian refugees



On a dusty Jordanian building site, Aboud al Masoud oversees his fellow construction workers. Armed with a clipboard, hardhat and high-viz vest, he works his way through the site, checking progress and work quality.

The 45-year-old came to Jordan as a refugee after fleeing fighting in Syria. He had previous construction industry experience, as a tiler, but like so many refugees, he initially had to support himself by working informally, a precarious position, which can make it hard to find safe and decent work – particularly in a trade with inherent hazards such as construction.

“But then, with support from the ILO, the process of getting work permits was made easier,” he said. He and some of his colleagues were able to legalise their status and compete in the official labour market “using the skills and expertise we had already learned.”

Masoud benefited from an ILO-supported Recognition of Prior Learning (RPL) initiative, a programme that works with Syrian refugees and Jordanians to assess and formally recognize skills and expertise they already have, even if acquired working in the informal economy.

The programme includes a training component that gives construction workers

short practical and theoretical training, helping to upgrade existing skills and improve their knowledge of occupational health and safety.

“I am now able to train new trainees and provide them with the skills and knowledge that I acquired. It has enhanced our potentials.”

4. Success is sweet for “Determined Women” from Jordan and Syria



Nawal Fahed and Naima Al Bdour are busy preparing food orders for customers in their modest kitchen, situated in the Jordanian city of Irbid. They are making everything from cakes and biscuits to salads, stuffed vine leaves and Middle Eastern rice dishes. They handle a wide range of orders, from supplying individual customers with home-cooked meals and treats for special occasions, to supplying a major local sweets manufacturer with packaged biscuits.

“The nice thing is that we make Syrian, Jordanian and Palestinian foods. We make whatever is in demand by our customers,” said Jordanian Al Bdour, one of the founding members of the business. “We have customers in Amman, Ramtha and here in Irbid.”

They called their catering and sweets business “Azeemet Sabaya,” or “Determined Women” in Arabic. It was set up a year ago by six women

- three Jordanians and three Syrians – who were looking for opportunities to generate income to support their families.

They were initially brought together by the ILO in 2017 to take part in an on-the-job training programme in sweet making. The ILO partnered with Abido, a local sweets manufacturer in Irbid, to train 33 Jordanian and Syrian women in baking, decorating and packaging sweets. The ILO training programme also taught them how to market their products and start their own businesses.

"When I came to Jordan as a refugee I realised that I had to work in order to support my family," explained Fahed, who fled Syria eight years ago with her husband and children. "I took part in the training and I realised straight away that I would excel in the sweets making business."

They now provide employment to family members and other women in their local area. Fahed's husband provides support in the kitchen and Al Bdour's husband does the delivery work.

"At first, it was difficult to convince our husbands and sons to accept that we would be working outside the house," recalls Fahed. "We started bringing them to work with us to show them how difficult the work is and they ended up working with us."

"We were women looking for employment but after we launched our business, we were able to provide employment opportunities for others," Al Bdour explained. "We train other women and help them in starting their own home-based businesses."

In June, they were invited to sell their food at an annual #WithRefugees Summer Bazaar, organised by UNHCR and supported by ILO, to mark World Refugee Day. The bazaar brought together refugees of different nationalities to showcase and sell their products, with all proceedings going directly to the sellers.

"Azeemet Sabaya is a very special story for the ILO," said Patrick Daru, ILO's Country Coordinator for Jordan. "It is a success story where we provided a bit of support in terms of equipment and training and we saw their business really blooming into full scale. Azeemet Sabaya is the perfect example because not only do we see a livelihood thriving but we also see the added value of having refugees in local communities."

5. Displacement and disability no barrier to work for Syrian refugee

Shaikha leaves her home in Zaatari refugee camp at six o'clock each morning to catch a bus to her place of work at a near-by industrial zone. She works long hours behind a sewing machine producing clothing items for a Jordanian garment factory.

She has been employed at the factory for almost a year, and says she couldn't be happier.



"I like my job and I cry if I miss a day of work."

Shaikha's life has been marred by conflict, displacement and a physical disability. A few years ago, she began to suffer from hearing loss, which has worsened over time. She was also forced to flee her village of Elma on the outskirts of the Syrian city of Daraa after her house was destroyed during the fighting.

Since moving to Jordan in 2011, the 55-year-old has been determined to find work in order to gain a sense of independence and some income to support herself and her elderly

husband. "I got a hearing aid when I moved to Jordan. I don't understand anything without my hearing aid," said Shaikha. "I have to buy batteries for my hearing aid, and they are expensive."

She completed a six-month sewing course run by an international NGO in the hope of finding work. But she says that her age, disability and refugee status made it difficult for her to find employment. "There was no work available for me at the camp," said Shaikha. "I would sign my name up in different places but I never heard back from anyone."

Finally, in November 2018, ILO employment centres helped Shaikha find work at a

garment factory. Situated in the Zaatari refugee camp and the Al Hassan Industrial Zone, the centres are part of thirteen Employment Service Centres (ESCs) set up across Jordan by the ILO, in close partnership with the Ministry of Labour, to facilitate career guidance, training opportunities and job matching services for both Jordanians and Syrian refugees in various sectors.

For Shaikha, working at the factory and receiving a monthly wage has helped her gain a sense of empowerment. "I want to continue working... Maybe one day I will be able to rebuild my house in Syria."



Advancing decent work principles in Jordan's manufacturing sector: Expanding Better Work Jordan's services beyond the garment industry

TAREQ ABU QAUD⁴⁸



Since 2009, Better Work Jordan has been working to improve working conditions for the tens of thousands of workers employed in Jordan's garment-exporting factories.

More recently, Better Work Jordan began working closely with the European Union to enhance the working conditions in the factories under the relaxed Rules of Origin trade agreement. The programme has extended its core services to the chemicals, engineering and plastic sectors in addition to garment.

Social dialogue and role of employers' and workers' organizations in advancing decent work in crisis context

In July 2016, the EU and Jordan agreed on a simplification of the rules of origin (RoO) applicable in their bilateral trade. The 10-year simplified RoO initiative for Jordan was a component of the EU's broader response to the ongoing Syria crisis and support to Jordan. The trade agreement expected to facilitate Jordanian companies' access to the EU market, thereby diversifying exports, boosting

investment and generating decent work opportunities for Jordanians and Syrians.

In response to the provisions set forward under the simplified RoO and in support of the objectives of the Jordan Compact, the Ministry of Labour (MoL), the EU and the ILO signed a collaboration agreement to implement the scheme and ensure decent working conditions in the appropriate production facilities

Phase I – Establishing a foundation for Social Dialogue (2017-2018)

During the first phase of interventions, the ILO partnered with national stakeholders and the private sector to strengthen capacity and facilitate decent job creation for Jordanians and Syrians. Actions were taken to build communication networks between job seekers and private sector companies through employment services. It also built on existing cooperation between the ILO and the MoL and supported BWJ's expansion to non-garment sectors.

Better Work Jordan has collaborated with the EU Delegation (EUD) in addition to relevant Jordanian governmental institutes, such as; MoL, MoPIC to develop inspection instructions to factories authorized to export to the EU under the RoO.

Main outcomes include:

- Jordanian and Syrian refugees' access to the formal labour market in sectors exporting to the EU under the new trade scheme enhanced.

⁴⁸ Better Work Jordan Programme Manager, International Labour Organization, Jordan

- Labour information and communication between private sector employers and jobs seekers improved.
- By the end of 2017, Better Work Jordan will have expanded its core services – assessment, advisory and training – to selected sector by MoL in coordination with stakeholders in Jordan's industrial sectors covered by the EU-Jordan trade agreement (up to two new sectors for BWJ).
- An integrated approach to decent work dimension for the Syrian crisis guaranteed.

Main achievements include:

- **Adapting Compliance Assessment Tool (CAT) to the new selected sectors.**
- **Developing Labour Law guide for the three new selected manufacturing sectors.** BWJ revised its labour law guide for the garment sector and produced new guides for the non-garment sectors in 2018. The guides were approved and endorsed by the MoL's legal department in September 2018 and are available on the Better Work website.
- **Developing a labour law guide mobile application** that was launched early 2019.
- **Building the capacity of MoL labour inspectors** through a long-term and short-term secondment programme. So far, 3 labour inspectors have been seconded to the programme and are providing Better Work's core 'services to participating factories. Launched in August 2018, 11 labour inspectors benefitted from the first round of the short-term secondment programme.
- **Strategic Compliance Planning.** ILO's LABADMIN/OSH department is piloting the Strategic Compliance Planning (SCP) in Jordan to assist the Labour

Inspectorate's to transition from a traditional enforcement model a more strategic one in four sectors (garment, chemical, construction and mechanic).

Phase II – On-going activities and implementation (2019-2020)

Main outcomes include:

- Employment and job matching services facilitate Jordanian and Syrian job seekers' access to decent work opportunities in sectors exporting to the EU under the new trade agreement.
- Decent work principles are monitored and promoted in enterprises authorised to benefit from the EU's relaxed RoO.

Main activities include:

- Conducting a series of Supervisory Skills Training (SST) workshops for supervisors in selected factories as part of efforts to enhance working conditions in Jordanian's manufacturing sector. The training targets supervisors from garment and non-garment factories that benefit from the EU's relaxed Rules of Origin (RoO) agreement with Jordan.
- Organizing an induction workshop for factories eligible to export to the EU under the RoO scheme, with eight factories participating from the three different manufacturing sectors (engineering, chemicals and plastic) in addition to garment.
- Organizing three consecutive workshops on the Jordanian Labour Law and its amendment for HR personnel in selected factories (including EU-exporting non-garment factories) as part of Better Work Jordan factory-level interventions to raise awareness and share knowledge.
- Delivering training on Occupational Safety and Health (OSH) for OSH personnel in non-garment factories

registered with Better Work Jordan, Ministry of Labour inspectors, representatives from the Jordan Chamber of Industry (JCI) and worker representatives.

- CAT and labour law guide for the three manufacturing sectors revised and available on the online pages of Better Work.
- Building the capacity of MoL labour inspectors through the second round of the short secondment programme that kicked off in October 2019. Over the course of five months, ten labour inspectors will join Better Work Jordan's

Enterprise Advisors in their assessment and advisory visits, and will be receiving in-class and field training on different topics, to name a few; BW Model, Sexual Harassment Prevention (SHP), dorms inspection, etc.

- Strategic Compliance Planning. Better Work Jordan continues its collaboration with the ILO's LABADMIN/OSH department to assist the Labour Inspectorate's to transition from a traditional enforcement model a more strategic one in four sectors (garment, chemical, construction and mechanic).

Advisory and assessment visits to registered EU-exporting factories - So far, 12 advisory visits and five assessments have been conducted this year.

**Eligible factories participating in the programme under the RoO trade scheme.
(As of November 2019)**

EU exporting authorized garment factories:

- 1) Needle Craft - Dulyl
- 2) Jerash factory
- 3) Classic Fashion Factory
- 4) Atlanta Apparel Factory.

EU exporting authorized non-garment factories:

- 1) Al Rawi for Jordanian Cables and Wires – Irbid
- 2) Sigma Detergents Industry Co. LLC – Sahab
- 3) Muwaffaq Iriqsousi Clothing EST – Marka
- 4) Winner International Plastic Industries CO
- 5) ALFYHAA CO. for plastic industries/ Sahab.



Key aspects of the scheme:

This unique initiative is part of the broader EU support to Jordan in the context of the present Syrian refugee crisis and the regional macroeconomic outlook. It is intended to facilitate the access of Jordanian products to export to the EU, encourage investment and boost the private sector with a view of creating jobs both for Jordanians and for Syrian refugees. Following a revision agreed between the EU and the Government of Jordan in December 2018:

- The EU is extending to Jordan the same Rules of Origin (RoO) that Commission currently applies to trade with Least Developed Countries (LDCs). The offer came as a follow up to the GoJ pledge at the 2016 London Syrian Conference in February to create decent employment opportunities for 200,000 Syrians.
- The scheme will apply until December 2030 – a four-year extension from the initial agreement in July 2016.
- Applicable to the whole of Jordan (as of December 2018), the agreement covers 52 product categories, with the only notable exception being the agriculture and food processing sector, which are better served under the current regime (Association Agreement).
- Companies wishing to benefit from the scheme will have to employ a minimum of 15% of Syrian refugees in their production exporting to the EU.
- The Government of Jordan (GoJ) has agreed to put in place specific monitoring procedures to ensure that benefitting companies comply with all requirements of the scheme; monitoring and capacity building for the Ministry of Labour will be carried out by the International Labour Organization (ILO).
- Should Jordan create at least 60,000 legal job opportunities for Syrian refugees the scheme would become applicable to all companies in Jordan irrespective of Syrian employment.
- The scheme applies to 52 different product categories including textiles and garments, engineering and electrical products, chemical products, plastic products, and furniture and wood products.

Child labour case management in the context of crises

A case-study of Jordan

MIRANDA FAJERMAN⁴⁹



Child labour dramatically increased in Jordan as a result of the Syrian crisis. Between 2007 and 2016 the number of child labourers in Jordan more than doubled, from 29,225 to 69,661 according to the National Child Labour Survey.⁵⁰ Based on observations of child protection workers and agencies in Jordan, it is believed that the number of working children has continued to increase since 2016. The majority of child labourers are Syrian. The reason Syrian refugee children work is anchored in the economic insecurity of overstretched households who resort to child labour as a negative coping mechanisms. Even in sectors where Syrian refugees work, such as agriculture, wages are too low and inconsistent to sustain a household.

In the face of limited access to decent work, there appear to be no alternative to child labour for many.

In this context, a typical IPEC approach would not work. There is an overwhelming demand on the government and services and policy challenges inhibiting durable economic solutions for Syrian refugees. In order to eliminate the worst forms of child labour among the Syrian refugee population, and taking into consideration the protracted nature of the crisis and their displacement, the underlying economic causes need to be addressed through an integrated programme of support, involving both humanitarian and development interventions focussed on livelihoods, decent work and child protection.

⁴⁹ Programme Manager, International Labour Organization, Jordan

⁵⁰ Centre for Strategic Studies: "National Child Labour Survey 2016 of Jordan: Summary Report on Main Findings." 2016.

Challenges to overcome for effective child labour case management

1- Policy shortcomings.

Regulatory challenges which impact on child labour case management remain. The project is taking an integrated approach to economic empowerment, by referring beneficiaries to ILO programmes for skills, livelihoods and employment services. Lessons from this approach should feed into government services, however there are limits on the economic opportunities open to Syrian refugees. Employment in the agriculture sector is not regulated, resulting in poor working conditions, dismal wages and unsafe and unhealthy practices. Livelihoods activities are the most common and successful part of case management programming responding to the worst forms of child labour but with limited opportunities for a living wage in agriculture and challenges to accessing skills training and employment elsewhere, there are few options. Longer term policy responses to regulate the agriculture sector, improve working conditions and to address the economic insecurity for Syrian families are essential.

2- Parallel systems.

Two parallel systems have been developed in Jordan– one strengthening government interventions under the National Framework for Child Labour (NFCL) and another, NGO oriented system, emerged as an emergency response to child protection at the onset of the Syria crisis. Existing government mechanisms were unable to cope with the demand or adequately address the situation of Syrian refugees, in particular their economic securities. A great deal of

the humanitarian assistance, however, operated independently and failed to strengthen the formal systems that will continue to protect children as the emergency response decreases. Moving forward, the humanitarian response needs to be integrated with national systems in order to bridge responses and provide sustained support over the longer term.

3- Case management in agriculture.

Agriculture is a particularly difficult sector due to the usual challenges, including work seasonality and worker migration (often with families), the rural location of homes and workplaces far from government services and schools, the informality of the sector, the hazardous nature of much of the work, and ingrained attitudes and perceptions about the roles of children in rural areas. New challenges brought on by the Syrian crisis to this sector include the establishment of informal tented settlements (considered as degrading and unfit for living by the Government) and large increase in the number of children working on farms alongside their parents. Unable to earn a decent wage, households rely on their children to supplement their income through work. Inadequate infrastructure, including accessible schools and non-formal education as well as the unavailability of public transportation compounds this problem. Access to quality education is expensive and logistically difficult. In the absence of labour inspection and accessible government services, alternatives such as community-based monitoring for child labour should be pursued.

Within the child labour framework, most agriculture work is classified as hazardous and there is no permitted light work for children under 16. Syrian adolescents above the legal minimum age for employment but under the age of 18 remain excluded from most livelihoods programmes and are not able to access job permits. There is a need to review these policy gaps.

Response

Child labour demands a multi-sectoral and integrated approach to be successful. The Project was conceived and is being implemented within a broader programme of support to the Syrian crisis. Complementary approaches, including advocacy for improved access to livelihoods for Syrian refugees and for decent work in agriculture, are being pursued by a number of ILO projects under the Programme of Support. This broader programme is essential to address some of the root causes of child labour among Syrian refugees living and working on farms.

The project will document and assess the following interventions and their impact:

- Strengthening of case management systems and improving access to quality community-based child protection services
- Improving access to formal and non-formal schools and recreational

activities and strengthening the involvement of education providers in monitoring child labour

- Strengthening non-formal education for children at-risk and withdrawn from labour
- Integrated responses involving specialist skills and livelihoods services for parents and adolescents above the minimum age
- Implementing and monitoring the role of occupational safety and health in reducing the risks and hazards for working children above the minimum age for work
- Technical assistance to the development of a comprehensive approach to child labour through the national family and child protection system and its dissemination
- Inclusion of indicators for child labour in vulnerability assessments for humanitarian aid
- Strengthening child protection mainstreaming in livelihoods interventions and vice-versa.
- Advocating for refugee access to national services for child protection.

Advancing decent work in Jordan's agriculture sector: A compliance model for refugee, migrant and host community workers

MAHA KATTAA⁵¹ SAMER AL RAWASHDEH⁵²

The agriculture sector in Jordan provides a critical source of sustenance and income, particularly for the poorest segments of society. Yet, the sector is largely comprised of waged workers and small-scale farmers. Workers are generally among the more vulnerable, partially due to their limited bargaining power, informal working arrangements and lack of representation.

Recent studies and assessments carried out by the ILO have identified persistent deficits in decent work and employment conditions for workers in Jordan's agricultural sector. These include a lack of wage protection, lack of written contracts, an absence of social security coverage for workers, and poor occupational safety and health measures. Child labour is an ongoing challenge in the sector, for both workers and employers and lack of nearby schools and transportation are the main reasons for children not attending school. Monitoring decent work in the sector is a challenge, as work sites are often at a distance from population centres and agricultural wage workers move frequently between employers. The informality of much of the sector only serves to reinforce poor working conditions and undervaluation of the work force.

In addition, a large number of farm workers live in substandard accommodations near the farms where they are employed. A recent ILO survey which examined housing conditions in 31 farms, found that the majority of surveyed households were living in structures classified

as tents, lacking windows, adequate ventilation and sufficient lighting. As many as 77.9 per cent of surveyed households were found to have deteriorating infrastructure, placing residents at risk of sickness or injury. The large majority of households lacked basic sanitation, including showers, toilets, sewage and rubbish disposal systems.

Building on recent initiatives and activities achieved under the Programme of Support, this ILO project is developing a compliance model for the agriculture in efforts to improve the living and working conditions of those working in the sector. Key areas being addresses include: (a) lack of regulatory frameworks and support structures to govern agriculture activities, protect its work force and address concerns collectively; (b) decent work deficits at the farm level including instances of child labour, force labour, fraudulent recruitment practices, insufficient occupational safety and health measures, poor housing and accommodation and lack of social protection coverage; and (c) inadequate work skills and knowledge to support safe working environments and enhanced productivity.

At least 2,000 agriculture workers (including Syrian refugees, migrant workers, in addition to Jordanian workers) and 20 farmers will directly benefit from pilot interventions. Women farmers of all nationalities are key target in this project, through special activities and gender inclusive measures to ensure the inclusion of women in the sector.

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Achievements to-date (December 2019):

- Since 2013, Jordan has amassed considerable experience implementing projects to address the labour market impacts of the Syria crisis in the country. As a result, existing networks and knowledge facilitated the quick operationalization of activities under the inception phase of the PROSPECT partnership.
- Key to rapid operationalization were contributions from four national programme officers already involved in the implementation of knowledge management, skills, career service and agriculture programmes. The project also benefitted from the strategic guidance of the Regional Resilience and Crisis Response Specialist, who is also coordinating PROSPECT interventions in Lebanon and Iraq.
- Based on preliminary assessments of decent work, and with input from the Embassy of the Netherlands in Amman, the agriculture sector was highlighted as a priority sector for decent work interventions.
- Existing networks, training models and services were subsequently adapted and applied to the situation of agriculture workers in Jordan, with a view to enhance sectoral productivity and compliance with Decent Work Principles.
- Adaptation of skills training methodology to occupations in the agriculture sector, which has thus far developed the skills of 313 Syrian, Jordanian and migrant workers.
- Establishment of a Tripartite Working Group in Agriculture, responsible for the

review and proposal of a new bylaw for agriculture workers, under the Labour Code.

- Establishment of Workers Management Committees on 17 farms, that will represent the concerns of agriculture workers at the farm level, and enter into dialogue with farmers on issues related to pay, transportation and hours of work, among others.
- Launch of a study that will propose different models for the inclusion of informal workers in Social Security and inform evidence based dialogue with the Social Security Corporation and Ministry of Labour.

In Numbers:

- 250 prefabricated houses (caravans) distributed on eight farms to-date.
- 200 families accommodated in the 250 prefabricated houses – (which include 1,000 household members of vulnerable agriculture workers).
- 1,700 workers supported through OSH awareness sessions and equipment
- 1,045 workers covered by work injury insurance.
- 1,300 workers supported through work permit applications and issuance.
- 27 cooperatives trained on Think Coop and Start Coop, tools developed by the ILO, which aim to promote cooperative development.
- 78 beneficiaries (72% female) provided with transportation in Azraq Camp.
- 17 worker committees set up on 17 farms (with 81 members).

In the years ahead, the ILO's interventions will draw on lessons learned to enhance compliance with labour standards in the agriculture sector, and expand application to the construction and service sectors.



ILO Response to refugee and displacement crises: Reflections and lessons learned

- 1. Technology as an enabler-** Since 2018, the ILO has integrated tech solutions to enhance beneficiaries' access to reliable information and services, while streamlining programme efficiency. A web-based, job-matching platform was developed in Jordan to harmonise and expand the reach of employment services to Syrian and Jordanian job-seekers. A labour law mobile application put user-friendly and accurate information on labour rights in the hands of employers and workers. A transparency portal was launched in the garment sector to enhance buyers' and exporters' connectivity and reinforce accountability, while e-learning provided flexibility for employers to learn about trade opportunities under the 2016 EU Relaxed Rules of Origin. GPS coordinates were systematically used in EIIP to share project sites across implementing agencies and the use of the common cash facility enhanced worker's access to electronic payments.
- 2. An increasingly agile system of support-** The ILO has adopted a more agile system of operation, including through strengthened partnerships at the national and municipal levels to influence policy dialogue with evidence-based recommendations and broader networks of key stakeholders to help quickly operationalise responses on the ground. In Jordan, a network of support offices was mobilised under the General Federation of Jordanian Trade Unions (GFJTU) to help issue work permits after changes in regulations, and ILO field support came together to operationalise rapid assessments on decent work to feed into recommendations at the national level. In Turkey, ILO is adopting activities supporting employment services, such as 'one-stop-shops' and language training that are tailored to help meet the unique needs of refugees and host community members.
- 3. Strengthening ownership of national stakeholders in project implementation-** National partners have been positioned, not only as recipients, but increasingly as owners responsible for project outputs, through capacity building, training and technical support. Since its inception, the ILO EIIP approaches in Jordan and Lebanon have worked closely with national partners, to foster their ownership of labour-based methods. In Jordan, the Ministry of Public Works and Housing, Ministry of Agriculture as well as municipalities have joined forces with EIIP as implementing partners, responsible for the delivery of quality infrastructure outputs. The Jordan Chamber of Industry (JCI) was responsible for the production of an industry mapping and skills gap analysis, while the National Employment and Training Centre (NET), the Jordan Construction Contractors Association (JCCA) and Vocational Training Centre (VTC) took ownership of skills development methodologies to train workers in their own facilities. Labour inspectors carried out more comprehensive inspection work under Better Work Jordan, moving closer to doing so independently. In Yemen, the technical and institutional capacity of TEVET institutions involved in the implementation of ERRY were enhanced to ensure sustainability of the project activities in the future.

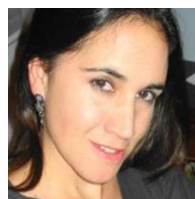
4. **Synergies between projects to scale-up, modify and apply good practices in new sectors and occupations** – Collaboration across projects helped solidify ILO methodologies and approaches that enable compliance with and access to decent work. In Jordan, Better Work Jordan methodology was expanded beyond the garment sector and inspired the development of compliance models in both the construction and agriculture sectors (2018-2021 programming). Expertise under ILO EIIP programming supported new project staff to adopt good practices, including beneficiary selection, sharing GPS project locations and the use of electronic payments. Standard Operating Procedures for EIIP were designed and adopted by all agencies implementing these activities in Jordan. Recognition of Prior Learning methodologies were finalized, building on the experience of the certification of thousands of workers in construction and manufacturing, allowing the ILO to expand to new sectors and occupations. Beneficiaries of EIIP programmes were referred to Employment Service Centres to help support their transition to longer-term employment opportunities.
5. **Direct and regular contact with beneficiaries is critical for sustained labour force participation** - While ILO projects have reached increasing numbers of workers, it was critical to further expand this outreach through the support of ILO's Employment Service Centres (ESCs) - a physical place for job-seekers to meet counsellors face-to-face. Through trial and error with different follow-up mechanisms, the ILO learned that in-person visits to work sites where workers are newly employed is an effective mechanism to not only track employment outcomes, but trouble-shoot issues and find timely solutions in order to reduce attrition. This was particularly true for new labour force participants, including youth and women.
6. **Taking time to agree on common definitions, reporting procedures and methodologies enables more systematic knowledge generation within the organization and with partners** - Routine data collection is critical for monitoring and evaluating impacts. For the ILO, this requires multiple actors to collaborate, share data and report on a monthly, quarterly and annual basis. A lack of clear methodologies, definitions and agreed responsibilities across projects and locations created difficulties for the ILO to conduct comprehensive evaluations in 2018. As a result, the ILO now places greater emphasis on developing SOPs and improving channels of communication at all levels.
7. **Donors' trust and flexibility is critical for achieving favourable outcomes in a highly dynamic context** - In Jordan, as well as other countries in the region, a changing political and social context has significant ramifications on the implementation of planned activities. What was once a suitable intervention model may no longer be relevant from one week to the next. Donors have allowed projects a large degree of freedom to modify timelines, reallocate resources and reshape interventions accordingly.

8. **Legislative reforms take time, but interventions can bridge gaps and support gradual change** - Under the Jordanian Labour Law, there are several articles under revision that will have an impact on decent working conditions. Legislative procedures are time-consuming, sometimes spanning many months and years. In consultation with national partners, the ILO has implemented interventions that help respond to needs and bridge gaps in decent work and social protection until legislative changes can be made, including provision of work injury insurance for those not covered under the Social Security Corporation.
9. **The ILO response is a development stream within the context of a displacement crisis** – in various countries in the region, this has allowed the ILO to tackle pre-existing decent work deficits, and lessons learnt from its implementation will have an impact beyond the crisis context – for instance, in Jordan, where the flexible work permits model can serve as a reference to a reform of the Kafalah system.
10. **Working towards results, impact and knowledge sharing** - The ILO is in a unique position to implement result based up-streaming/down-streaming interventions collaborating with UN inter-agency working groups and clusters on livelihoods and contributing to national response and resilience plans. For instance, it is important to understand how non-Syrian refugees and migrant workers are impacted and how to develop more comprehensive responses, which provide decent work for all.

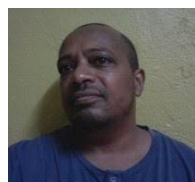
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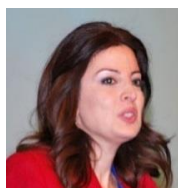
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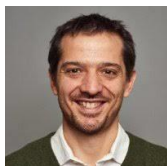
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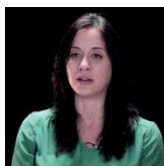
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Communication materials

| Type | Relevant web links or documents | |
|--|---------------------------------|--|
| | PR / Type | Name / Hyper link |
| Delegation visits: | Article/Video: | EU Ambassador to Jordan: "Jobs are the centre of our effort to help Jordan get on a path to sustainable economic growth" |
| | Article/Video: | Norwegian Prime Minister meets Syrian refugees, ILO officials to examine impact of employment on refugees in Jordan |
| | Article/Video: | Representatives from the Kingdom of the Netherlands visit refugee farm workers being supported by ILO interventions aimed at improving working and living conditions for workers in the agricultural sector. |
| | Article/Video: | Constituents from Jordan, Lebanon, Iraq and Turkey came together in Jordan to discuss the promotion of decent work for Syrian refugees and host communities in the region, as part of a South-South and Triangular Cooperation (SSTC) initiative between the four countries, aimed at exchanging knowledge, skills, resources and technical know-how. |
| E-counselling System | Article/Video | ILO launches first of its kind employment platform that targets both Syrian refugees and Jordanians |
| | Brochure | http://www.ilo.org/beirut/information-resources/factsheets/WCMS_671348/lang--en/index.htm |
| Manufacturing and decent work: | Article/Video | "Made in Jordan": EU trade agreement creates opportunities in manufacturing sector |
| Employment Intensive Infrastructure: | Article/Video: | Supporting farmers in water-scarce Jordan through ILO's labour-intensive approach |
| | Assessment | https://www.ilo.org/beirut/publications/WCMS_698392/lang--en/index.htm |
| | Article | Germany Continues Support to Cash for Work Programmes in Jordan |
| | Video | Employment through Labour Intensive Infrastructure in Jordan |
| Addressing Worst Forms of Child Labour in agriculture: | Article/Video | World Day Against Child Labour sheds light on working children in Jordan's agricultural sector |
| | Factsheet | https://www.ilo.org/beirut/information-resources/factsheets/WCMS_710305/lang--en/index.htm |
| Agriculture and decent work: | Video | Social security coverage, health insurance, minimum wage, over-time, annual salary increase, decent living conditions are a few benefits which workers are entitled to and which make their working environment desirable. We look at one farm, which provides workers of different nationalities with decent work opportunities. The results: a win-win situation for both workers and their employer |
| | Article | ILO and Australia sign agreement to advance decent work in the floriculture sector in Jordan |
| Women and decent work: | Article/Video | Apprenticeship scheme offers Jordanian and Syrian women chance to sell to IKEA |
| | Article/Video | Building skills and promoting employment for Jordan's female plumbers |
| | Article/Video | Success is sweet for "Determined Women" from Jordan and Syria |
| Training workshops: | Event Page | Supervisory Skills Training to promote decent work in Jordan's manufacturing sector |
| | Article | Training trainers to promote cooperation development in Jordan's agriculture sector |

