



Population Characteristics of Syrians in Jordan and Opportunities to Address Asylum Challenges on the Jordanian Labor Market

Policy Brief



2018



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يتحمل المؤلف كامل المسؤولية القانونية عن محتوى مصنفه
ولا يعبر هذا المصنف عن رأي دائرة المكتبة الوطنية أو أي جهة حكومية أخرى.



Executive Summary

The Syrian crisis has led to a large influx of Syrian refugees into Jordan in the past seven years, the population and Housing Census 2015 indicating that the total number of Syrians in Jordan has reached 1.27 million, and the data of the Office of the United Nations High Commissioner for Refugees (UNHCR) also indicate that 667 thousand Syrian refugees had been registered with UNHCR, approximately 81.1% of whom lived outside the Syrian camps¹.

In the light of this situation, sustained population growth as a result of migrations has exerted considerable pressure on the sectors of the Jordanian economy, its resources, infrastructure and public utilities, and the most important worsening of the problems of poverty and unemployment among Jordanian, where the unemployment rate rose from 12.9% in 2011 to 18.3 % in 2017².

In the context of the attention of The higher Population Council to the challenges faced by Jordan in its demographic transition, the present document has been prepared to propose appropriate policies to address the challenges of Syrian asylum in the Jordanian labor market on the basis of a specialized study prepared by the Council³, in addition to national and international studies on the subject.

It appears that 40% of the Syrian workforce in the capital governorate has distinctive skills, and there is a beginning of a skills exchange between Syrians and Jordanians, with 10% of Syrian labor in the capital Governorate

receiving training by Jordanian workers, and 11.1% of Syrian Workers have trained Jordanian Workers, and there is a start of partnerships between Jordanian and Syrian workers, with 10% of the Syrian workforce in the capital governorate. In addition, 33.6% of Syrian labor engaged in work at home or in mobile places (kiosk, car, street..), and 61.5% of the Syrian workforce does not have a work permit and is indicative of unregulated work.

The proportion of Syrian workers in the industrial sector has declined, there are strong signs of Syrian labor competition for Jordanian employment, and the number of investments belonging to Syrians in Jordan rose from 6 Companies in 2011 to 132 Company in 2017, while some Syrians Investors indicated that there were other countries showing strong competition on investors.

This document has tested six proposed policies to address these challenges :

1. Creating the investment environment to stimulate and maintain the existing Syrian investment in Jordan.
2. To unite government efforts and relevant international organizations to meet the challenges of Syrian asylum in Jordan.
3. Correcting informal work between Jordanian and Syrian workers.
4. Control the unfair competition between Jordanian labor and foreign labor.
5. Promoting partnerships between Jordanian and Syrian employment.
6. Promote training and exchange of training between Jordanians and Syrians.

1 <http://data2.unhcr.org/ar/situations/syria/location/36>

2 General Statistics Service, 2011 - 2017, employment and unemployment surveys

3 The higher Population Council, 2017, population characteristics demographic characteristics of Syrians in Jordan and opportunities to address the challenges of asylum on the Jordanian labor market



Introduction :

The emergency population growth caused by the Syrian asylum since 2011 has exerted considerable pressure on Jordan's economic infrastructure and resources and has weakened employment opportunities for Jordanians. The rate of unemployment among Jordanians rose⁴ from 12.9% in 2011 to 18.3% in 2017. The continuation of this situation without interference threatens Jordan's chances of benefiting from its development project, which is linked to its benefit from the anticipated population opportunity, as generated by its demographic transition, is among the expectations that most Syrian refugees will remain in Jordan for a number of years to come.

The London conference in the United Kingdom/London 2016 has taken a new approach with refugee-hosting states, including Jordan, and the contract with Jordan has been called⁵ a "new and comprehensive approach between the Hashemite Kingdom of Jordan and the international community to deal with the Syrian refugee crisis", and one of the most striking features of this approach is the transformation of the Syrian refugee crisis to an opportunity for development attracts new investments and opens the markets of the European Union through the simplification of export rules of origin, thereby contributing to the creation of employment opportunities for Jordanians and and Syrian refugees.

The Government of Jordan is undertaking the administrative changes required to allow Syrian refugees to apply for a work permit within and outside the designated development zones, to be renewed annually in accord-

ance with the regulations in force, and to allow Syrian refugees by the summer of 2017 to register their officially established commercial activity and to establish New tax-producing work, which includes business processes for investors, as provided for in the applicable laws and regulations.

Despite the above-mentioned negative effects of asylum on Jordan, the influx of refugees is an important factor in the Jordanian population and resource equation, the imbalance between supply and demand and the pressure on infrastructure; Jordan is committed to its long-standing principles of hosting the refugee brothers who have been displaced by wars and conflicts have come to seek security and safety, and this stems from its humanitarian commitment, which transcends all the negative effects of asylum.

Within the framework of the follow-up to The Highr Population Council for the demographic transformations of Jordan and the humanitarian issues that have emerged, it has become necessary to build on the demographic characteristics of Syrians in Jordan, their scientific qualifications, skills and experience, and the laying of the insitutions for the transformation challenges to opportunities that would benefit Jordanians and Syrians in Jordan pending their return to their country, this policy brief was prepared with the participation of a steering committee, which included representatives of government institutions, civil society institutions and relevant international institutions.

⁴ dos_home_a/main/linked-html/Emp_unEmp.htm

⁵ <https://www.supportingsyria2016.com/media-ar/>

The Policy Brief also included an analysis of the characteristics of the Syrian labor force in Jordan, the reality of their economic participation in the Jordanian labor market and the accompanying challenges, and the proposal of policies that would address these challenges and transform them into opportunities that would benefit Jordanians and Syrians in Jordan, as well as Analyze these policies and select priority policies.



1.Diagnosis of the status quo

First: The most important demographic characteristics of Syrians in Jordan from the Population and Housing Census 2015 :

- While Jordanians have increased by nearly 2 million between the years the period of 2004-2015, with an estimated annual growth rate of 3.1%, non-Jordanians in Jordan increased by 2.5 million during the same time and with an unprecedented annual growth rate of 18%,⁶ and such rapid growth is due to asylum In the four years preceding the last census, the number of Syrians in Jordan (1.27) million (1.05) million were refugees as defined by the general population and Housing census⁷ , or 83% of all Syrians in Jordan.
- Syrians in Jordan are predominantly young, with a proportion of less than 15 years of age about 45%, which is 10 percentage points higher than among Jordanians, so the ratio of age dependency among Syrians to (89)

dependents per (100) persons of working age versus (64) among Jordanians has reached. The Syrian family was 5.2 individuals, compared with 4.6 for the Jordanian family. The high percentage of children among Syrians, as compared to those among Jordanians, is due to higher levels of reproduction among them than those of Jordanians, driven by the high percentage of Syrian women married, specifically married women under 18 years of age.

- The largest proportion of Syrians (82%) at the kingdom level they were born in their country Syria before coming to Jordan and a small percentage of them were born outside Syria (17% in Jordan and 1% in other countries).
- The educational level of Syrians in Jordan aged (13) years or over and those who are not attending school is low, with a proportion of the educational level (illiterate, reading and writing) of 32.3%, those with education (primary, preparatory or basic) of 50%, and the proportion of apprentices graduating reached (0.4%).
- Syrians in Jordan, aged 15 years, are distributed (67.8%) They do not work or seek employment, i.e. they are outside the workforce or economically inactive, 32.2% are in the labor force or economically active and the economically active population is distributed by 87.4% for males and 12.6% for females.
- The Number of Syrian labor force in Jordan was 224535, distributed (43.2 %) in the Capi-

⁶ Annual population growth rates among the population censuses have been calculated according to the exponential change equation which takes the following picture: $P_t = P_0 e^{rt}$.

⁷ The population and Housing Census 2015 was the one who answered the question of the main reason for coming to Jordan: the absence of security/armed conflict in his country of origin, as well as those who answered yes to a question whether the individual is considered to be in refugee status

tal government, (20.7%) in Irbid, (13.3%) in Mafraq, and (13%) in Zarqa, while the rest is distributed to the rest of the governmentes.

- The Syrian workers Concentrated at 65% in the age group (20 - 39) .
- The percentage is concentrated is (50.3%) of Syrian Labor in the governorate of the capital, and (19.6%, 11.4%, 8.1%) In Irbid, Zarqa and Mafraq governorates respectively.

Table (1): The most noticeable population indicators for the Syrians in Jordan by Gender

Indicator	Value		
	Total	Males	Females
Number of Syrian population in Jordan	1265514	628226	637288
Percentage of Syrian population who classified themselves as refugees %	83.24	83.1	83.8
Percentage of Syrian population under 15 years of age %	44.7	51.1	48.9
Percentage of married Syrians aged 13 years and over %	62.1	58.2	65.7
Percentage of married women under 18 years of age in all Syrian wives %			39.5
Percentage of Syrians (aged 13 and over) who are not attending school and at the level of education illiterate or reading and writing %	32.3	30.3	34.1
Refined economic participation rate of Syrians in Jordan %	32.2	58	7.9
Percentage of Syrian workers from the Syrian labor force in Jordan %	67.4	71.9	36.6
Percentage of Syrian children working in the 9-14 age group %.	1.5	83.7	16.3
Unemployment rate among Syrians aged 15 and over %.	32.6	28.1	63.5

Source: Department of Statistics, Population and Housing Census database, 2015

Second: Characteristics of the Syrian labor force :

The capital governorate included (50.3%) Of Syrian employment in Jordan, and we will therefore rely on a sample survey of of Syrian labor force in Amman governorate by the Higher Population Council to explain the current situation of the Syrian labour force in Jordan, the most notable result of which is the following :

- The low educational level of the Syrian labour force in the capital Governorate, while three quarters of them have already enrolled

in educational institutions, 89% of them are at a secondary and lower level of education (89.9%, 86.1%) for males and females respectively, the remainder also carries the disciplines of engineering, dentistry, rights, administration, commerce and marketing, teaching professions, languages, medical support professions, interior design and arts, electrical and graphic designs.

- 40% of the Syrian labor force in the capital governorate said that they have distinctive skills for Jordanians. The first place was the skills related to preparing food and drink with 25.7%, followed by professional skills

related to construction, construction, construction and design in second place with 12.7%, then came the skills related to beauty and shaving in the third place by 9.3%, then the textile, sewing and fashion design by (8%), and the rest of the skills in a variety of different professions. 67.5% of the skilled students gained their skills from their parents and relatives, and 12.6% received these skills from training in a vocational training center. And that 76% of the distinguished skills campaign contributed to their skills in obtaining economic opportunities in the Jordanian labor market, while the remaining percentage did not contribute to their skills in obtaining a job opportunity as these skills belong to occupations confined to Jordanians.

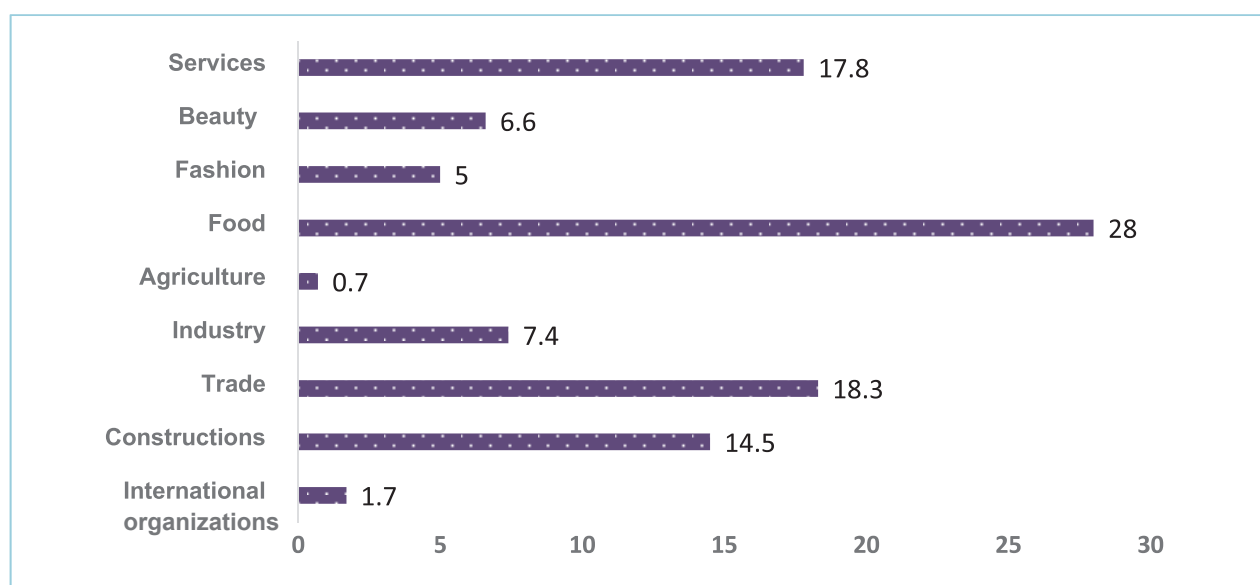
- In the capital Governorate, 35% of Syrian workers are found to have professional experience unused in the Jordanian labor market, mostly in construction, food production, agriculture, sewing and carpentry.

- 10% of Syrian labor force in the capital Governorate received training by Jordanian workers, employers, international or regional organizations operating in Jordan and through focused groups that were implemented with Syrian workers, some of whom explained that they had received training by skilled Jordanian workers in the construction of building stone and in other occupations such as food production.

- 11.1% of the Syrian labor force in the capital Governorate trained Jordanian workers in various fields, including food and beverage production skills, sewing and embroidery.

- The Percentage of Syrian workers in the industrial sector was low as shown in figure (1) and can be explained by the limited specialized technical skills required by the industry sector, which are required of Syrian

Figure (1): Distribution of Syrian workers by economic activity of the institution in which they are employed



Source: The Higher Population Council, results of the Syrian labor Force survey in the Capital Governorate, 2017

and Jordanian investors, as indicated by the results of interviews with Syrian and Jordanian investors. Who demand skilled and specialized labour in industrial fields.

The reluctance of Syrian labor to work in the industrial sector as demonstrated by the analysis of qualitative data based on focus groups with Jordanian and Syrian workers, could also be explained by the remoteness of Syrian refugee accommodation from specific industrial groupings, which is seen as an impediment to the usefulness of their work in the industrial sector. This is also the case for Jordanian labor in the industrial sector, and the increasing demand for Syrian labor in service sectors is also a cause of easier employment than in the industrial sector, especially as they work informally, which makes them vulnerable to losing the benefits they receive of international organizations, in addition to the low salaries paid by the industrial sector, the other reason being the difficulty of removing family members of workers from the camps and the unwillingness to stabilize to operate formally in the light of the aspirations of some refugees to migrate to foreign countries.

- 75.9% of the labor force in the capital Governorate worked in exchange for the past seven days prior to the survey, while 24% of respondents did not work in the last seven days to survey.



2.The challenges of asylum in the labor market

First: Informal work in Syrian employment and work permits

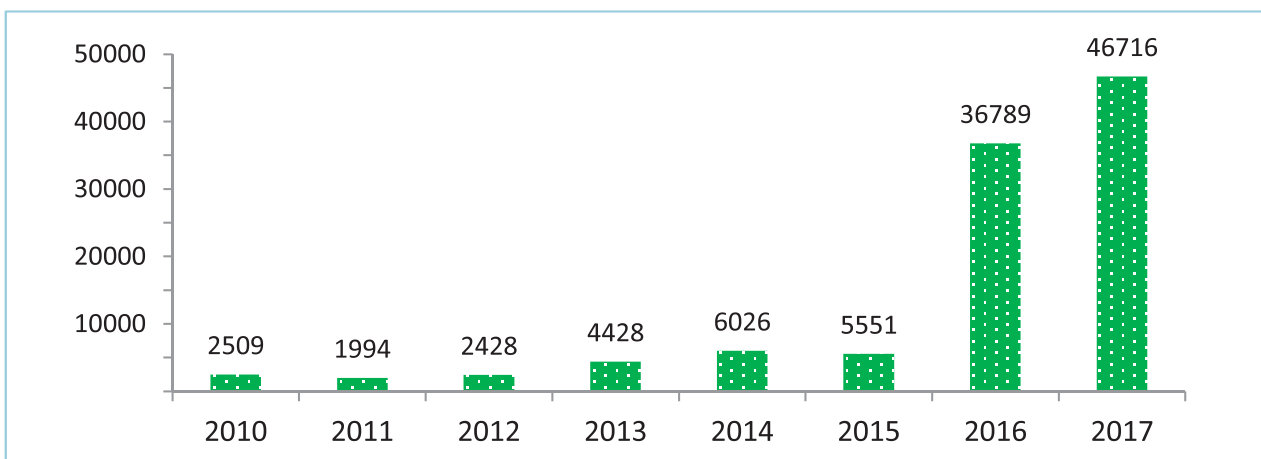
- The results of the survey of the Syrian labor force survey in the capital governorate indicate that (9.2%) of the Syrian employees work in self-employment, (3.9%) are employers, while the remaining (86.9%) are employed and paid.
- The results also indicate that 33.6% of the Syrian labor force in the capital governorate work at home or in a place attached to the house, street or kiosk, which is an indication of unorganized work. The remaining 66.4% work in a fixed place, Shop or factory.
- The results of the analysis of the Syrian labour Force survey in the capital Governorate indicate that (61.5%) of the Syrian workforce in the capital governorate do not have a work permit, which is another indicator of unregulated work, and the reason why a work permit is not obtained from their point of view is that a large part of the skills and professions they are a qualified job for Jordanians in accordance with the decisions of the Ministry of Labor, or with the aim of maintaining assistance from international

organizations, or because they engage in informal economic activities, through the home or work by piece. Analysis of the qualitative data based on concentrated groups suggests that Syrian workers are proposing to overcome unregulated work by issuing work permits, and finding contracts that regulate work between the employer and the worker, especially in simple contracting. Jordanian employment proposes that the government help small traders or manufacturers to market their products and open up new markets for

them, as well as to create business cities or private markets for young or reconvicted investors, assist them in the selection and study of projects, and investors suggest to produce a realistic study of activities and knowledge of the causes of the informal economy.

- Statistics of the Ministry of Labour as shown in Figure (2) indicate a significant increase in the number of work permits granted to Syrians during the 2016-2017 periods following the signing of the London Convention.

Figure (2) Preparation of work permits granted to Syrian workers in Jordan at the national level for the period 2010-2017



Source: Ministry of Labor/labor market data Section/Syrian asylum unit

Second : Absorption of the Syrian labor force in the Jordanian labor market

It appears that there is a clear adaptation of two thirds of the Syrian labor force in the capital Governorate of the Jordanian labor market, as shown in Figure 3, as 46% of them see the same general situation as comparing

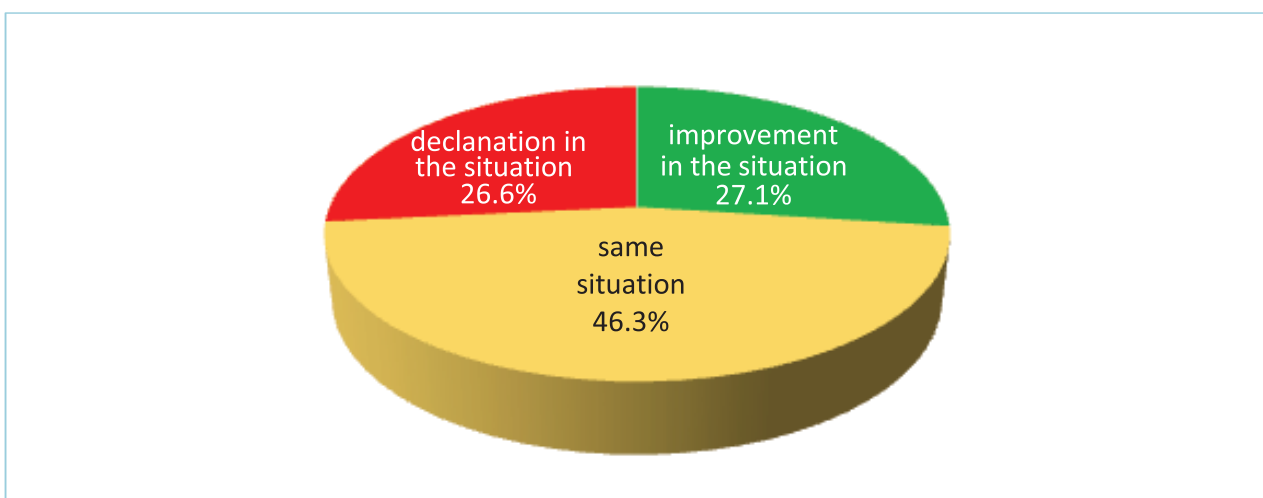
before and after asylum (coming to Jordan), i.e. nothing is different, while 27% consider that their employment situation has To improve half of these have been attributed to employment opportunities in the Jordanian labor market, and in contrast, 26.6% of the Syrian workforce considers that their situation has decreased compared to pre-asylum,

26% of whom were attributed to the lack of employment opportunities, 24.5% to higher prices, 20.1% to lower wages, and 20.9% change in living conditions. 74% of Syrian workers suggested that the granting of work permits to Syrians for more than one occupation contributes to their further adjustment in the Jordanian labor market, and is consistent with the study of the West Asia and North Africa Institute⁸, which showed that approximately 57% of the Syrian refugees Currently working in the same sector as they did in Syria before the conflict, 34% of respondents expressed an increase in motivation to work since their arrival in Jordan.

The analysis of the qualitative data based on focus groups with Syrian workers suggested that they proposed that national institutions, primarily the vocational training corporation,

should play a large and multifaceted role, for example, by recognizing the testimony of Syrian workers before entering Jordan, to facilitate their access to professional certificates, work permits and the development of a database of Syrian employment and their professional careers, the institution could also work on the exchange of experiences between Syrian Labor and Jordanian Labor, and that they were assimilated and physically adapted to the Jordanian labor market. The analysis of qualitative data based on interviews with institutions working to address the challenges of Syrian asylum in Jordan, particularly with regard to absorption, training and adaptation mechanisms, also indicated that there was no single umbrella or focal point that would guide all energies and efforts In a practical and clear manner that serves government objectives and policies

Figure (3) Distribution of Syrian labor force according to their opinion on adaptation to the Jordanian labor market



Source: The Higher Population Council, results of the Syrian labor Force survey in the Capital Governorate, 2017

⁸ West Asia-North Africa Institute (2018). Syrian Refugee Employment Trends in Jordan and Future Perspectives

and contributes to the adaptation of Syrians until their return to their country, this idea has been endorsed by, inter alia, the Ministry of Planning and International Cooperation, the Ministry of Labour and the International Labour Organization, and cooperation may be horizontal through the formation of a council or a higher committee is concerned with the formulation of public policies related to employment and investment, since there is more than one provider of training for Jordanian and Syrian youth, and it is also important to review the programmes and plans of the Vocational Training Corporation and the relevant national training authorities to ensure the provision of professional and trained employment for opportunities Investment and support the Jordanian economy, and benefits everyone.

Third: Competition between Jordanian and Syrian Labour in Jordan

A joint study conducted by the International Labour Organization (ILO) with the FAFO institution⁹ revealed that Syrian workers are willing to accept lower wages and harsher working conditions than their Jordanian counterparts, that they compete with Jordanians in some sectors, and the results of the study revealed that Syrian wages are lower (15%) Jordanians receive JD 200, while 44% get Syrian refugees working outside the camps for less than (200) Jordanian dinars per

month, and the refugees are working longer hours as 30% They work more than 60 hours a week, and 16% work. of whom 80 hours or more per week, even Syrians working under contracts whose public contracts have lower benefits compared to Jordanians working in the same sector, and one of the most important results of the study relates to the change in occupations between Jordanians, where (30%) Workers who worked in construction and agriculture before the crisis no longer work today.

The analysis of the qualitative data based on the concentrated groups of Syrian and Jordanian workers indicates that Syrian labour is competing with Jordanian, Syrian and other nationalities for the majority of the construction professions, and that Syrian workers are due to the lack of prices to control their work, especially construction work. Jordanian Labour also considers that there is a strong competition between them and migrant workers, especially Syrian workers and Egyptian workers, and they believe that they can compete at the technical level in terms of skill level, but the essence of the competition is that migrant workers, especially Egyptian and Syrian workers, accept with lower wages than Jordanian labour demands because of their living costs, they therefore call on government agencies to intervene and help them create employment opportunities with a view to reducing their high unemployment rates and consider that the Government should work hard to curb informal economic activities.

9 International Labour Organization, FAFO, 2015 the impact of Syrian refugees on the Jordanian labour market.

Fourth: Partnership between Jordanian and Syrian employment

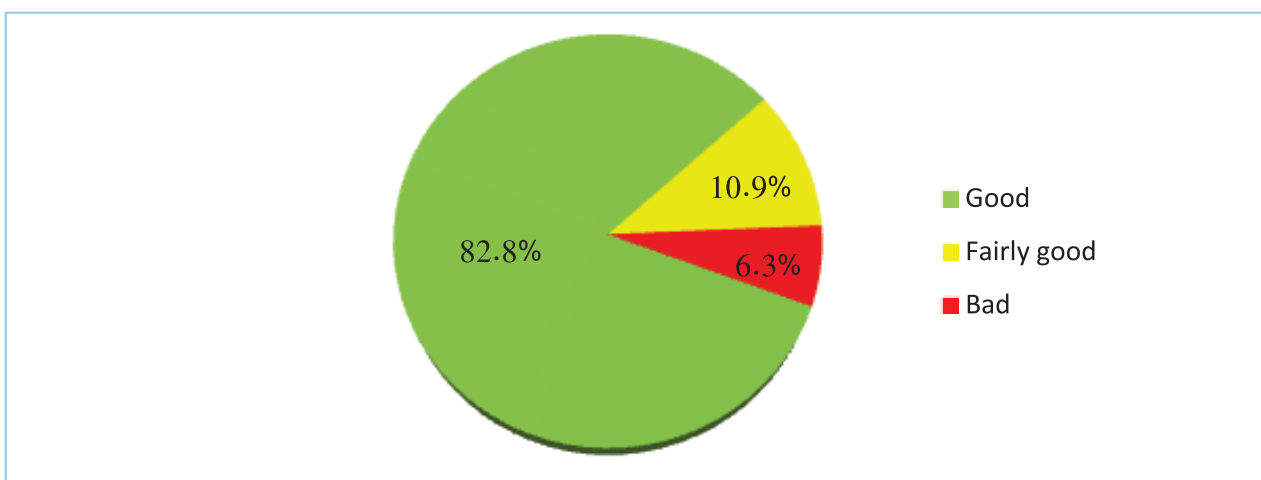
There are beginnings of partnerships between Jordanian and Syrian employment, with 10% of the Syrian workforce indicating that they have already established partnerships with Jordanian workers, and as shown in figure (4), 82.8% considered that their partnerships with Jordanian employment were good, and that 6.3% of them considered their partnership to be bad, and it was attributed to those who considered that A bad reasons such as the relationship with the partner and the lack of guarantees of rights in addition to the fact that the chances of growing the project are limited.

48% of the Syrian labor force said that the establishment of partnerships between Jordanians and Syrians was easy, while 36% believed that the partnership with Jordanians

could be fairly easy, while noting that 16% of the members of the sample felt that the partnership was difficult with Jordanian labor, and the Syrian workforce was of the view that the promotion of Partnerships need to provide guarantees between the parties, issuance of work permits and commutation of their terms as well as confidence between the parties, which was confirmed by the participants in the focus groups, but a number of them did not succeed because there were no real guarantees for the success of those partnerships.

The analysis of qualitative data based on focused groups of Jordanian and Syrian partner investors indicates that there is a divergence of views between Jordanian and Syrian partners in the partnership between those who see them as good and those who see otherwise in their own experience, and on the other hand, the investors see partners Interviewed

Figure 4. Distribution of Syrian workers who entered into partnership with Jordanians according to their assessment of the level of the partnership



Source: Higher Population Council, results of the analysis of the Syrian labor Force survey in the Capital Governorate, 2017

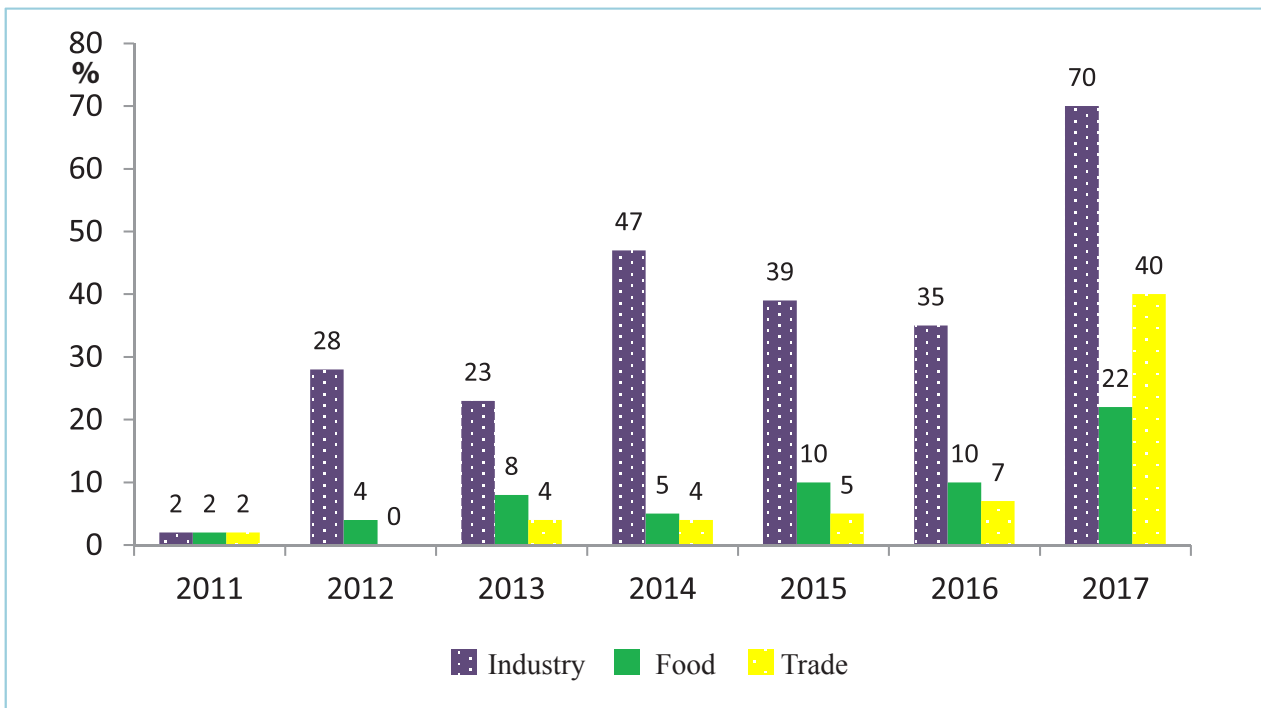
that the investment law of Jordan is a modern law and the difficulties and obstacles faced by investors are the product of the application of this law, and they demand more support, especially in supporting partnerships between Jordanian and Syrian investors and other nationalities, and giving additional from support to small investors, and from the point of view of Jordanian and Syrian investors, there is a range of ingredients that can contribute to the success of their partnerships, including: promoting confidence between Jordanian and foreign investors, improving the investment climate, the existence of mutual advantages among investors, separating ownership and management, a common vision for Jordanian and foreign investors, and the magnitude of the project.

Fifth: Syrian investment in Jordan

Since 2011, the number of companies with Syrian partners has risen from 6 to 132 in 2017, as shown in Figure (5). There is a clear trend of investment in food products, a well-known industry in Syria, and there is a trend towards industrial products in 2017, with a number Industrial companies and factories have 70 industrial firms while 35 were in 2016, and the Convention on simplification of Rules of origin may have the orientation and facilities through which they have been given a role in this direction.

The analysis of qualitative data based on concentrated groups of Syrian investors indicates that the geographical proximity of

Figure 5. Distribution of numbers of companies with Syrian partners registered with the company Control service



Source: <https://www.mit.gov.jo/Pages/viewpage?pageID=242>

Syria as well as security and political stability with investment opportunities were the main motive for Jordan's choice as an investment destination, as well as the presence of other countries. There is strong competition for investors, particularly the Arab Republic of Egypt and the Republic of Turkey, and they have advantages for investment not available in Jordan.

The foreign and Syrian investors in particular face a number of obstacles, including procedural and legislative, such as the difficulty of obtaining qualified and trained work force and. Quote here: What an investor said: "I have a very dangerous plastic and machinery factory and I can't run any unskilled worker." One of the legislative difficulties is to prevent the recruitment of employment from abroad, charging the company with the cost of excess fines and transferring the offending worker, as well as referring them to the court and paying a second fine, as well as impediments relating to work permits and decisions of the Ministry of Labour regarding the occupations confined to Jordanian citizens of certain professions on foreign employment.

Syrian investors have also referred to a set of institutions that they consider to increase Jordan's competitiveness in attracting Syrian and other investments:

the provision of specialized labor force, low wages for labor, lower tariffs, lower fuel prices, lower prices. Electricity, use of

alternative energy, lowering rents, adjusting inflation and rising prices, most of which are not doable under the de facto data, and the investors ask the Jordanian government to assist them and through their relations and international agreements signed with them on the introduction of products to foreign markets, especially European and American, investors also believe that in order to prevent duplication and overlapping of competences and powers with other government agencies, the simplification of procedures should be the main reference. Investment Authority for investors in solving their problems and coordination between state institutions related to investment.



3. Policies options :

According to the above, proposed policy alternatives to address the challenges of Syrian asylum in Jordan to the Jordanian labour market. This policy brief addresses five policy alternatives:

1. Creating the investment environment to stimulate and maintain the existing Syrian investment in Jordan.
2. To unite government efforts and relevant international organizations to meet the challenges of Syrian asylum in Jordan.
3. Correcting informal work between Jordanian and Syrian workers.
4. Control the unfair competition between Jordanian labor and foreign labor.

5. Promoting partnerships between Jordanian and Syrian employment.

6. Promote training and exchange of training between Jordanians and Syrians.

These policies will be analysed as a prelude to the selection of priority policies :

Policy 1

Create the investment environment to stimulate and maintain the existing Syrian investment in Jordan.

The development of the investment climate is one of Jordan's obligations under the agreement, and Jordan increased its 15 points in the World Bank's annual report on business ease in 2017, which assesses the business climates of 190 countries. Jordan has reached 103 by virtue of reforms aimed at simplifying laws, facilitating imports and exports, and reducing the bureaucracy in the establishment of companies. It is important for the Jordanian State to :

- The Investment Authority should become the main umbrella for investment in Jordan, preventing duplication and overlapping of competencies and powers with other government agencies, addressing intersections and duplication in government procedures for entering investors, establishing partnerships and determining the financial conditions for registering companies.

- Development of the administrative procedures accompanying the investment process in Jordan, in order to ensure an attractive investment environment that contributes to the provision of economic employment opportunities and revive the Jordanian economy.

- Encouraging investment in the industrial sector and establishing partnerships between Syrian and Jordanian investors.

- Focus on investment and continuous review of the investment law and follow up its implementation on the ground.

- Sustainability of the study of the competitive advantages of investments in other countries, and replicate them as much as possible, to maintain existing foreign investments.

- Holding meetings and may be networking conferences between Jordanian and Syrian investors and identifying investment opportunities in the governorates and possible partnerships, such as the work of business associations that contribute to bringing investors together.

- Providing work force, qualified and trained, especially in the industrial sector.

- Facilitate and streamline procedures for investors by bringing in professionals and experts.

Positives :

- Transforming the Syrian refugee crisis into a development opportunity.

- Creating jobs for both Jordanians and Syrians in accordance with the decisions of the London Donor Conference.
- Enhancing Jordan's ability to fulfill its obligations in implementing the axes of the contract with Jordan.
- To promote economic development and employment opportunities in Jordan to serve Jordanians and Syrian refugees.

Challenges :

- The bureaucratic procedures within the sectorial ministries involved in the investment procedures.
- Duplication and overlapping of competencies and powers with other government agencies and dealing with intersections and duplication in government procedures concerned with the entry of investors.
- The reluctance of Syrian labor to work in the industrial sector.

Policy 2

Unite government efforts and relevant international organizations to meet the challenges of Syrian asylum in Jordan .

Although more than one third of the Syrian workforce has outstanding skills, Syrian labour, especially young women, needs more qualification, training and skills to be actively

engaged into the Jordanian labour market, also the highly skilled can be used in the market Jordan's work, in particular, the fact that the majority of skilled Syrians have not benefited from their skills in the Jordanian labour market, in addition to the importance of training and adaptation mechanisms, the review of training plans and programmes implemented by national training institutions and the study of the skill gap that Prepared by the International Labour Organization (ILO) and designed training programmes that simulate this gap, particularly for Jordanian employment.

The implementation of these programmes, coordinated, planned and implemented, requires a great deal of effort, time and action. All the public sectors of the Government must be consolidated from the Ministries of Labor, Planning, Education, Social development, the Vocational Training corporation and other entities working with Syrians in addition to involving the private sector from chambers of industry, commerce and others, it is necessary to unite all efforts under one umbrella, such as the formation of a council or a high Committee on public policies related to employment and investment to bring policies together, save time and effort and ensure that programmes do not recur Implemented.

Training and exchange of skills between Jordanian and Syrian employment in Jordan

The Vocational Training Corporation, with the support of the International Labour Organization (ILO) in Jordan, has conducted training courses for Syrians and Jordanians in addition to these training courses. The corporation has implemented other training programmes for Syrians and Jordanians in cooperation with the following international organizations:

- German Agency for International Cooperation (GIZ) conducted 15 training courses during 2016/2017 in the area of sanitary and domestic maintenance and 330 trainees, including 140 Syrians and 190 Jordanians, were trained in the institutes of the Vocational Training Corporation in various governorates.
- Care Organization has conducted 32 training courses during 2016 in several fields and vocational disciplines and 589 trainees, including 257 Jordanians, were trained and 330 Syrians were trained in the governorates of Mafraq, Amman and Zarqa.
- An agreement was signed with Care Organization to train 840 Syrian, Jordanian and Iraqi trainees during 2018, including 282 Jordanians, 460 Syrians and 98 Iraqis in four training programs: sewing, food production, handicrafts and plumbing in four governorates-Mafraq, Amman, Zarqa and Irbid.

Source: <http://vtc.gov.jo/vtcar/index.php/news>

Positives :

- The creation of a single umbrella under the supervision of a senior authority approved by the Council of Ministers for the formulation of public policies related to employment, investment, skills transfer, employment, vocational and industrial training and the regulation of asylum cases, and works in concert with all relevant actors from international institutions and the institutions of society Civil and private sector to ensure that all energies and efforts are channeled in a practical and visible manner and in the service of government objectives and policies.
- Provide trained professional employment that serves investment opportunities and supports the Jordanian economy, benefiting primarily the Jordanian worker.

Challenges :

- Overlapping of competences and powers between government agencies.
- Conflict of interest between the public and private sectors in planning and programme implementation.

Policy 3

Correcting the informal work between Jordanian and Syrian workers

The increase in the rate of unregulated economic activities has affected the Jordanian economy and government policies on the one hand, and labor policies on the other,

creating a fertile environment for violations of labor and labor laws. In order to limit unregulated work,

"I am the owner of an unorganized and unlicensed project, the reason for low returns, high taxes, high license rates, high shop fees and social security."

A Jordanian worker

the following measures must be strengthened:

- The application of the Labor and Labor Law to all to ensure the reduction of unregulated economic activities.
- Directing Jordanian and Syrian workers to work in the industrial sector, which is still available to skilled workers.
- Financing small projects and supporting youth with entrepreneurial projects.
- Providing soft loans to existing small entrepreneurs.
- The government should help small traders or manufacturers to market their products and open up new markets for them.
- Raise the fees of work permits on foreign workers to maintain job opportunities for Jordanians.
- Strengthening the system of quotas in the employment of Jordanian and foreign workers in various economic sectors.
- Emphasizing the principle of engagement of foreign labor with Jordanian labor in the Jordanian labor market.

- Conduct a realistic study on all sectors of the informal economy.

- Develop a national plan to reduce unregulated economic activities with the aim of regulating and engage them into the macro economy.

- Strengthen the Ministry of Labor's ability to inspect and deport migrant workers who work without a work permit or in occupations not authorized to work there.

Positives :

- Promoting decent work in Jordan.
- Control the unfair competition between Jordanian and foreign and Syrian labor.
- To know the real and comprehensive reasons for engaging in unregulated economic activities and to know the extent of the ability of people involved in unorganized work of Jordanians, Syrians and various nationalities.
- Amend a number of measures to control illegal employment and revise wage policies.
- Develop feasible and realistic solutions through a national plan to reduce unregulated economic activities.
- Amend a number of measures to control illegal employment.

Challenges :

- The possibility of not being able to provide financial and technical access to informal employment for Jordanians, Syrians and various nationalities.

- The likelihood of a short time to survey all governorates in order to reach the informal employment of Jordanians, Syrians and various nationalities.
- Current labor market conditions and Jordan's commitments at the London Conference.

Policy 4

Control the unfair competition between Jordanian labor and foreign labor

There is an illegal competition between Jordanian labor and foreign and Syrian workers in particular, due to the large inflow of foreign workers with low and medium skills, which put downward pressure on wages, and the admission of foreign workers to the lowest wages due to coverage of the shortage of income through other sources, of the international organizations, as in the case of Syrian labor, and the shortening of expenditures as in Egyptian labor, while the Jordanian worker can not work under difficult living conditions and in light of price inflation and low wage levels, Jordanian Factor in the Labor Market Competition must be controlled through :

- Empower Jordanian workers to compete by upgrading their skills.
- Coordinate the minimum wage for Jordanian and non-Jordanian workers to reduce the wage gap, thereby reducing employers' incentives to employ non-Jordanians instead of Jordanians, and reducing unfair competition between Jordanian and Syrian workers.
- The application of the Labor and Labor Law to all to ensure legitimate competition.
- Enable Jordanian labor to work in modern sectors, especially industrial ones, after appropriate training and technical training, and through networking with several institutions, headed by the Ministry of Labour, Ministry of Planning and International Cooperation, Vocational Training Corporation, Investment Authority, Chambers of Industry and Trade Unions.
- Benefiting from simplifying rules of origin in the employment of Syrian and Jordanian workers in the industrial sector and trying to change the employment rates of Syrian workers (15%) in the first stage and (25%) in the second stage, which increases the employment rate of Jordanians.
- Financing small projects and supporting Jordanian youth with entrepreneurial projects.
- Providing soft loans to existing small entrepreneurs.
- Strengthen the capacity of the Ministry of Labour to fulfill its main task of defending working conditions, re-engineering the inspection process, improving computer systems to support the case management methodology, and linking the hotline to inspections, ensuring proper working conditions for Jordanian labor, commitment to pay

salaries on time, Compliance with labor laws with respect to working overtime, and the involvement of the Jordanian worker in social security.

Positives :

- Control the unfair competition between Jordanian and foreign and Syrian labor.
- To contribute to increasing productivity of Jordanian workers.

Challenges :

- Efficiency of the control and inspection system.
- The private sector's response to raising the minimum wage.
- The likelihood of the need for a short time to survey all governorates to reach unorganized workers from Jordanians, Syrians and various nationalities.
- The replacement of non-Jordanian labor by non-Jordanian workers from other nationalities with the offense of deporting foreign migrant workers, who work without a work permit or in occupations not authorized to work there.

Policy 5

Promoting partnerships between Jordanian and Syrian employment

The Jordanian government's dealings with Syrian refugee workers require a dual

approach to deal with them as refugees seeking safety in Jordan while at the same time being active economic workers looking for employment or investment opportunities. Although existing partnerships exist between Jordanian and Syrian labor, they are still minimal. Syrians tend to establish medium enterprises based on their industrial and commercial expertise. To encourage successful partnerships between Jordanian and Syrian labor, the following steps must be taken :

- Building confidence between Jordanian and Syrian workers, and promoting media.
- Provide appropriate facilities to support small and micro-enterprises between Jordanian and Syrian labor.
- Support partnerships and provide formal incentives and facilities where possible.
- An official party shall guarantee the rights of all parties and there shall be written and documented contracts, including the reservation of all labor rights.
- Facilitate access to small loans with the parties' guarantees to pay.

Positives :

- contribute to reducing the unemployment rates between the Jordanian and Syrian labor force in Jordan.
- Provide an opportunity for exchange of skills between the parties.
- Limit unregulated work.

Challenges :

- Provide a legal framework that preserves the rights of all parties.
- Lack of sufficient capital for the projects they wish to undertake.
- The complex licensing procedures for the partnerships they want.

Policy 6

Promote training and exchange of training between Jordanians and Syrians

Jordanian and Syrian investors pointed to a shortage of skilled labor specialized in the industrial sector, as one of the determinants of investment in this sector, while at the same time there is a weakness in the Syrian labor force to work in the industrial sector, which requires the training of Syrian labor and preparing it to work in the industrial sector with funding from donors, And training Jordanian labor on specialized skills in the Vocational Training Corporation .

There is 40% of the Syrian workforce with distinct skills from Jordanian labor, and to activate the role of Jordanian and Syrian labor in the labor market, it is necessary to design training programs that simulates these skills and experience and work on their implementation by the Syrian skills holders in

these areas and transfer them to Jordanians by the international organizations and civil society institutions interested in these areas, to be followed up by the government agency related to training such as the Vocational Training Corporation to save time and effort and ensure that the programs are not repeated. International organizations and donors are important actors Which affect the Jordanian labor market directly and indirectly. It is important to coordinate the activities of these actors in relation to the labor market in order to maximize efforts to address the challenges facing the labor market.

Positives :

- Continuation of such training courses carried out by international organizations and civil society organizations that will enable the Jordanian and Syrian labor force and raise their professional competence .
- Facilitate the integration of Syrians in various economic sectors, the most important of which is the industry and what is known about the Syrians with their skills in the food and textile industries .
- Holding training programs and workshops are important methods for exchanging skills and experiences between Jordanian and Syrian workers .
- Establishing a database for Syrian labor and providing access to it by all relevant parties.

Challenges :

- Difficult to limit the skills that can be transferred from Syrians to Jordanians because of their presence in many governorates.
- Skilled Syrians are not willing to disclose their skills and transfer them to Jordanians for fear of their jobs.
- Syrian and Jordanian labor demand in the industrial sector.
- Donor support for training projects or transfer of skills between Jordanians and Syrians.

Exchange of skills between Jordanian and Syrian employment in JordanUnited Nations Development Programme (UNDP)

The United Nations Development Programme (UNDP) has launched the "project" exchange of skills and experience between Jordanians and Syrian refugees in host communities in the governorate of Irbid in 2016, the objective of which is to invest in the implementation of income-support interventions for Jordanians and Syrian refugees in Host communities and the development of employment skills and the creation of small-scale projects for Jordanians, apart from promoting social cohesion among them through the exchange of expertise and technical skills over the course of 10 months, project activities targeting 450 Jordanian and Syrian young people were carried out, where refugees worked For three months, under the supervision of

specialists and after undergoing a training course, the Syrians have transferred the skills and professional experience required in the Jordanian labour market to a group of Jordanian youth and young women through training sessions, and after the completion of the three-month period, the United Nations programme has In partnership with the Al-Quds College by investing in skills, expertise and art that gained Jordanians by securing jobs for a group of them, linking Jordanians with jobs available in the Jordanian market. With regard to the remaining group of Jordanians who wish to establish small projects, the United Nations Development Programme (UNDP) has been subjecting them to a training programme on "How to manage and establish small enterprises.

Source: <http://www.jo.undp.org/content/jordan/en/home/projet>



Recommendations :

In reviewing the six policy guidelines, it is clear that they are all important, but they can be prioritized in implementation according to the following :

1. Creating the investment environment to stimulate and maintain the existing Syrian investment in Jordan.
2. Promoting partnerships between Jordanian and Syrian employment.
3. Correcting informal work between Jordanian and Syrian workers.
4. Control the unfair competition between Jordanian labor and foreign labor.
5. Promote training and exchange of training between Jordanians and Syrians.
6. To unite government efforts and relevant international organizations to meet the challenges of Syrian asylum in Jordan.



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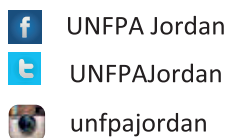
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