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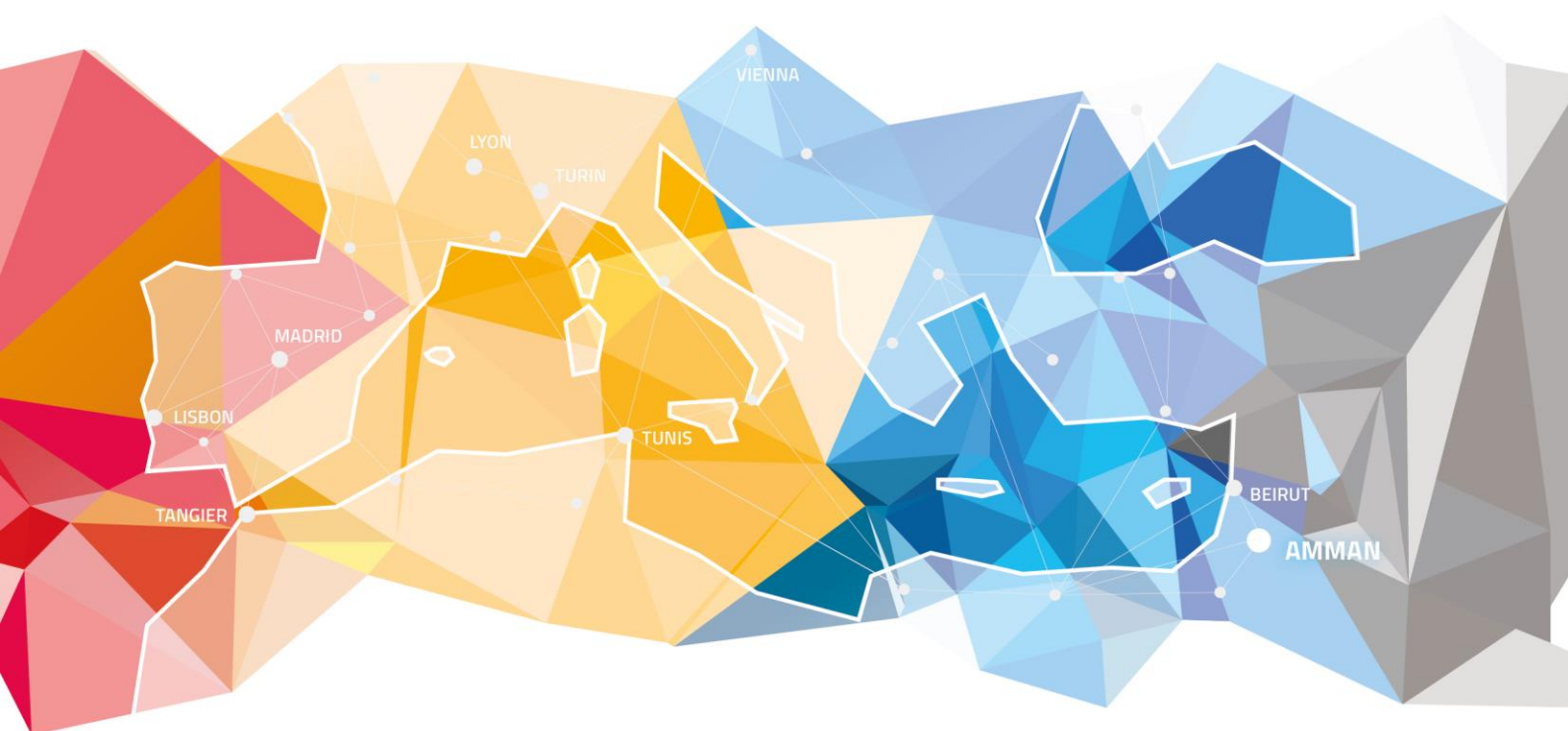
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CITY MIGRATION PROFILE GREATER AMMAN MUNICIPALITY



Mediterranean City-to-City Migration Dialogue, Knowledge and Action

October 2017

Implemented by



ICMPD
International Centre for
Migration Policy Development



UCLG
United Cities
and Local Governments

UN HABITAT
FOR A BETTER URBAN FUTURE



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Acknowledgments

Thanks to the big team at Amman Municipality for the help provided during the few intensive weeks of work. Thanks are due to the Mayor His Excellency Aqel Beltaji who believed in the potential role that could be played by the city that hosts the biggest majority of urban refugees. The same effort has continued with his predecessor Mr Shawarbeh and the City Manager Omar Lowzi. Thanks to the team assigned to support the refugee expert Dr Oroub El-Abed who produced this report, led by Eng. Nisreen Al Araj, Eng. Nancy Qaqaa and Architect Asma Barkati. Many thanks to the Urban Observatory Team for their kind help: Eng Akram Khreisat and Dr Nasr Qandil.

Appreciation to several local and international bodies who generously shared information and contacts with the author.

Special thanks to Matthew Walleser, MSc student at Clark University who helped in building up the bibliography of academic articles and policy reports (Annex 3).

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This publication has been produced with the assistance of the European Union (EU) and the Swiss Agency for Development and Cooperation (SDC). The content of this publication is the sole responsibility of the authors and can in no way be taken to reflect the views of the EU or SDC.



Summary

According to recent statistics of 2017, the residents of Amman city are about 4.4 million people or about 42 percent of the population lives in Amman. Almost half of the capital's residents are non-Jordanians, consisting of forced and economic migrants. The accelerating increase in the demography of Amman caused by better living conditions reflected on the life span of the population but also caused by the mass influxes of refugees seeking a safe haven in Amman. Over the years, the government of Jordan has taken measures to minimize the vulnerability and difficulties for both refugees and citizens. In the very recent plan to respond to the consecutive crises triggered by the Arab Spring, the government prioritized resilience and good governance in handling the situation in order to strengthen the national assets to better manage the current crises and the financial constraints.

Jordan Response Plan since 2015 has attempted to mitigate the impact of the crisis on environment, labour market and livelihood system, shelter, transport and energy provision. This plan aimed at the same time to upscale the critical capacities of public authorities, at national and local level, to better respond to the needs through strategic planning and coordination amongst all sectors. Meanwhile each line ministry was brought in to the strategizing of the plan to respond to the themes of its specialty, Amman municipality did not take part in the planning for the current situation albeit its central role in providing municipal services to the incoming people.

Several local and international bodies have been involved in addressing the emerging needs of the new comers while sustaining quality services for the Jordanian people. The specific knowledge about Amman per se, has not been easily accessible, each body has kept its own thematic record. Amman municipality with its numerous staff had more access at the micro level while providing the everyday services including urban development, environment, social, communal and cultural activities, focusing on improving the quality of life style and enhancing livelihood chances for its residents, regardless of their origins or their nationalities.

This report, while building up knowledge about the actors in Amman and the reality about the migrants and their ability to access their basic rights, has sought to shed light on the potential role Greater Amman municipality could play if given the chance to coordinate as part of the strategic plan for the resilience of the city. Being a major provider of urban needs with about 200 facilities all over Amman, GAM is apt to work closely with other bodies of line ministries or civil society bodies in order to have a wider outreach to all groups living within Amman City.

Not being a signatory of the 1951 refugee convention, the state holds back from integrating refugees locally with fully-fledged rights, yet based on the MOU with the United Nations Higher Commissioner for Refugees, basic rights are secured upon registration of migrants with the Ministry of Interior and the bodies overseeing the reason for being in Amman. Meanwhile Amman Municipality does not provide the basic rights of education and health or housing, it maintains the wellbeing of the city and the maintenance of the urban function of the services. Its central location in the mist of all line ministries, enables GAM's urban observatory to facilitate access to data about the city. This consequently would improve access to data about the city, to channel updated information with line ministries and international bodies.

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1. Background

1.1 Project Information

Internal and international migration movements in the greater Mediterranean region have a direct and long-lasting impact on the development of urban areas, as these are often the destinations of migrant populations. In order to maximise the social and economic development potential of these migrant populations cities need effective migration governance capacities, particularly as regards integration, inclusion and access to human rights and services.

In this context, the **Mediterranean City-to-City Migration Project** aims to contribute to improved migration governance at local level in cities in Europe and in the Southern Mediterranean region. The project is implemented by a consortium led by the International Centre for Migration Policy Development (**ICMPD**) in partnership with the United Cities and Local Governments Network (**UCLG**) and the United Nations Human Settlements Programme (**UN-HABITAT**) and with the United Nations High Commissioner for Refugees (**UNHCR**) as associate partner, in the framework of the Dialogue on Mediterranean Transit Migration (MTM)¹. The project is funded by the **European Union** through the Directorate General for Neighbourhood and Enlargement negotiations and co-funded by the **Swiss Agency for Development and Cooperation**. In the first phase of the project the city network was comprised of the cities of **Amman, Beirut, Lisbon, Lyon, Madrid, Tangiers, Turin, Tunis** and **Vienna**.

Project activities are grouped in a **dialogue** component, which facilitates the exchange of experiences and policy options among the cities, a **knowledge** component, which takes stock of the migration situation in the participating cities, and an **action**-oriented component, which produces a set of recommendations on migration governance at local level, and offers pilot projects in the Southern cities participating in the project.

Set out as part of the knowledge component, **the City Migration Profiles** provide sound evidence based on migration in the participating cities by providing an overview on i) the migration situation and current developments; ii) immigrants' enjoyment of human rights and access to services; iii) integration and inclusion policies and initiatives and iv) an overview of relevant actors in the cities.

¹ The MTM is an informal consultative platform between migration officials in countries of origin, trans-it, and destination along the migration routes in Africa, Europe, and the Middle East.

2. City Synopsis

General Overview of Greater Amman Municipality	
City Area (Km2) year of measurement	800 km ²
Political and administrative context	Greater Amman Municipality is composed of 22 districts. It is a financially independent national organisation (a municipality in all aspects), managed by a Municipal Board of (42) members, including the Mayor (Board Chairman). The Municipal Board is the highest authority in the Municipality. ³
Amman governorate urban population share in national urban population	45.24% ⁴
Share of foreigners in the governorate population	36.25% (DOS 2015 Census)
Share of foreigners in Jordan living in Amman governorate	49.77% (DOS 2015 Census)
Languages	Arabic

Amman governorate		Data	Year	Source
Demographic Structure	Total population	4007526	2015	DOS 2015 Census ⁵
	Proportion of population aged 0-9	21.41%	2015	
	Proportion of population aged 10-24	29.56%	2015	
	Proportion of population aged 25-44	30.65%	2015	
	Proportion of population aged 45-64	14.17%	2015	
	Proportion of population aged 65+	4.20%	2015	
Migration	Foreigners as a proportion of the population	36.25%	2015	
	Foreign Born as a proportion of the population	NA		
Labour Market	Unemployment Rate	11.06%	2015	DOS 2015

² Amman has three administrative borders, the first one will be used in this report:

1. Greater Amman Municipality: composed of 22 districts; its surface is 680 Km²
2. The city of Amman: composed of 22 districts plus 5 areas (decentralized: Sahab, Naour, al Jizeh, Mowaqar, Um Rassas), its surface is 800 km²
3. The capital Amman or Amman governorate: composed of 22 districts, plus 5 areas and two villages (Lahoune and Um Rassas) and its surface is 7579 km², of which only 10% is populated. Statistics at the DOS are done as per this surface.

³ <http://www.ammancity.gov.jo/ar/gam/about.asp>

⁴ http://www.dos.gov.jo/dos_home_a/main/population/census2015/Persons/Persons_3.4.pdf According to DOS 2015 Census, Amman governorate urban population is 3 895 991 and Jordan Urban population 8 611 323.

⁵ p.4 http://www.dos.gov.jo/dos_home_a/main/population/census2015/Persons/Persons_3.4.pdf

	Economically active population	47.97%	2015	Census ⁶
	Main sectors of activity	Commerce and car repair (23.1%)	2015	DOS 2015 Census ⁷
		Administration, Defense and social services (13.2%)	2015	
		Industry (12.1%)	2015	
		Education (8.7%)	2015	
Living Conditions	Average annual rent for housing per m2	JD 100-149 / €123.51-184.03	2015 census	DOS 2015 Census ⁸
	Price per Square Meter to Buy Apartment in City Centre	JD 909.44 / €1195.88	2017	Numbeo ⁹
	Price per square meter to buy apartment outside of centre	JD 583.58 / €767.39	2017	Numbeo ¹⁰
	Average disposable annual household income	Less than JD1800 / € 2366.94 per year	39.80%	DOS ¹¹
		JD1800-2400/ € 2366.94 - 3155.92 per year	35.80%	
		JD 2400-3000 €3155.92-3944.90 per year	31.20%	
		JD3000-3600 €3944.90-4733.88 per year	37.60%	
		JD 3600-4200 €4733.88- 5522.86 per year	40.40%	
		JD 4200-4800 €5522.86- 6311.84 per year	38.40%	
		JD 4800-5400 €6311.84- 7100.82 per year	34.80%	
		JD 5400-6000 €7100.82- 7889.80 per year	34.60%	
		JD 6000-7000 € 7889.80-9204.76	38.80%	
		JD 7000-8000 €9204.76- 10519.73 per year	35.80%	
		JD 8000-9000	39.90%	

⁶ p. 4 http://www.dos.gov.jo/dos_home_a/main/population/census2015/WorkForce/WorkingForce_5.8.pdf

⁷ Department of Statistics data base, visited March 29th 2017.

⁸ http://www.dos.gov.jo/dos_home_a/main/population/census2015/HousingUnits/Housing_2.10.pdf.

Figures according to a private company are more detailed: Apartment (1 bedroom) in City Centre JD310.69/€408.55, Apartment (1 Bedroom) outside City Centre JD 197.59/ €259.82, Apartment (3 bedroom) in City Centre JD 591.93/ €778.37, Apartment (3 Bedroom) outside City Centre JD 369.67/ € 486.10
<https://www.numbeo.com/property-investment/in/Amman> (accessed 19 April 2017)

⁹ *ibid.*

¹⁰ *ibid.*

¹¹ Department of Statistics data base, visited March 29th 2017

		€10519.73- 11834.69 per year		
		JD 9000-10000 €11834.69- 13149.66 per year	44.20%	
		JD 10.000-12.000 €13149.66- 15.78 per year	42.40%	
		JD12.000-14,000 €15.78- 18.41 per year	44%	
		More than JD14.000 /€18.41	53.80%	
	Average area of living accommodation	13.3 square meter	2009	DOS quarterly survey ¹²
	Persons at risk of poverty or social exclusion	11.40%	2010	DOS quarterly survey ¹³
	Lone parent households per 100 households with children aged 0-17	NA		
Education	Early leavers from education and training (percentage of Amman governorate population aged 13 years and above not enrolled in educational institution)	Basic education: 8.02%	2015	DOS 2015 Census ¹⁴
		Secondary education: 20.94%		
	Students in higher education (percentage of Amman governorate population aged 4 years and above currently enrolled in educational institutions)	15.24%	2015	DOS 2015 Census ¹⁵
	Proportion of 15 years and above population ¹⁶ not enrolled in educational institutions with intermediate diploma and above (percentage of Amman governorate population aged 15 years and above)	26.41%	2015	DOS 2015 Census ¹⁷

¹² Department of Statistics data base, visited March 29th 2017

¹³ *ibid.*

¹⁴ p. 3-4 http://www.dos.gov.jo/dos_home_a/main/population/census2015/Education/Education_4.7.pdf

¹⁵ Intermediate diploma, Bachelor, Higher Diploma, Master, PhD. p.5

http://www.dos.gov.jo/dos_home_a/main/population/census2015/Education/Education_4.2.pdf

¹⁶ Average age is 15 who have finished their high school exams/college/University degree and working

¹⁷ p.27, DOS 2015 census, Table 2.5 (5th group)

http://www.dos.gov.jo/dos_home_a/main/population/census2015/Education/Education_4.9.pdf

3. National Context

3.1 Overview of Migration Patterns in Jordan

The Hashemite Kingdom of Jordan enjoys a strategic location in the heart of the Middle East that has been central over the last centuries for mobile people within the region. Since its creation, “Transjordan was the main corridor that linked roads horizontally and vertically from the Arab peninsula to Damascus and from Baghdad and Asia to the Mediterranean; following the route from Gaza-Hebron-Karak¹⁸ or Haifa-Nablus-Al-Salt”.¹⁹ This intersectional location permitted the population to grow and the Jordanian cities to flourish as a result of the commercial, religious and pastoral trajectories of people commuting between the main cities of the Levant establishing in Jordan their businesses and often creating matrimonial ties through marriages among the people of the Levant. For centuries, the people of Jordan have thus been open to the mobile people from the region who has been led by various factors during peace and conflicts.

Jordan has been rated the second largest refugee-hosting country in the world when compared to the size of its population, according to a new report by the United Nations Higher Commission for Refugees (UNHCR) for 2017.²⁰ According to the report, out of 1,000 per capita of the population in Jordan, there are 89 refugees,²¹ a high number in this middle income country that has been having an economic burden because of the abrupt increase in the population. The very recent census of 2015 held by the Department of Statistics in Jordan confirmed this by revealing more detailed figures about the change in the Jordanian demography, “of Jordan’s total population [which has become] 9.5 million, the number of Jordanians is around 6.6 million, while the number of non-Jordanians who reside in the country is around 2.9 million, representing 30.6 per cent of overall population.”²²

3.1.1. Jordan: Safe Haven

Over the years, Jordan’s stability and security have served not only the Jordanian people, but all others who have sought a safe haven from other countries in the region. Jordan has received since its creation three major influxes of refugees. Among the registered Palestinian refugees with UNRWA in the region, 42 percent live in Jordan. The 450.000²³ refugees in 1948, followed by 240.000²⁴ in 1967 are now dispersed in the cities and in their 13 official

¹⁸ In a study about Majali tribe of Karak, who originate from Hebron: Gubser Peter, 1973 *Politics and change in Al-Karak: A study of a small Arab town and its district*, Oxford: Oxford University Press.

¹⁹ Amawi in Radi Lamia 1997, L’Elite Palestinienne: Stratégies de Survie et Modes d’Influence (1967-1997), PhD thesis, at L’Institut d’Etudes Politiques de Paris. Unpublished manuscript, p.78.

²⁰ Mid Year Trends 1016 <http://www.unhcr.org/statistics/unhcrstats/58aa8f247/mid-year-trends-june-2016.html>

²¹ Mid Year Trends 2016, Page 13, <http://www.unhcr.org/statistics/unhcrstats/58aa8f247/mid-year-trends-june-2016.html>

²² Director General Qasem Zu’bi Jordan times, January 30, 2016

<http://www.jordantimes.com/news/local/population-stands-around-95-million-including-29-million-quests>

²³ Brand, Laurie 1988 *Palestinians in the Arab World, institution building and the search for state*, New York: Columbia University Press, p 150.

²⁴ According to the Jordanian Ministry of Occupied Territories/Registry of Displaced Persons called people to register, and 240,000 displaced persons followed the call (in Article 74 1995 ‘Palestinian Refugees in Jordan’ vol

refugee camps served by United Nations Relief and works Agency (UNRWA).²⁵. The presence of Iraqi refugees who were pushed away from home since early 1990s, as a result of economic and political conflicts varied between 500.000 in 2008²⁶ and 54.586²⁷ after the fights between civilians stopped and big numbers of Iraqis were sent back to their country in 2010. As per the UN humanitarian relief web records²⁸ (Feb. 2017), there are 61,405 Iraqis registered with UNHCR in Jordan.²⁹

Since 2013, Jordan received a new wave of refugees. The ramifications of the Arab Spring brought the country Libyans and Yemeni people seeking a shelter until peace settles back in their home country. Little numbers of Somali and Sudanese arrived also in Jordan. The Syrian influx however, was the most concerning because of the big numbers of people seeking safe haven. The seasonal /economic migrants from Syria who used to commute between Jordan and Syria for work opportunities, could not go back home, so they remained in Jordan. Not all of them have yet registered as refugees.³⁰ Big numbers of Syrians entered Jordan through official and non-official borders. The number of the registered Syrians with the UNHCR has been 660.015, meanwhile in the 2015 census registered Syrians with the United Nations numbered 1.265 million, making 13.2 percent of the total population.³¹ The difference between the numbers of UNHCR and those of the government of Jordan reflects the discrepancy in registration amongst the Syrian refugees. Not all Syrians living in Jordan have registered with UNHCR especially that a big number of them have been economic migrants in Jordan before the conflict and have a well-established social and professional capital in Jordan. This made a good number of the Syrians to secure a livelihood without seeking to register with UNHCR. In 2017, the figure increased to 1.4 million as per the updated figures of the Directorate of Syrian refugee Affairs/ Ministry of Interior.³² About 21.5 percent of the Syrian refugees reside within camps: Zaatari camp hosts about 80,051 refugees,³³ Azraq hosts 53.757,³⁴ Emarati-Jordanian camp (Murjeb el Fuhoud) hosts 7,410,³⁵ Zarqa camp hosts 47.470,³⁶ King Abdullah Gardens hosts 670³⁷ and Cyber city hosts 340³⁸.

13, Badil, p.3) . Check <http://www.forcedmigration.org/research-resources/expert-guides/palestinian-refugees-in-jordan/fmo025.pdf>

²⁵ Ten refugee camps are officially recognized by UNRWA (in Amman: New Amman Camp/Wihdat, Talbieh/Zizya, Jabal Hussein. In Balqa: Baqaa Camp. In Irbid: Husun /Azmi el Mufti and Irbid camps. In Jerash: Gaza/Jerash camp and Souf) and three are created by the government of Jordan (Madaba camp, Hay El Amir Hassan in Nasr area/Amman and Sukhneh/Zarqa). In <https://www.unrwa.org/where-we-work/jordan>

²⁶ DOS and Norwegian Research Institute Fafo data
http://www.dos.gov.jo/dos_home_e/main/Iraqis%20in%20Jordan.pdf

²⁷ <http://reliefweb.int/report/jordan/registered-iraqis-jordan-31-march-2016>

²⁸ ReliefWeb is the leading humanitarian information source on global crises and disasters. It is a specialized digital service of the UN Office for the Coordination of Humanitarian Affairs (OCHA).

²⁹ <http://reliefweb.int/report/jordan/jordan-unhcr-operational-update-february-2017>

³⁰ There is no exact estimate of these workers, since the majority used to work without a need to apply for a work permit. Their entry to Jordan and residency were open without any restrictions.

³¹ http://www.dos.gov.jo/dos_home_a/main/population/census2015/Refugees/Refugees_7.2.pdf accessed 30 June 2017

³² Oral communication with Lieutenant Emad Abed El Dayem, during the Amman city profile workshop 28 June 2017.

³³ <http://data.unhcr.org/syrianrefugees/settlement.php?id=176&country=107®ion=77> visited 30 June 2017)

³⁴ <http://data.unhcr.org/syrianrefugees/settlement.php?id=251&country=107®ion=73>. visited 30 June 2017)

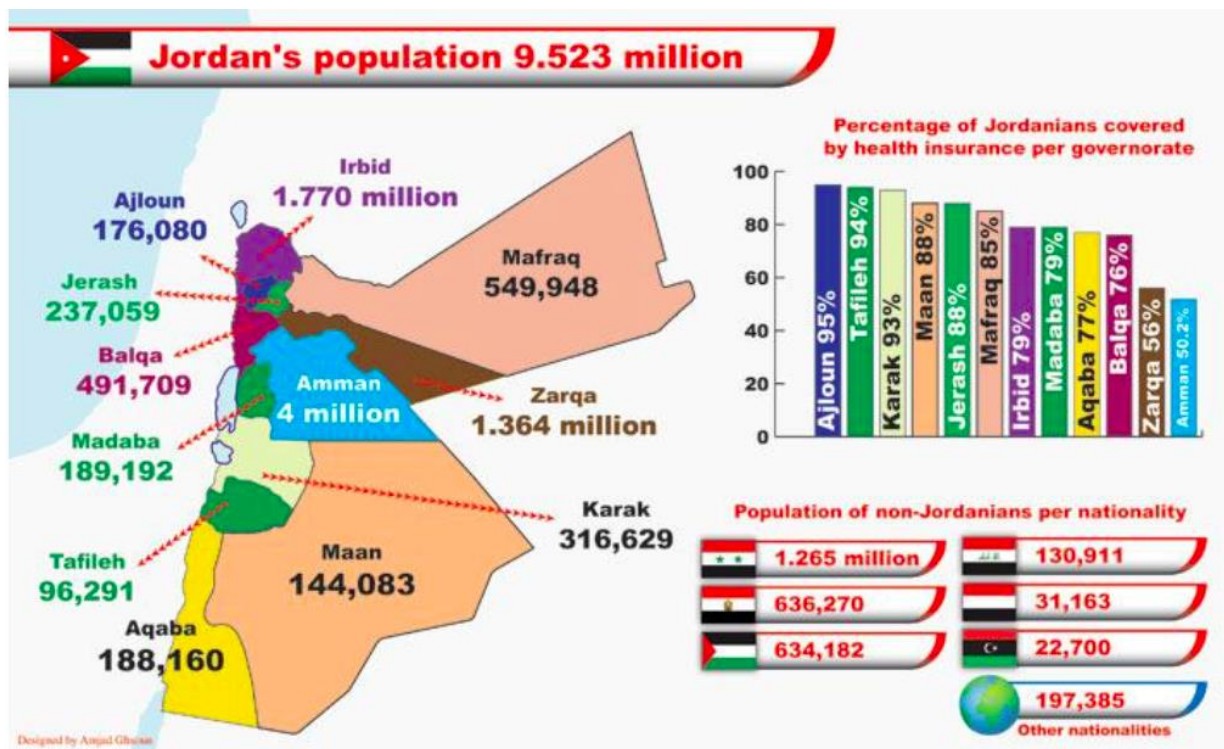
³⁵ <http://data.unhcr.org/syrianrefugees/settlement.php?id=224&country=107®ion=73>. visited 30 June 2017)

³⁶ <http://data.unhcr.org/syrianrefugees/settlement.php?id=172&country=107®ion=73> visited 30 June 2017)

³⁷ <http://data.unhcr.org/syrianrefugees/settlement.php?id=207&country=107®ion=74> visited 30 June 2017)

³⁸ <http://data.unhcr.org/syrianrefugees/settlement.php?id=208&country=107®ion=74> visited 30 June 2017)

The map below reflects the very recent statistics of the 2015 census, published in the Jordan Times:³⁹



As a result of these recent events, the population of Jordan has doubled over the next two decades putting pressure on water rendering it even scarcer as the country ranks the world's fourth poorest country in terms of water resources. Although Jordan is an upper middle-income country, with a per-capita GNI of US\$5,160,⁴⁰ it has limited natural resources. Potash and phosphate are its main export commodities, added to a limited agricultural land. It has become thus a service-oriented country where services account for more than 70 percent of the gross domestic product (GDP)⁴¹ and more than 75 percent of jobs.⁴²

Jordan is divided into 12 governorates organised in three regions: North Region, Central Region and the South Region. The active part of the country with economic opportunities and administrative services are concentrated in the centre Amman, Salt, Zarqa and Madaba. Irbid and Mafrq (in the North and North East respectively) have expanded greatly in the last five years as a result of the Syrian refugees residing within the proximity of their Syrian borders.


By hosting refugees, Jordan has been providing comprehensive public services. The international community has responded with a conventional humanitarian approach providing food, shelter and some services in refugee camps. Aid from the international community and

³⁹ <http://www.jordantimes.com/news/local/population-stands-around-95-million-including-29-million-guests>

⁴⁰ <https://en.actualitix.com/country/jor/jordan-gross-national-income-per-capita.php>

⁴¹ GDP is 5,214.20 USD (2013) WB

⁴² <http://www.jo.undp.org/content/jordan/en/home/countryinfo.html>



the Gulf countries have been an important component in the Jordanian budget, reflecting the burden sharing role in supporting a country with modest resources. Yet, Jordan has proven over the years as a successful example that has managed to invest in its human capital as part of the strategic development plan to generate revenue for the budget, especially that Jordan has a young population. More than 70% of the population is under 30 years of age; those between the age of 15 and 24 comprise 22% of the population and securing a high literacy rate as per UNESCO (2015 data) which is 99.25%.⁴³

3.1.2. Jordanian Emigrants and remittances

The number of Jordanian emigrants is estimated to be one million as noted in Tamkeen association's annual report for 2016: "They are in 70 countries as indicated in the statistics of the Ministry of Foreign affairs: 79.5% of Jordanians live in Gulf countries making about 600-800.000, 11% live in America and Canada, 4.3% live in Europe and 3% live in other Arab countries".⁴⁴ F. El Fanek, a Jordanian economist analysed the positive effect of emigration on the economy: "Annual remittances are estimated to reach JD2.7 billion or \$3.8 billion. This amounts to 10 per cent of Jordan's gross domestic product, a source that exceeds all other sources of foreign exchange, including foreign loans, tourism receipts, incoming flow of foreign investments and national exports."⁴⁵ The impact of remittances has been highly positive on Jordan; "part of remittances goes to savings accounts or investments in real estate, but the bulk makes regular income for around 350,000 families".⁴⁶ Earlier, in 1980s, during the Oil Boom in the Gulf, the remittances were estimated at more than US\$ one billion,⁴⁷ making then around one third of the GNP (Gross National Product), and by 1989, these exceeded US\$ three billion.⁴⁸ This economic growth trickled down to all classes of the Jordanian society. The growth of Amman in the services and construction sectors also made it possible for people working in all sectors, including the self-employed in the informal sector, to benefit from this growth.⁴⁹ It had surely impacted the process of social change, especially consumerism and urbanisation, and added to the growth of 'bureaucracy' and the empowerment of technocrats.⁵⁰

⁴³ <http://www.youthpolicy.org/factsheets/country/jordan/>

⁴⁴ Unpublished yet. Tamkeen Fields for Aid is a non-governmental organisation which aims to promote the exercise of fundamental human rights and freedoms for all segments of society, particularly those who are marginalized such as children, women, refugees, workers, people with disabilities and others in accordance with national and international conventions and treaties.

⁴⁵ El Fanek "Expatriates' remittances show positive growth", Jordan Times, May 15, 2016

⁴⁶ <http://www.jordantimes.com/opinion/fahed-fanek/expatriates'-remittances-show-positive-growth>

⁴⁷ Idem

⁴⁸ Fathi, Schirin H., 1994 *Jordan- an invested nation? Tribe-state dynamics and the formation of national identity*, Deutsches Orient-Institut: Hamburg, p.170. See also Brand Laurie, 2006, "Jordan: unwilling citizens, problematic expatriates " in *Citizens abroad : emigration and the state in the Middle East and North Africa*, Cambridge University Press.

⁴⁹ Fathi, Schirin H., 1994 *Jordan- an invested nation? Tribe-state dynamics and the formation of national identity*, Deutsches Orient-Institut: Hamburg, p.170, Baylouny Anne Marie, 2008 'Militarizing Welfare: Neo-liberalism and Jordanian Policy in *Middle East Journal*, Vol 62, No 2, Knowles Warwick, 2005 *Jordan since 1989, A study in Political economy*, London, I.B Tauris, p.285.

⁵⁰ Doan Rebecca Miles, 1992 "Class Differentiation and the Informal Sector in Amman, Jordan", *International Journal of Middle East Studies*, Vol. 24, No. 1, p. 2.

⁵⁰ Fathi 1994, p.170.

3.1.3. Economic Migrants in Jordan

During 1960-80s boom, educated Jordanians sought well-paid jobs in Gulf countries or in new openings in Jordan within public and private sector. Few of the Jordanians then were interested in unskilled jobs. This gave the opportunity for Egyptians to take part in such jobs. Today, the estimated number of emigrant in Jordan who hold work permits as per the Ministry of Labour records is 315,016. The Egyptians sit high on the rank estimated to be 61.6 percent of the overall economic migrants in Jordan, followed by domestic workers from South East Asia such as Bangladesh, Philippine and India and the Asian workers at the Qualifying Industrial Zones (QIZ).⁵¹ As reported by the Ministry of Labour ‘there are 800,000 foreign migrant workers in Jordan, and only about 300,000 have unexpired work permits’.⁵² Tamkeen association estimates the number of workers who do not have work permit even higher, around 600,000.⁵³ Moreover, there is limited information about the living conditions of these migrant workers, or their characteristics and specific needs and vulnerabilities.

3.2 National Migration Policy

Jordan is not a signatory of the 1951 refugee Convention. Yet, it has kept, over the years, its open door policy for forced migrants seeking safe haven, except during certain events and timings. Like the majority of the Arab countries, legalising the status of forced migrants in the domestic laws was not a priority. They feared of amalgamating the Palestinian refugee issue with the *durable solutions* of the 1951 convention that entail local integration or resettlement. They believed that the international community is accountable of the dispossession of the Palestinians.⁵⁴

Although Jordan is not a signatory of the 1951 Refugee Convention, there are some positive practiced policies towards refugees. Jordan has been a member of the UNHCR Executive Committee since 2006, which, among other things, advises on international protection and reviews the agency’s programs.⁵⁵ “One of its more influential functions is the production of regular conclusions on global refugee law and policy that seek to further good practices by states. As an ExCom member, [Jordan] can be regarded as implicitly acknowledging the importance of UNHCR and of refugee law and policy more generally.”⁵⁶

⁵¹ QIZ are industrial cities that have been created since 1996 after signing the peace agreement between Jordan and Israel. They aimed to create economic opportunities for local Jordanians as a way for them to reap the fruits of peace. Production as long as it contained input from Israel, was exported to USA, tax free, under the Free Trade Agreement which was signed as a gift to both Jordan and Israel for signing peace agreement and for normalizing the relationship. Read more in

<http://web.ita.doc.gov/tacgi/fta.nsf/7a9d3143265673ee85257a0700667a6f/196ed79f4f79ac0085257a070066961d>


⁵² <http://www.mol.gov.jo/Echobusv3.0/SystemAssets/PDFs/AR/Annual%20reports/2015.pdf>

⁵³ Tamkeen, 2016, Walled in by Alienation, Working and Living conditions of Migrants Workers in Jordan, Annual report 2016, p.13 <http://tamkeen-jo.org/download/walled%20in%20by%20alienation.pdf>

⁵⁴ Viorst 1984, *UNRWA and Peace in the Middle East*, The Middle East Institute, Washington, D.C, pp. 38-9. Arab countries considered that the Palestinian refugee problem is an international responsibility claiming that the International community helped in the creation of Israel and hence should take the responsibility of the refugee plight until a solution is found.

⁵⁵ UNHCR. Executive Committee page. Available at www.unhcr.org. [5 May 2014].

⁵⁶ Stevens, Dallal. “The Case of Iraqi ‘Refugees’ in Jordan.” *Int J Refugee Law* (2013) 25 (1): 1-38



In Jordan, almost the majority of the registered Palestinian refugees received the Jordanian nationality as a result of the unification between the West Bank and the East Bank in 1948 to protect what was left of Palestine after the occupation of historical Palestine. Apart from the special grounds that gave the majority of Palestinian refugees rights in Jordan, Jordan lacks a clear legal framework at the domestic level to deal with refugees and asylum seekers. For example Article 21(1) of the Jordanian Constitution provides that “[p]olitical refugees shall not be extradited on account of their political beliefs or for their defense of liberty.”⁵⁷ However, it does not appear that Jordan has enacted any legislation that regulates the status of refugees, including those who seek asylum for political reasons. In his legal work, lawyer Ayman Halaseh⁵⁸ confirmed the absence of special legislation addressing the status or the clear definition of refugees and asylum seekers that are so subtly amalgamated with those applied on migrants.⁵⁹

In light of this lacune and after the early flow of Iraqi refugees to Jordan as a result of the Gulf War I, the 1998 Memorandum of Understanding (MoU) between UNHCR and the Government of Jordan was signed as the basis for UNHCR’s activities in Jordan. The MoU thus establishes the parameters for cooperation on providing protection and assistance to refugees and asylum-seekers, and allows mandate refugees a maximum stay of six months after recognition, during which a durable solution should be found.⁶⁰ This has been amended in 2014, with the extension of UNHCR refugees applications processing time from “between 21 and 30 days” to ninety days and extended “the validity of a refugee identification card to one year instead of six months.”⁶¹

The MoU gives UNHCR the right to determine the refugee status of asylum seekers in Jordan. Based on the 1951 Refugee Convention and its Protocol, the MoU defined the refugee, with the basic grounds that led to persecution, without limiting the definition to any time or geographic limitations.

A person who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it.


⁵⁷ Constitution of the Hashemite Kingdom of Jordan, as amended, <http://www.parliament.jo/node/137> (in Arabic), archived at <https://perma.cc/4D2K-CYDL>.

⁵⁸ Halaseh, Ayman (2006) ‘The legislations for non-Palestinian refugees’, in *Mota Journal for research and studies*, Vol 21.

⁵⁹ Refugees in Jordan are subject to Law No. 24 of 1973 concerning Residency and Foreigners’ Affairs. This Law applies to all foreigners without distinction between refugees and non-refugees. Article 4 refers to a travel permit issued to a refugee by the country of his residence as valid documentation allowing him to enter Jordan. Of particular interest is article 10, which gives the Minister of Interior the authority, based on the recommendation of the general security director, to issue regulations concerning the travel documentation that Jordan may grant to refugees within its borders, despite there not being any regulations addressing the conditions under which those refugees can be admitted into the country. <https://www.loc.gov/law/help/refugee-law/jordan.php>

⁶⁰ <http://www.unhcr.org/528a0a2c13.pdf>

⁶¹ <http://www.jordantimes.com/news/local/gov't-unhcr-sign-amendments-cooperation-memo> According to a 2015 report by the International Human Rights Clinic (IHRC) and the Norwegian Refugee Council (NRC), the 2014 amendment has not been made publicly available



Most importantly, it established the concept of non-refoulement that prevents the first country of asylum from returning the asylum seekers back to their home, where his or her life or freedom could be threatened because of his or her race, religion, nationality, membership of a particular social group, or political opinion (the UNHCR inclusion grounds). It also notes religious rights and the freedom to access courts and legal assistance. Jordan also agrees that asylum seekers and refugees should receive treatment according to internationally accepted standards:

“Jordan and the UNHCR also agreed to respect the following rights and privileges of refugees and asylum seekers: (1) freedom to practice their religion and provide religious education to their children, and freedom from discrimination based on race, religion, or nationality, provided that religious rights are not contrary to laws, regulations, and public decency;(2) free access to courts of law with the same right of litigation and legal assistance as is accorded Jordanian nationals, wherever possible; and (3) exemption from overstay fines and departure fees.⁶²

Moreover, the UNHCR is allowed to interview asylum seekers who enter Jordan illegally and is to make its determination as to their status within seven days. In exceptional cases where another procedure is needed the determination period should not exceed one month. Currently, resettlement is the only possible solution for the majority of refugees as the conditions in Iraq and in Syria do not allow for large-scale returns, nor are there local integration possibilities in Jordan.⁶³

At another front, concerning economic migrants, the lack of a legal instrument to implement the laws has exposed them for possible abuse or exploitation.⁶⁴

3.3 Institutional Framework

Jordan is a constitutional monarchy based on the constitution promulgated on January 8, 1952. Jordan's constitution stipulates that the country is a hereditary monarchy with a parliamentary system. It outlines the functions and powers of the state, the rights and duties of Jordanians, guidelines for interpretation of the Constitution and conditions for constitutional amendments. It mandates the separation of the executive, legislative and judicial branches of government, and outlines the regulation of the government's finances, as well as the enforcement and repeal of laws. Importantly, the Constitution specifically

⁶² <http://www.unhcr.org/528a0a2c13.pdf>

⁶³ “Although it has been published in the official Gazette, it has not been presented to the parliament. Several aspects in the MOU relate to already signed agreements and conventions but as an agreement by itself it is not legally abiding” Halaseh, Ayman (2006) ‘The legislations for non-Palestinian refugees’, in *Mota Journal for research and studies*, Vol 21.

⁶⁴ Tamkeen reports on migrants' rights presents a wide review of the Jordanian legislative system and the number of laws and by-laws from the constitution which stipulates a number of rights and freedoms from which migrant workers can benefit. This covers the equality and non-discrimination amongst colleagues, personal freedoms, right to litigation, access to courts and remaining legislation. <http://tamkeen-jo.org/download/walled%20in%20by%20alienation.pdf> The most important legislation tools are: Civil Law, Labor Law, Social Security Act, Penal Code, Anti-Human Trafficking Law, the Law of Residence and Foreigners' Affairs and the Abolition of Slavery in addition to other legislation that provides partial or sectorial protection to the migrant workers in some areas. The mentioned laws include a number of applicable statutory provisions which are applicable to regular and irregular migrants equally.

guarantees the rights of Jordanian citizens, including the freedoms of speech and press, association, academic freedom, political parties, freedom of religion and the right to elect parliamentary and municipal representatives.⁶⁵

Main relevant actors developing, implementing monitoring relevant policies in the country:

Central government		
Area of competence	Actor	Description of competences
Borders and residency	Ministry of Interior (MoI)	Organises the entry and departure of foreign to and from the territory of the Kingdom of Jordan. ⁶⁶
	<ul style="list-style-type: none"> Residency and borders directorate Public security Directorate Syrian refugee Affairs Directorate Refugee Coordination Affairs 	<p>Since 1998, after signing the Memorandum of Understanding with UNHCR, the Refugee Affairs Coordination office was created to liaise between UN agenda and government of Jordan.</p> <p>In 2014, the MoI created the Syrian Refugee Affairs Directorate (SRAD), the main government entity for coordination of refugee issues in the country.</p>
Justice and Legal Affairs	Ministry of Justice: Jordanian chief justice directorate	<p>The Jordanian judicial system is comprised of both civil and religious courts. The religious court system's jurisdiction extends to all matters of personal status, and the civil courts have jurisdiction over all other matters.</p> <p>Several initiatives are enhancing Delivery of Judicial Services to Poor Jordanians and Refugees in Host Communities such as the World Bank, Oxfam and ARDD.</p>
	Civil status directorate	Registers all citizens issuing family books and identification cards for citizens and registration of residents in Jordan.
Socioeconomic	Ministry of Health	Service ministries addressing provision of basic rights for citizens and residents in Jordan. Each ministry oversees the branches dealing directly with the people including schools, health centres, labour and employment centres, social relief and cash assistance.
	Ministry of education	
	Ministry of Higher education	
	Ministry of Labour	
	Ministry of social development	
	Ministry of Public works and housing	
Strategic Planning	Ministry of Planning and International cooperation	<p>Coordinates between line ministries and donors and channels the funds based on planned projects.</p> <p>Plans strategically the development agenda of the country.</p>
	Prime Ministry	Oversees the work of the ministerial cabinet and plans strategically the big projects in the country.
Governance	Ministry of Political Development and Parliamentary Affairs	The Ministry aims to expand the citizens' participation in political life and to deepen the

⁶⁵ http://www.petra.gov.jo/public/English.aspx?Lang=2&Page_Id=1126&Menu_Id=44&Site_Id=1

⁶⁶ http://www.ttf.gov.jo/ttf/lang/en/Public_Security_Directorate_Borders_Residence_Department.aspx

	The Jordanian Ombudsman Bureau	<p>dialogue with the civil society organisations, implementing the program of reconstructing the governmental system with high integrity and good governance.</p> <p>The Jordanian Ombudsman builds on this by enhancing transparency, integrity and accountability. This is done by creating partnerships with various segments of the society.</p>
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Royal NGOs ⁶⁷	
Actor	Description of competences
River Jordan, Jordanian Hashemite Fund for Human Development, King Hussein Foundation	Royal NGOs (RNGOs) are chaired by Royal family members and are nonprofit organisations. These RNGOs empower society, especially women and children, strengthen the sense of the community by creating local community centres. This aims to improve the quality of life to secure a better future for all Jordanians.
The Queen Rania Center for Entrepreneurship (part of Princess Sumaya University)	<p>Helps develop the field of technology entrepreneurship in Jordan. QRCE aims to complete an ecosystem for entrepreneurship development and support in the country.</p> <p>The Center is part of Princess Sumaya University for Technology, and plays the role of a national center of excellence for entrepreneurship.</p>

3.4 Regional and International Cooperation

International Instrument	Date of Signature	Date of Ratification	Source
Convention relating to the status of refugees 1951		Not Ratified	(AR, EN , ES, FR)
International Convention on the Elimination of All Forms of Racial Discrimination, 1965	NA	1974	(AR, EN , ES, FR)
International covenant on civil and political rights, 1966	1972	1975	(AR, EN , ES, FR)
Convention on the Elimination of All Forms of Discrimination Against Women 1981	1980	1992	(AR, EN , ES, FR)
Convention on the Rights of the Child 1989	1990	1991	(AR, EN , ES, FR)
International Convention on the Protection of the rights of All Migrant Workers and their		Not ratified ⁶⁸	(AR, EN , ES, FR)

⁶⁷ These NGOs are all headed by members of the royal family. A good share of foreign assistance in Jordan flows through them.

⁶⁸ The list of all the laws and conventions that have not been ratified:.

http://www.ilo.org/dyn/normlex/en/f?p=1000:11210:0::NO:11210:P11210_COUNTRY_ID:103201

Families 1990			
Universal Declaration on Cultural Diversity 2001		Not ratified	(AR, EN , ES, FR)
Migration for Employment Convention (revised) 1949 (C 097)		Not Ratified	(AR, EN, ES, FR)
Abolition of Forced Labour Convention 1957 (C105)	NA	31 March 1958	(AR , EN , ES , FR)
Migration Workers Supplementary Provisions) Convention 1975 (C 143)		Not Ratified	(AR , EN , ES , FR)
Domestic Workers Convention 2011 (C 189)		Not Ratified	(AR , EN , ES , FR)

Jordan is bound by the declaration of principles as a member of the ILO, having ratified 24 international labour conventions, only 14 of which were published in the official gazette. It is noteworthy in this context that Jordan has not ratified a number of important international labor conventions in the field of migrant workers protection which are: C087 on Freedom of Association and Protection of the Right to Organize Convention of 1948, C129 Labor Inspection (Agriculture) Convention of 1969, C181 Private Employment Agencies Convention of 1997, and C097 Migration for Employment Convention. Jordan has not joined ILO's C189 Convention concerning decent work for domestic workers which was adopted in 2011 (Tamkeen 2016 *Walled in Alienation*, annual report, Amman).



4. City context

4.1 Overview of Migration Patterns in Amman

Amman, that had later become the capital of the Kingdom of Jordan, has invited migrants since the late 19th century, and welcomed them to re-establish their livelihoods enjoying the green landscape, mountains and fertile lands. The Circassians and Chechens were the very first who sought a safe haven in the city by 1878, fleeing religious persecution and atrocities of the Russians and the Balkan Wars. They gathered around the water and green fields of Amman's Ras al-Ain (head of the water) valley and invested in agriculture and infrastructure.

Transjordan that lacked enough educated people then, depended on the educated migrants of Chechens, Circassians and Iraqis, Lebanese and Syrians and Palestinian,⁶⁹ to shape up the administrative, architectural, professional character of the capital Amman. Most importantly this stable growth in the city invited people from rural areas in Amman to settle in the capital and to benefit from the economic opportunities that were opening up within administration, defense and military, in addition to commerce and technical job market.

In the 1950-60s, as a result of the Israeli-Palestinian wars, the demography of Amman more than doubled. More Jordanians were moving from their rural towns to the capital to be engaged in the labour market, the Palestinian refugees, due to the acquired Jordanian citizenship, were able to access all their rights in education, health and employment. Only a little portion of the Palestinians, the refugee-displaced who arrived from Gaza after 1967 were not given the nationality but were given residency rights and access to basic services.

4.1.1. The growth of the city

The economic boom in of 1960s-1980s driven by labour demand in the Gulf during the oil boom, opened employment markets for professionals, skilled and unskilled workers. A large number migrated, remitting considerable sums which were often used to purchase property in Jordan, particularly Amman. Menial work during these years was open for migrants from the region, particularly the Egyptians. The boom of construction caused by the economic growth generated economic opportunities for them, especially in big cities.

The unexpected outbreak of the first Gulf War in the summer of 1990 pushed back many working migrants from the Gulf to Jordan jobless. As they sought to find new economic opportunities in Jordan, a large number of returnees invested their savings in new ventures, helping create new neighbourhoods in Amman West (such as Gardens Street, Sweifieh, Abdoun and Khalda). The construction sector prospered and provided labour opportunities (for Egyptian and Syrian labour workers added to the locals). This led to a significant increase in population and also boosted the economy with the creation of more entrepreneurial jobs and high demand for property, skilled and unskilled workers. East

⁶⁹ These were professionals with university degrees such as architects, doctors and politicians. Highly skilled people were also invited from the region. Radi 1997, p.80.

Amman expanded further and new housing compounds were constructed to serve the lower-middle class – areas such as Alia, Nadi es-Sibaq, al Bnayyat and al Manarah.

With time, Amman's population has grown disproportionately urban and has had good access to services. There has been an expansion of 30 kilometers to the borders of Amman governorate (over half of which is occupied by Greater Amman Municipality) between 2007-2011 which spread the municipality further to the south thus including the airport, this as a result increased the number of Amman inhabitants. The rural-urban migration has also continued and Amman hosts the highest urban locality which is estimated in the 2015 census of about 3,598,600 and rural locality has 103,000 making a total of 3,701,600.⁷⁰ Amman has been an attracting centre due to the economic opportunities and services.

Below is the Map of Amman 2017 with its 22 districts: ⁷¹



4.1.2. Accommodating the new comers

The city has grown demographically over the last ten years. The events in Iraq since 2003, rendered Amman a transiting city for the Iraqis.⁷² As reported by Fafo survey, results indicate that 80% of Iraqi households settled in Amman. UNHCR registered Iraqis and they were accordingly given rights to access basic services while in Jordan. By 2010, some of the Iraqis were able to go to Iraq. Other numbers of Iraqis were resettled in third country of Asylum and had moved out of Jordan. Those who remained in Jordan had established business in the country and were given some incentives to invest in Jordan.

⁷⁰ From DOS census records: <http://web.dos.gov.jo/wp-content/uploads/2017/01/2015.pdf>

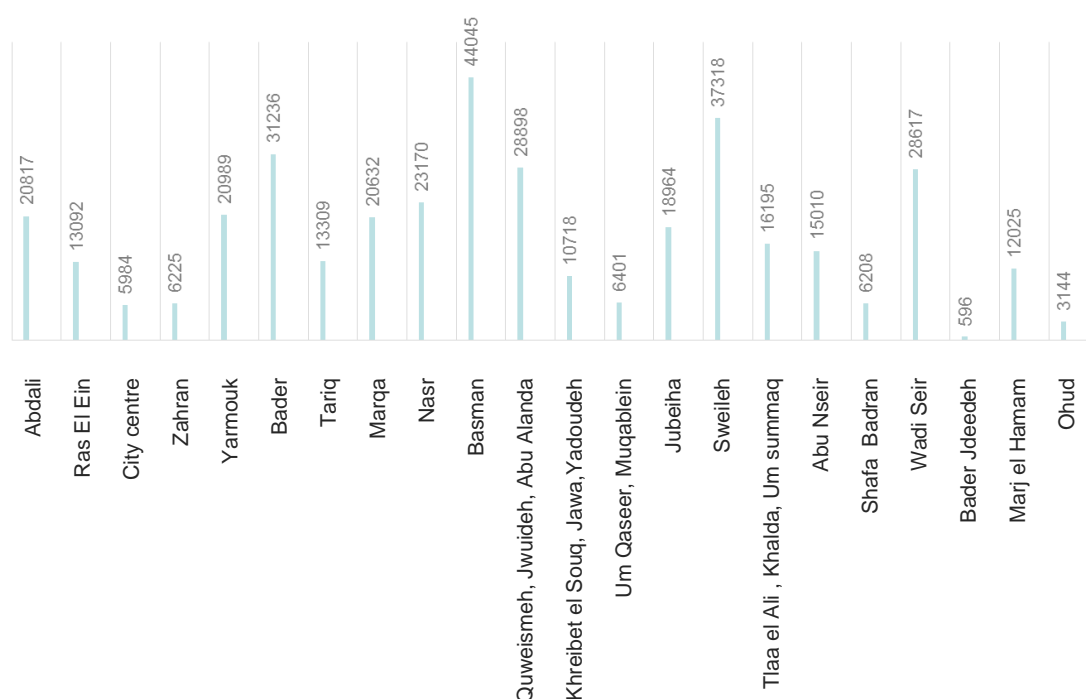
⁷¹ GAM, shared by Engineer Rima Odeh

⁷² They numbered between 160,000-500,000 as per Fafo /DOS Study
http://www.dos.gov.jo/dos_home_e/main/Iraqis%20in%20Jordan.pdf

The Syrian crisis that affected Jordan since 2013 led to an increase of the population in most of the northern and central cities. The number of Syrians living in Amman, according to the recent census is 435,578 Syrians (making 27.2 per cent of the Syrian refugees in Jordan). It is estimated that 51.5 per cent of the registered Syrian refugee population are under 17 years old, according to the UNHCR, which puts tremendous pressure on the infrastructure, education, health and work opportunities.⁷³

The diagram below indicates the districts within Amman that have been hosting a dense Syrian community:⁷⁴

Syrian Refugees Number per District




As per the map of Amman and the diagram, the highly dense areas with Syrians are Basman Area in East Amman having 44045 refugees, Sweileh in North Amman hosting 37318 refugees and Bader in central Amman hosting 31236 refugees.

The pressure has not only been created by the refugees coming from the neighbouring countries but also has gone beyond the Middle Eastern borders. UNHCR reported that there has been about 140 percent increase of non-Syrian and non-Iraqi refugees in 2013 over the previous year, mainly made up of non-Arab Sudanese fleeing violence and the worsening

⁷³ Jordan Times, Aug 7, 2016, <http://www.jordantimes.com/news/local/over-half-syrian-refugees-jordan-are-children>

⁷⁴ DOS census 2015, chapter six, population distribution according to administrative divisions, demographic density and nationality (Hardcopy)



humanitarian situation in Darfur.⁷⁵ Overall more than 400,000 people were displaced from Darfur in 2013. Few thousands Sudanese ended up in Jordan. Meanwhile Somali refugees living in the Dadaab camp have been facing pressure to return to Somalia as the Kenyan government has been calling to reduce the size of the refugee camp's population by 150,000 people by the end of 2016. Only 20,000 Somali refugees have returned to Somalia from Dadaab but the majority fled elsewhere seeking to secure better living conditions.⁷⁶ Few hundred families arrived in Amman. Some of the Somalis live near the Second Circle area, a central area in Amman known for its relatively cheap prices. Somalis are known for their close-knit and conservative community. In turn, Sudanese refugees live mostly in East Amman, though some live in Zarqa, Irbid and Mafrqa. Most humanitarian actors are well-aware of the fact that Somali and Sudanese refugees are among the most vulnerable legally and socioeconomically: their day-to-day needs are exceptionally dire; "those needs increase the likelihood that Somali and Sudanese will engage in illegal acts out of desperation".⁷⁷ Although they are registered with UNHCR that gives them access to education and health in Jordan, their chance in receiving relief and housing assistance is very limited.

Greater Amman Municipality, due to its municipal services, has responded effectively to the needs of the demographic changes and increase in the load of services during the very recent years. The increased waste load for example was one of the first indicators reflecting the increase in the demography. This, as a result, has put extra pressure on the budget. The cost of collecting waste in Amman used to cost JD 29.988,932 in 2010 and increased to JD 35.277,408 in 2015, for an annual increase of 6 percent yearly as per the study conducted by Talal Abu Ghazaleh Institute focusing on the environment in cooperation with the city manager representing the environment aspect, Engineer Basel Tarawneh.⁷⁸

It is worth noting that Amman Municipality services are provided to everyone; "we never ask people about their nationality when they approach us asking for one of our services" said the director of Basman area, Eng. Khawaldeh "our services are available for everyone".⁷⁹ This was not only limited to services but also to sports, cultural and community centres which are open to everyone without any restrictions, as explained the director of local community centres Eng. Jumana Attiyyat.⁸⁰

4.2 Local Migration Policy

Amman that is endowed with peace and stability, has always received masses of migrants from the surrounding region. Migrants included forced migrants seeking safe haven and economic migrants seeking labour and economic opportunities in the booming economy of Jordan. Until recently and due to the conflicts in neighboring countries, migrants have been welcomed with open border politics. Since the reception of the Palestinian refugees, followed by Iraqis and Syrians in big numbers, some Yemeni, Libyans, Somali and Sudanese, the

⁷⁵ <http://reliefweb.int/report/jordan/jordans-other-refugees-feel-forgotten>


⁷⁶ <https://globalnytt.dk/content/ti-lande-huser-halvdelen-af-alle-flygtninge>

⁷⁷ http://ardd-jo.org/sites/default/files/resource-files/ardd-la_-_putting_needs_over_nationality.pdf

⁷⁸ Dalabeeh, Yousef, City Management and Environment, Environment directorate, shared hardcopy by the head of department.

⁷⁹ Meeting with Eng. Mete'b Khawaldeh, District Director of Nasr, March 25, 2017.

⁸⁰ Meeting with Eng. Attiyyat, Director Local Community Centres, at the Municipality, March 25, 2017



priority has been to build the infrastructure to serve the human capital. Economic development projects have been designed to respond to the needs of the new comers while ensuring the provision of basic services to every citizen. This shaped up the human capital of the people as an asset for the strategic development of Jordan.

The government of Jordan sought since 2015 to meet the humanitarian needs of the big numbers of refugees on its territory and of its own Jordanian population who were affected by the crisis. It endeavoured to foster the resilience and effectiveness of service delivery system in the areas of education, energy, health, justice, municipal services, social protection, and water and sanitation. This was done through the *Jordan Response Plan (JRP) 2016-2018*⁸¹ that has attempted to mitigate the impact of the crisis on environment, labour market and livelihood system, shelter, transport and energy provision. This plan aimed at the same time to upscale the critical capacities of public authorities, at national and local level, to better respond to the needs through strategic planning and coordination amongst all sectors.⁸² Today, the JRP is the strategic partnership mechanism between the Government of Jordan, donors, UN agencies and NGOs for the development of an integrated refugee, resilience-strengthening and development response to the impact of the Syria crisis on Jordan. As perceived by the Minister of Planning, the JRP 2016-2018 represented a major paradigm shift in the way to respond to protracted humanitarian and development challenges. It simplifies a strong example of the partnership between the host institutions and the international community in practice through working together to improve Jordanians' and Syrians' lives.


Building on the successes from the first period, *JRP for the Syria Crisis 2017–2019*⁸³ is a call for further collective action to respond to the crisis, and it builds on the paradigm-shift and resilience-focused approaches adopted to proactively respond to the protracted humanitarian and development challenges. Protracted refugee situation was emphasized during London 2016 conference when solutions were foreseen in the coming two decades. As a result, the vision for Jordan shifted more a development approach were the forced migrants are an added value to the production and an asset to invest in and render part of the local social tissue.

The 2017-2019 JRP reviews the response to the multifaceted impacts of a complex crisis, seeking to upscale critical capacities of the central, regional and local authorities, mitigate pressures on Jordanian host communities and to foster the resilience of the service delivery system, municipal services at the national level and infrastructure in areas critically affected by demographic stress, according to the plan, which also aim to meet the needs of Syrian refugees in and out of camps as well as vulnerable Jordanians affected by the Syria crisis. Other objectives include expanding employment and livelihood opportunities for Syrian

⁸¹ On 1 September 2014, the Ministry of Planning and International Cooperation (MOPIC) transitioned to the Jordan Response Platform for the Syria Crisis (JRPSC), using the functionalities of the pre-existing Host Community Support Platform (HCSP) — established in September 2013 to address the impacts of the crisis on Jordanian host communities — as its backbone.

⁸² Jordan Response Plan : http://reliefweb.int/sites/reliefweb.int/files/resources/JRP16_18_Document-final+draft.pdf

⁸³ <https://static1.squarespace.com/static/522c2552e4b0d3c39ccd1e00/t/58b815e64402436b7461a3e1/1488459280006/JRP+17-19+Full+Plan+%28march+2+--+web%29.pdf>



refugees and Jordanians, ensuring that all Syrian children have access to education and supporting the government's budget to cope with the additional financial burdens.⁸⁴

Greater Amman Municipality has not yet taken part in the JRP although several working themes fall under its competencies. The hierarchical position of GAM between the Ministry of Municipalities Affairs and the Prime Ministry cornered its engagement in the action responding to the crisis. Yet, the services of the municipality are offered to serve all residents within its districts. As confirmed by several heads of districts and programmes at the municipality, the work provided includes everyone living in the city and targets the best interest of the city.

The Jordan Response Plans focused on the Syrian protracted refugee crisis and its main load on the Jordanian services and economy. Little attention has been made to the other small migrant communities who are mostly vulnerable in the city of Amman. Economic migrants for example “occupy more than 63% of jobs created in Jordan. Over 90% of them hold jobs requiring low skills according to the ILO”.⁸⁵ While highly exploited with a mediocre paid wage especially in low –value activities, increasing thus the profit margins of the employer, little has been done by the state to take firm measures as part of a policy to put an end to the exploitation. The other forced migrant communities such as the Palestinians, Iraqis, Yemeni, Libyans Somali and Sudanese have not been prioritized in the JRP. For such groups, the main basic rights such as basic education and health have been secured through the registration with the UN body. It is the employment right that limits them from economically integrating in the new place easily where they fail to secure an income for a sustainable livelihood.

4.2.1 Integration, diversity and migrants rights policies

The beginning of each crisis calls in humanitarian aid agencies to burden share the load from the host country. This ‘aid’ momentum from the international community has supported Jordan with its limited resources to manage wisely the several crises during these last decades. Amidst the Syrian crisis, the humanitarian approach mattered at the beginning as Jordan was shaping up its strategy towards the new influx of refugees. As soon as the number of Syrians increased with no clear solution at sight, the approach has shifted from humanitarian action to a socioeconomic and infrastructural development. This aimed to address the needs of both the refugees and the locals while expanding the services to serve both equally. The comprehensive development approach has been reflected in the earlier mentioned Jordan Response Plan (2016-18/2017-19).

The Jordan Response Plan (JRP) integrates refugee and resilience responses into one single plan for each sector and places the resilience of national systems and institutions at the core of the response. The plan provides a vision to ensure that critical humanitarian measures and medium-term interventions are better integrated, sequenced and complemented. Moreover, Jordan has taken steps, including the signing of the “Jordan

⁸⁴ <http://www.jordantimes.com/news/local/jordan-donors-endorse-new-refugee-response-plan>

⁸⁵ Maha Kattaa, “Social protection and employment for Syrian refugees in Jordan,” Conference of Regulating Decent Work Networks, 2015, ILO.

Compact” at the London 2016 Conference, to turn the response to the Syrian crisis into an opportunity for the development of the country towards the realization of its Vision 2025.

At the local level, Greater Amman Municipality, through its provided services, seeks to ensure the social cohesion while shaping up an encompassing identity of the city. Through having open-door activities in its 200 premises which include community centres, libraries, cultural centres and entertainment parks/green spaces, GAM provides its services to everyone living within its districts. In addition, the municipality provides physical services related to street cleaning and environment related aspects, building permits, popular markets, health inspection and maintenance of the urban infrastructure. Both services provided by the municipality and activities targeting the community, do not differentiate between the locals and the migrants.

The municipal social programmes target groups:⁸⁶ Women, youth, children, elderlies by providing training (soft skills and vocational), entertainment and awareness. Programmes have trainers and more than 50 social workers who engage closely with local communities. The outreach for such programmes is done through the 133 partners in the country (including public sector line ministries and NGOs) with which collaboration is done to address needs for the targeted groups. Social Programmes’ activities are held at the municipal libraries in Amman. Refugees as per different social group participate in such social activities. There isn’t however specific activity for the migrant communities in Amman.

Social programmes activities take place in:

District in Amman	Name of the Centre	Targeted groups
Abdali	Social Jubilee centre	Youth, children , elderlies
Sweileh	Sweileh Library	Children , women
Wadi Esseir	Wadi Esseir Library	Children, women
Tareq	Tabarbour Library	=
Marj el Hamam	Marj El Hamam	=
Ras el Ein	Central Library	=
Khreibet el Souk	Jweideh Library	Children, women, elderlies
Bader/Nazzal	Bader/Nazzal	Children , women
Jubeiha	Hashemite Raya Library	Children, women, eldleries
Basman	Raya Library	Youth and elderlies
Ras el Ein	Um El Moeimen Library	children
Quweismeh	Hasan Library	children
Basman	Quteibah IT centre	Youth , women
Mqablein	Mqabelin Library	Youth
Abu Nseir	Abu Nuseir Library	Youth
Yarmouk	Princess Eman Library	Youth
Bader (new)	Bader Library	Women

⁸⁶ Meeting with Director of Municipal social programmes, Nancy Abu Hayyaneh, March 14, 2016.

Mqabelin	Mqabelin Library	women
Marka	Hamzeh Library	Women
Abu Nsair	Princess Salma Library	Women
Qweismeh	Princess Badeia Library	elderlies
Basman	Bab el Wad	=
Tariq	Women affairs library	Elderlies

The municipal social centres in turn,⁸⁷ are spread over 20 districts, ten of them have traffic parks which raise awareness of the children about the roads' ethics. These centres respond to the community's needs for a communal space. They host Bazars (home production) to market the products of the women-refugees who want a space to market their product. Such activities reflect the community-led initiative to work together regardless of their origins or nationalities. The centre cooperates with schools to hold awareness days, medical days, environment days and hosts the students during their voluntary activities. There is close cooperation with Police Department for holding awareness seminars about drugs, about terrorism and other alarming issues in the society. Cooperation has also been held with Jordanian Red Crescent to serve refugees and with Tkyyet Um Ali (a charity body to feed the poor, led by Princess Haya) to serve poor and vulnerable groups.

Amman Municipality Social Centres

Zone	District	Name of the Centre
Zone A	Jabal Nuzha	Raya Park
	Marka	Fatima Zahra Park
	Hashemi Shamali	Amir Hashem Park
	Tajj Mount	Yarmouk Park
	Hashemi Janoubi	Queen Nour Park
Zone B	Ashrafieh	Abu Darweesh Centre
	Khreibet el Souk	Abu Bakr Park
	Jawa	Al Ousra Park
	Jabal Hussein	Al Thaher Beibars
	Nasr	Mahmoud Qudat
Zone C	Abdoun	Shuhada Park
	Abdoun	Dyar Park
	Jandaweel	Wihdeh park
	Ras el Ein	Asma Bint Abi Bakr
Traffic Parks	Jubeiha	Sarh el Shaheed Park
	Marqa	Omar el Feisal Park
	Tlaa el Ali	Tlaa el Ali Park

⁸⁷ Meeting with Jumana Atiyat, the Director of Local community centres; Feb. 25, 2017

	Jweideh	Jweideh Park
	Ghamadan Park	Amman Camp
	Ras el Ein	Beit Ruwwad

At different level, several NGOs seek to establish social cohesion and understanding between the locals and the new comers. The Danish Refugee Council in Jabal Nuzha / Amman⁸⁸ represented an example of how such NGOs seek to promote social cohesion through community-based committees formed in the area and trained to strengthen outreach to vulnerable members of the community, while promoting understanding between refugees and host communities and building social cohesion. In general, DRC's projects address common needs for the vulnerable Jordanians and Refugees: psycho-social and legal support (or referrals), education, entrepreneurial support, health, reproductive health and shelter. Most importantly, community activities within the premises of Jabal Nuzha seek to bring in people together as a way to create a new social network for them in their new place that could potentially be a support network in the new place.


4.2.2 Mainstreaming of migration in local planning

At the Government Level:

The Jordan Response Plan as explained earlier, has been designed particularly to mainstream migration in the local planning and the execution by the line ministries particularly. Amman Municipality has not yet been engaged in the national strategic plan. The main actors are:

- Ministry of planning and International cooperation (MOPIC),
MOPIC Humanitarian Relief Coordination Unit (HRCU) to coordinate JRP implementation, and collaborate with MOPIC, donors, and implementing partners to collect and classify information on aid flows and project implementation.
- Ministry of Interior
Through its Refugee Affairs Coordination Office, that oversees the constant follow-up amongst the line ministries and the NGOs. This office orchestrates the humanitarian aid and the development agenda through a clear management plan. The Ministry of Interior includes as well the Borders and residency department that issues MOI card to the refugees in Jordan and hosts the Syrian Refugee Affairs Directorate which manages all affairs related to Syrians.
- Ministry of Education
In charge of providing basic education through its schools all over the country. It also has vocational schools. It is the main authority to recognize the high school exam and to pave the way for the next educational level. Since the onset of the refugee crisis in 2008 and in cooperation with UNHCR, registered refugee children are given access

⁸⁸ Visited for this project



to public sector schools. As a result of the Syrian refugee influx, the two shift system was brought back to the school education in order for the staff and limited premises to accommodate the big numbers.

- Ministry of Health

In charge of public sector hospitals on the capital and primary and comprehensive health clinics in the city. In cooperation with the UNHCR, refugees were given the right to access its services. The refugees must have the Ministry of Interior registration card.

- The Higher Judge Department and the Ministry of Justice

Facilitates all legal and juridical documentations. Registered refugees with the Ministry of Interior registration card may have access to the services of the Ministry.

- The Ministry of Labour

Has its specific departments to address all issues related to economic migrants in Jordan (including the agents who mediate to bring them to Jordan), the department for Syrian refugees.

The ministry issues work permits requiring a copy of the passport, medical health certificate, work contract and payment of fees. For the Syrian refugees and after London Compact, fees and health certificate have been waived for Syrian refugees. An agricultural work permit has been accepted through the sponsorship of an agricultural association, making the conditions less rigid for the workers.

- The Ministry of Foreign Affairs has also a focal point on refugees. Its role is to update the international community through its ambassadors about the refugee situation and to discuss the burdens that Jordan is assuming in light of the slow flow of assistance.

At a micro level within the Government:

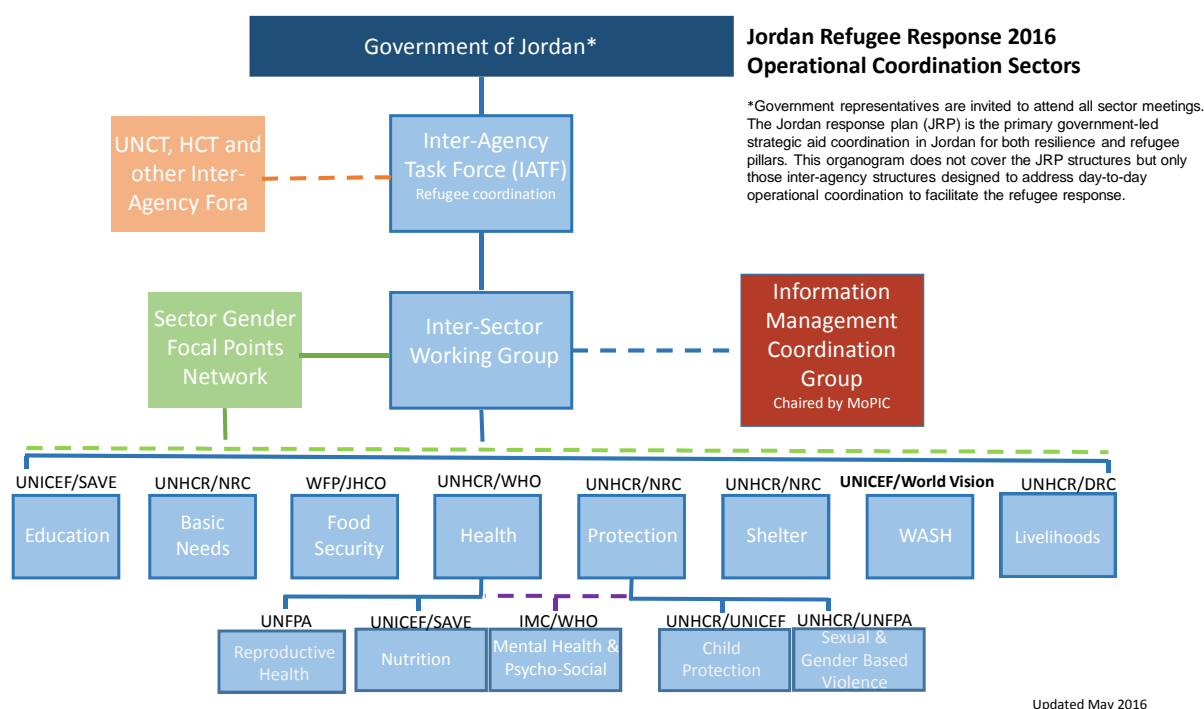
To mainstream migration in local planning, the government sought with the JRP to review submitted projects through a system in order to monitor the coherence of the projects with the government vision and to ensure that they fall under the 'resilience' plan and the refugee integration in light of the JRP. The proposed projects must be uploaded to a portal⁸⁹ following what they are normally reviewed and cleared electronically by MOPIC before being submitted to the Cabinet (to review resilience projects) or the Inter-Ministerial Coordination Committee (IMCC) (to review refugee projects) through MOPIC/HRCU for approval. Submitting entities can review their project status online anytime and are notified by email if there is a need for further information.⁹⁰

To ensure coherence, Task Forces were established for the following sectors: Education, energy, environment, health, justice, livelihoods and food security, local governance and municipal services, shelter, social protection, transport, WASH. Task Forces are chaired by

⁸⁹ Portal installed as part of the Jordan Response Plan Website of the Jordan Response Platform for the Syria Crisis, JORISS: <http://www.jrpsc.org/the-jrpsc/>

⁹⁰ <https://static1.squarespace.com/static/522c2552e4b0d3c39ccd1e00/t/58a41b9ce58c623a22793405/1487150015045/JRP+2017-2019+-+Final+Draft+-+150217.pdf>

the line ministry responsible for each sector, and composed of representatives from the government, the UN system, the donor community, and NGOs with significant involvement in that sector. In order to ensure close monitoring of the work and to feed back to the Task Forces, the UN created intersectoral working groups led by specialised UN agencies to follow up the day to day operation and to facilitate the refugee response with the main actors operating in the field. The municipality as explained earlier has not yet been involved in these sectors. The organogram explains the linkages:⁹¹




At the Civil Society Level:

The Jordanian Hashemite Charity Organisation (JHCO) was assigned to channel through the work of the civil society bodies. JHCO is a non-governmental, non-profit organisation registered with the Ministry of Social Development of Jordan with the mandate to coordinate humanitarian response efforts, manage funds from national and international donors and establish appropriate logistical support for transporting humanitarian aid to affected areas all over the world.

JHCO has endeavoured to improve its partnerships and to work in coordination with local, regional and international organisations with the aim of delivering assistance more effectively. With the onset of the Syrian Crisis JHCO has managed the early relief efforts to serve Syrian refugees in Zaatari camp and in cities through partnerships with line ministries and NGOs. JHCO continues to function as a coordinating force for international aid organisations operating in Jordan as the liaison with the Jordanian government and mainstreaming refugees in the implemented projects. Greater Amman municipality

⁹¹ http://data.unhcr.org/syrianrefugees/working_group.php?Page=Country&LocationId=107&Id=60



relationship with the Ministry of Municipalities marginalizes the presence of Greater Amman Municipality per se, since it is seen to be represented by the Ministry of Municipalities.

4.2.3 Good Practices


One of the good practices by the humanitarian aid community has been the service map indicating the public sector premises, local and international NGOs and community based centres providing services in all the districts of Jordanian cities. With the help of google map, all services provided to refugees have been pinned on the map with their detailed location and contacts. According to the map which is being built up with the main actors, until now there are 77 NGOs and all the UN bodies serving the districts of Amman. A useful gateway to accessing services provided by local and international actors: <http://jordan.servicesadvisor.org/#/?hideOthers=false>

Amman Municipality has its own GIS map with the main public sector services including schools, health centres, police stations. The map also indicates the cultural, sports, social and community centres of GAM in all districts. This builds also on the earlier map by the UN. <http://www.ammancitygis.gov.jo/ammancitygis/pages/>

At the municipal level, services are provided regardless of origin or nationality. The employees at the municipality believe that their work, at the environment, physical, social and cultural levels, is to sustain the well-being of the people and the maintenance of the city. This hospitable character of the team work inspired from the host city Amman, is not limited to providing services but also to engaging everyone in their activities. Cultural and Community centres are open for everyone. In Basman for example, where the density of Syrian refugees has been highest, the British Council uses the premises of the municipality's cultural centre to give English courses for the refugees.⁹²

Municipality Social programmes have a wide outreach to the people through the varied projects done in coordination with line ministries and local civil society bodies. The Children's Parliament which started as an idea from the board members of Amman in 2004, has proved over the years its success. The aim of this initiative is to render Amman city as Child Friendly. This was through cooperating with the Ministry of Education and the schools it oversees and engaging with children for them to dream of the ideal city taking into consideration the needs of all social groups. The elected children form their municipal council at the municipality in order to voice out needs of the group they are representing to the official parliament. The first initiative was in 2004 and held elections in 4 districts. Soon after they expanded to 9 districts and now it covers all of Amman districts. The process seeks to involve students from public schools (Government, military) and UNRWA schools to select a representative to speak about the needs of the children. The selection does not have any conditions concerning the origin of the child, so refugees have been taking part in this process since 2013. Out of 520 students from all district, 6 children are elected at the end to take a role in voicing out the needs of their peers. Elections take place every three years in

⁹² Danish Refugee Council field manager Rania Al Alem told the research team during the field visit, March Feb. 25th, 2016



November. The last elections took place in Nov 2014. As a result of its inclusive politics, the vice president is currently Iraqi and the students like Egyptians and Sudanese also made it to the current children's parliament.⁹³

4.3 Institutional Framework

Greater Amman municipality has more than 23,000 employees and provides municipal services that take into consideration environment, health and infrastructure dimensions while seeking to safeguard the identity of Amman and its cultural heritage. Through doing so, the municipality endeavours to achieve community development through investing in the human capital and partnering with the bodies in charge.⁹⁴

Greater Amman Municipality 22 councils are elected every four years. Twenty eight individuals, who are citizens of Amman, are elected as members of the Board, while another 14 are assigned by the government from among official, commercial and economic dignitaries and other service departments in town. The mayor is appointed by a royal decision. The deputy mayor is appointed from among the members of the Municipal board.

GAM, hierarchically, falls under the Ministry of Municipal Affairs. This latter supervises all activities related to the local administrative issues of the municipal councils in terms of providing services and all regulatory issues, as well as the implementation of local development projects, and the coordination of the activities and plans of these councils, to be in line with developmental issues in the entire Kingdom.⁹⁵ The Ministry also functions as the technical, financial and administrative advisor for all the municipal councils, and supervises, through its apparatus and teams, the action of the councils and the local organizations to make sure that their actions are in line with the current laws and regulations. Yet, Greater Amman Municipality is managed independently under the Prime Ministry.⁹⁶ This creates a double relation with the Ministry and the Prime Ministry which confuses the authority of GAM and its accountability.

Greater Amman municipality has been providing municipal services encompassing environment, health and infrastructure that sustain the maintenance of the capital to better serve its inhabitants.⁹⁷ The services of the municipality do not overlap with the services of the line ministries, they rather complement each other.

The departments of the municipality oversee:

- Districts and environment: Construction Inspection, Environmental affairs, Areas and environmental directorate
- Public services sector: Engineering directorate, Transportation and traffic, Public facilities and gardens, Road directorate, Fleet operations


⁹³ *ibid.*

⁹⁴ <http://www.ammancity.gov.jo/ar/gam/about.asp>

⁹⁵ <https://jordan.gov.jo/wps/portal/Home/GovernmentEntities/Ministries/Ministry/Ministry%20of%20Municipal%20Affairs?nameEntity=Ministry%20of%20Municipal%20Affairs&entityType=ministry>

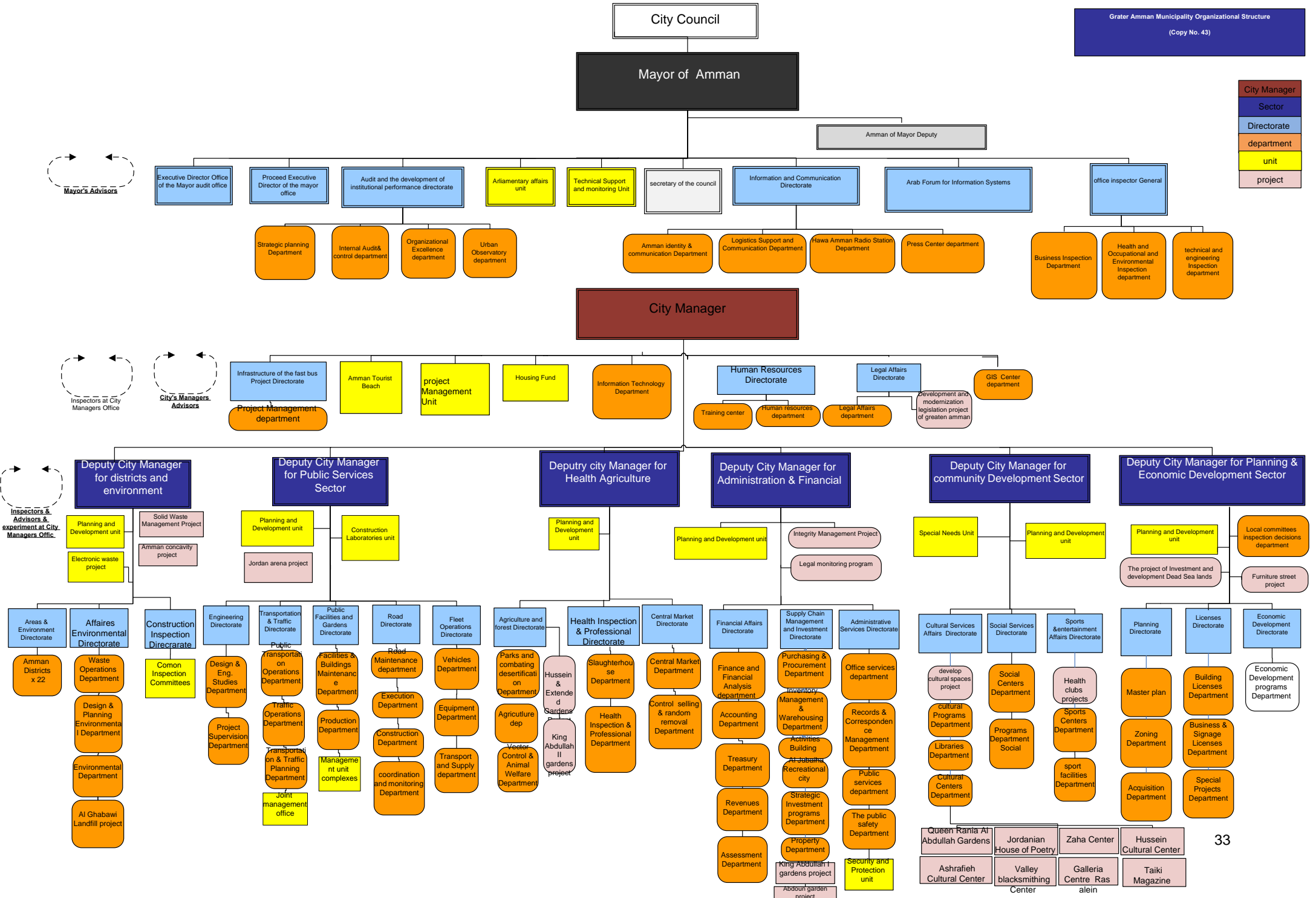
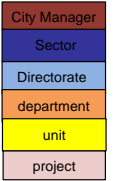
⁹⁶ <http://books.openedition.org/ifpo/5043?lang=en>,

⁹⁷ GAM provides online a directory of services to facilitate access to services.
http://www.ammancity.gov.jo/site_doc/GAMDirectoryofServices.pdf

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- Health agriculture: Agriculture and forest directorate, Health inspections and professions, Central market
 - Community development sector: Cultural services affairs directorate, Social services directorate, Sports and entertainment directorate
 - Planning and economic sector: Planning directorate, Licenses directorate, Economic development directorate
 - Administrative and financial department: Financial affairs directorate, Supply chain management and investment directorate, Administrative affairs directorate

Despite the available services for everyone, there have not been any social programmes tailored particularly to serve the migrants or refugees. Several sectors at the Municipality are only responding to the need of refugees when approached by local organisations or by line ministries such as environment, handicapped services, local community centres and social programmes.

Below is the organogram of Greater Amman Municipality and its administrative sectors:



Local Government	
Actor	Description
District and Environment department	This department is run by one of the city managers who oversees the districts in the city and all related environmental issues. The work at the district level encompasses all the tasks assigned to the municipality at the micro-level and is the closest to people, knowing their needs and livelihood vulnerabilities.
Social Programmes Directorate	The directorate coordinates with municipal public libraries that are open to everyone and joins efforts with local and International NGOs and line ministries to hold varied programmes for all groups of the society.
Community Centres Directorate	There are 20 centres that are open to all. The centres cooperate with any organisation that seeks to hold activities for the public or a specific group of the community such as refugees.
Urban Observatory	A rich source of data that has demographic and livelihood variables. The Observatory as close relationship with the Department of Statistics to feed in with recent census and statistics.

Jordanian non-governmental organisations active in the city in the area of migration and integration (including migrant organisations)	
Actor	Description
ARDD (Legal Aid) https://ardd-jo.org	Empower marginalized groups to acquire and enjoy their universal rights and freedoms by representing their needs and mobilizing relevant duty bearers to conform to human rights, good governance and the rule of law.
King Hussein Foundation - Information and Research Center www.irckhf.org	Works to improve the well-being of children, youth and families by providing objective analysis and evidence-based information to enable effective socio-economic planning and decision-making. The IRCKHF conducts research and makes recommendations to practitioners and policy makers in Jordan and the Middle East.
Jordanian Hashemite Charity Organisation JHCO www.jhco.org.jo	A multi-functional relief and humanitarian foundation. JHCO now provides direct humanitarian aid to affected countries during and/or after conflict and natural disasters. With the onset of the Syrian Crisis JHCO has turned its focus inwards and has contributed substantially to the early relief efforts to serve Syrian refugees. JHCO continues to function as a coordinating force for international aid organisations operating in Jordan as the liaison with the Jordanian government.
Institute for Family Health-Nour el Hussein Foundation (IFH-NHF) http://www.institute.org/about-us/mission/	Aims to improve access to high quality, patient-centered primary health care targeted to the needs of medically underserved communities. Develops and operates community health care centers that include primary care, behavioral health, dental and social services. Trains health care professionals to provide patient centered primary care on a family practice model. Addresses barriers to health equity to eliminate racial and ethnic disparities in health outcomes.
Queen Rania Foundation-Madrasati http://www.qrf.org/initiative/madrasati	Madrasati mobilizes the resources of individuals, private companies and organisations to improve the physical and educational learning environments of Jordan's most neglected public schools.
Jordan Health Aid Society JHAS https://jhas-international.org/?portfolio=medical-mobile-unit-mm	JHAS provides a high quality health services in peace and war with the companionship of a high qualified partners in the region believing that bridging is the gate of peace. Jordan Health Aid Society (JHAS) since Dec. 2011 has provided free primary healthcare services through a mobile medical unit (MMU) to all displaced Syrians that crossed the border into Jordan on March 15, 2011 and after. The MMU visits various homes in the region, the Ramtha, Mafrqa and cities in the south. It serves displaced Syrians there and provides free healthcare services. Any patients that may need secondary and tertiary healthcare services are referred to a governmental hospital based on an agreement between JHAS and MOH hospitals.
Islamic Center Charity Society	Contributes to the delivery of social services in Jordan. It runs medical centres, educational institutions and centres for orphans and poor all over the country.

http://www.islamicc.org/	Works currently with UNICEF on Makani project to serve refugees and local Jordanians.
Tamkeen for migrant labourers http://tamkeen-jo.org/	Tamkeen seeks to enhance social protection for marginalized groups and victims of human rights violations, regardless of social origin, race, color, sex, language, religion or other status. The main aim is to combat all forms of discrimination, trafficking in persons, torture and ill-treatment.
Noor el Hussein Foundation http://www.nooralhusseinfoundation.org	To facilitate lasting change in underprivileged communities by creating economic opportunities, building capacity for self-reliance and improving livelihoods through programs that promote poverty alleviation and job creation, access to microfinance. To ensure income-generation enterprise establishment at the community level, hoping for sustainable community development.

International Non-Governmental Organisations active in the city in the area of migration and integration ⁹⁸													
Name	Sectors												
	Health	Mental Health and Psychosocial Support	Reproductive Health	Shelter	Education	Food Security	Core Relief Items	Protection	Water & Sanitation	Gender-Based Violence	Child Protection	Community Services	Cash Assistance
UNHCR	X			X	X	X	X	X		X	X	X	
UNFPA	X							X		X			
WFP						X							
UNOPS				X									
UNESCO					X								
UNICEF					X			X		X			
UNRWA	X				X								
UN WOMEN								X					
Relief International					X								
Save the children	X					X				X		X	
Centre for Victims of Torture (CVT)		X											
International Medical Corps	X	X								X	X		
Terre Des Hommes (TdH)-It	X		X					X			X		
Terre Des Hommes (TdH)-Lausanne								X			X		
International Orthodox Christian Charities IOCC	X			X		X	X	X					X

⁹⁸ <http://data.unhcr.org/syrianrefugees/partnerlist.php>

International Non-Governmental Organisations active in the city in the area of migration and integration													
Name	Sectors												
	Health	Mental Health and Psychosocial Support	Reproductive Health	Shelter	Education	Food Security	Core Relief Items	Protection	Water & Sanitation	Gender-Based Violence	Child Protection	Community Services	Cash Assistance
International Organisation for Migration IOM	X												
International Rescue Committee IRC	X		X					X		X	X		X
Int. Relief and Development IRD	X				X		X	X	X	X	X	X	
Islamic Relief World	X			X		X	X						
Medecins du Monde	X												
Medair	X			X									X
Adventist development and relief agency ADRA				X									
AVSI					X		X	X					X
Danish Refugee Council				X			X	X					X
INTERSOS				X									
Lutherien World Federation LWF				X				X					
Mercy Corps				X			X	X					
OXFAM													X
Premiere Urgence				X									X
Shelter Box				X			X						
ACTED									X				
CARITAS					X								
Children without Borders KNK					X								
Finn Church Aid FCA					X						X		
Questscope					X								
CARE International							X						X
Jesuit Refugee Service JRS		X											
Action contre la faim ACF									X				
Japanese emergency NGO JEN							X		X				
University preparatory programme UPP					X								
World Vision International WVI					X								



4.3.1 Coordination and cooperation at city level

Local coordination has been necessary as part of the local migration policy to deal with the crisis by involving the local actors, and the international bodies in addressing the crisis in light of the Jordan Response Plan. Jordanian Hashemite Charity Organisation (JHCO) and Refugee Affairs Coordination office (Ministry of Interior) have been coordinating amongst all active actors.

As explained in earlier sections, Greater Amman Municipality is not a peer actor with the bodies mentioned in this section. Yet, the city is the host of one of the biggest refugee concentrations in Jordan. None of these bodies work closely with the municipality. As explained earlier, the premises of GAM are all over Amman, whether social, sports or cultural are available for any community. In light of the confused relationship with the Ministry of Municipalities Affairs, GAM's presence on the ground continues to be limited. While a bylaw is being drafted to give GAM the independence as a main actor, it continues to report to the Prime Ministry while it falls under the Ministry of Municipalities Affairs, administratively.

4.3.2 Coordination and cooperation with the regional and the national level


Greater Amman Municipality has not yet taken a role in addressing the migration crisis into its working agenda. It was not active in the coordination meetings leading to the Jordan Response Plan and did not take part in the task force meetings hosted by the line ministries and the United Nations bodies.

4.4 International cooperation

At Greater Amman Municipality, there are currently three ongoing projects related to refugees and their livelihoods as reported by employees at GAM.

- Mediterranean City-to-City Migration project (see 1.1) funded by the European Union and co-funded by the Swiss Agency for Development and Cooperation, aims to contribute to improved migration governance at city level in a network of cities in Europe and in the Southern Mediterranean region, including Greater Amman Municipality. The present city profile of GAM is elaborated within its framework.⁹⁹
- Amman Resilience Strategy: *Integration towards resilience* is led by 100 Resilient cities (100RC), International Rescue Committee (IRC), Global Alliance for urban crises, International Institute for Environment and Development, this project provides a unique opportunity to connect refugee response efforts within the city to long-term resilience goals and actions. The Greater Amman Municipality, in partnership with 100RC and the IRC, is dedicated to establishing a coordinated response to the refugee crisis in a way that contributes to the realisation of the City Resilience Strategy and the successful implementation of the Jordan Response Plan within the context of Amman.

⁹⁹ On MC2CM project see <https://www.icmpd.org/our-work/migration-dialogues/mtm/city-to-city/>

- 
- GIZ Green Infrastructure Projects in Jordan: The project seeks to support disadvantaged Jordanians and refugees by providing them with employment opportunities in public parks managed by the municipality: the project entails the implementation and management of public open spaces (small plazas, recreational areas, pedestrian connection, stairs, urban agriculture).

5. Immigration Situation in Amman

5.1 Overview

Of Jordan's total population of 9.5 million, the number of Jordanians is around 6.6 million, while the number of non-Jordanians who reside in the country is around 2.9 million, representing 30.6 per cent of overall population.

Almost half (49.77 per cent) of the total number of non-Jordanians who reside in the country live in Amman governorate¹⁰⁰. The number of non-Jordanian in Jordan capital reaches 1.4 million, or 36.25 per cent of Amman's 4 million population.¹⁰¹

The 2015 census provides information on the distribution in Amman governorate of Jordanians and migrants; it reflects the demographic concentrations amongst Jordanians, Syrians and other nationalities. In the course of the elaboration of GAM migration profile, Marqa area was visited to learn about the activities in Nasr and Basman in light of the high density of population particularly amongst the Syrians. Both the district managers did not know that their areas are highly dense with refugees and most importantly argued that their services are provided to everyone equally, regardless of origin.

District	Sub-district	Total	Jordanians	Syrians	%	Other nationalities	%	House holds
Amman Qassabeh	Amman	855.955	506.712	98.343	11.49	250.900	29.31	188.194
Marqa	Marqa	956.104	670.863	101.156	10.58	184.085	19.25	202.417
AlQuwaismeh	AlQuwaismeh	582.659	417.053	46.017	7.90	119.589	20.52	117.598
AlJami'ah	AlJami'ah	743.980	404.778	93.695	12.59	245.507	33.00	174.764
Wadi Essier	Wadi Essier	367.370	218.026	41.466	11.29	107.878	29.36	86.516
Sahab	Sahab	169.434	92.334	28.292	16.70	48.808	28.81	32.222
Jizzeh	Jizzeh	104.165	61.087	8845	8.49	34.233	32.86	18.110
Jizzeh	Um Rassas	13.839	12.742	128	0.92	969	7.00	2547
Mowaqqar	Mowaqqar	47.753	35.199	5441	11.39	7113	14.90	8692
Mowaqqar	Rojom Shami	36.617	27.582	4285	11.70	4750	12.97	7054
Na'oor	Na'oor	78.992	64.414	5863	7.42	8715	11.03	16.954
Na'oor	Um El-Basatien	19.517	16.222	1006	5.15	2289	11.73	3878
Na'oor	Husban	31.141	27.914	1041	3.34	2186	7.02	6393
Total Governorate		4'007.526	2'554.926	435,578	10.87	1'017022	25.38	865.339

¹⁰⁰ Amman governorate is different from Greater Amman Municipality. Amman governorate is composed of GAM 22 districts plus 5 areas and two villages (Lahoune and Um Rassas). The data is not available at GAM level.

¹⁰¹ DOS 2015 Census http://www.dos.gov.jo/dos_home_a/main/population/census2015/Persons/Persons_3.4.pdf

5.2 Migrant Population

	Population in Jordan	Greater Amman Municipality		Legal Status	Sectors /activity	Migration trends ¹⁰²
		Population (2015 ensus)	%			
Palestinians (West Bank/Gaza Strip)	634,182 (2015 census)	300,000	6%	Jordanian Travel Document (Not citizens)	Education Business Construction Municipal services	NA
Palestinians from Syria	18,000 (UNRWA)	NA	NA	UNRWA Relief Card	No right to employment, Education is possible at UNRWA schools	NA
Syrians refugees	1.265,000 (2015 census) 660,170 (HCR/June 2017) ¹⁰³ 50.7% female Age structure: 0-5: 16.4% 5 -17: 35.3%.	176,419	28%	Ministry of Interior (MOI) card and HCR registration	53% crafts and related trade workers 24% services and sales workers 12%in manufacturing 8% in accommodation and food service industry	NA
Iraqis refugees	130,911 (2015 census)	NA 80% of Iraqis household settled then in Amman	1.3%	MOI card and HCR registration	Investment and business	Registration of Iraqis decreased o 250% in 2015 compared to 2014 (9,861 vs 21,538). The steady average registration of 821 individuals /month is expected to continue in 2017. Border control and visa requirements will certainly continue to impact and reduce the number of new arrivals, while Iraqis who entered Jordan in previous years and never approached UNHCR for registration before may now decide to do so.

¹⁰² Global focus <http://reporting.unhcr.org/node/2549> accessed 20 Feb


¹⁰³ Women 18-59: 25.6% and + 60: 13,253; male 18-59: 22.7% and + 60: 9,493. Global focus <http://reporting.unhcr.org/node/2549> accessed 20 Feb

Yemeni refugees	31,163 (2015 census)	NA Majority in Amman	0.33 %	HCR registration	Unskilled migrant workers. No employment right	2015 witnessed a high increase in Yemeni new registration, 14 times higher than 2014 (219 registrations in 2014 and 2,983 in 2015). However, UNHCR does not expect this trend to continue in 2016 as Jordan introduced a visa regime for Yemen early in the year. Additionally, most registrations are expected to be in situ registrations of people who have been in Jordan some time and who had originally left Yemen for reasons other than seeking asylum.
Libyan refugees	22,700 (2015 census)	NA Majority in Amman	0.24 %	HCR registration	NA	NA
Sudanese refugees	2,643 (2015 census)	2,643	6%	HCR registration	Informal work (No right to employment)	There has been a significant decrease of new arrivals from Sudan in 2015 when compared to 2014 (1,523 vs 644). The number of newly arriving Sudanese is not expected to grow substantially as the Jordanian authorities are tightening control over the issuance of visas, with several arrests made in late 2015 of individuals facilitating visa issuance for Sudanese nationals.
Somali refugees	794 (2015 census)	794	NA	HCR registration	Informal sector (No right to employment)	Some left Amman to find cheaper places to reside in or to find job opportunities either in private farms or in private firms as guards. ¹⁰⁴
Other nationalities	197,385 (2015 census)	NA	2.07 %	NA	NA	
Economic migrants¹⁰⁵						
Egyptian	636,270 (2015 census)	NA	6.68 %	only 175,000 holders of work permit issued by Ministry of Labour	Construction, agriculture, informal work (illegally)	
Indonesians	1,233 ¹⁰⁶	NA	NA	Work permit and entry	Domestic workers ¹⁰⁷	

¹⁰⁴ http://ardd-jo.org/sites/default/files/resource-files/ardd-la_-_putting_needs_over_nationality.pdf

¹⁰⁵ In 2016, the number of economic migrants in Jordan varies between 725,000/800,000 (Ministry of Labour source) and 1,200,000 (Tamkeen association's estimation). The number of economic migrants in possession of work permits is 315,016. 2016 statistics from Ministry of Labour, May 9, 2017

¹⁰⁶ <http://www.jordantimes.com/news/local/646-female-guest-workers-jordan-are-domestic-helpers>



				visa		
Philippine	17,000 (2016 Ministry of Labour)	NA	NA	Work Permit and entry visa	Domestic workers	
Bangali	49,000 (2016 Min of Labour)	NA	NA	Work Permit and entry visa	Domestic workers	
Indian	12,000 (2016 Min of Labour)	NA	NA	Work Permit and entry visa	Workers at QIZ and domestic workers	
Iraqi (non refugees)	770 (2016 Min of Labour)	NA	NA	Work Permit and entry visa	Informal work	
SriLanki	8572 4,830 (QIZ workers) 3,742 (Domestic workers) ¹⁰⁸	NA	NA	Work permit and entry visa	QIZ Workers Domestic workers	

¹⁰⁷ Domestic helpers constitute 64.6 per cent of all 76,473 female guest workers in Jordan, a Sisterhood Is Global (SIGI). <http://www.jordantimes.com/news/local/646-female-guest-workers-jordan-are-domestic-helpers>

¹⁰⁸ <http://www.jordantimes.com/news/local/646-female-guest-workers-jordan-are-domestic-helpers>



6. Immigrants' enjoyment of human rights and access to services and local authorities' corresponding duties in Amman

6.1 Overview

The high influx of refugees has put extra challenges on Amman to accommodate the new comers. Although Greater Amman Municipality does not have a role in the provision of basic rights to the residents of Amman, the new comers have added the pressure on a city that has high unemployment rate, shortage of water and lacks financial resources. The municipality's services are limited to public spaces like the congested traffic and running roads, away from provision of basic rights such as education, health or housing. Each line ministry ensures the quality of its service and thus provides it to those who can access its services (particularly the registered migrants with the Ministry of Interior). It yet is dealing with the demographic change that has been changing the social tissue and the distribution of the urban poor and the urban refugee poor who are increasing the burden on the capital and as a result on the livelihood opportunities.

It is indispensable to have a legal status in the host country to secure a decent socioeconomic livelihood through accessing basic services. The Government of Jordan requires all refugees to have a valid Ministry of Interior (MOI) card from the area where they are living. Holding a valid MOI card is mandatory for access to government public services, in particular health and education services. The new MOI card is a plastic card that contains identifying personal information (name, date of birth, as well as biometric data). Additionally, refugees require UNHCR's Asylum Seeker certificate to access many services and assistance provided by humanitarian agencies. Moreover, every Syrian in Jordan must register with the Government of Jordan, which in early 2015 began a process to re-register all Syrians in the country; as of October 2016, that process, known as the Urban Verification Exercise ("UVE") has begun. Through the UVE, Syrians living in host communities outside the camps receive new MOI cards. UVE focused on registered refugees rather than the broader Syrian population living in Jordan without new MOI card.

There have been several challenges for refugees to obtain a new MOI card. Lacking civil documentation has made it harder to obtain legal documentation: the lack of marriage certificate could not register the births of children. When children do not get MOI card this means they are not entitled to access services. A big number of Syrians have been simply ineligible to receive a new MOI card in host communities – usually because they had left Jordan's refugee camps without official authorization – and faced the risk they would be forced to relocate to the camps, even though they wanted to remain living in host communities.

6.2 Language

Arabic is the official language in Jordan. The biggest influx of refugees in Jordan has arrived from countries speaking Arabic with a slightly different dialect. Language has not been a barrier for the refugees from Iraq, and Syria.

Somali refugees have had some cultural challenges in Jordan because of language barriers, which have added greatly to their daily struggles, namely by making them more vulnerable to exploitation and discrimination. The majority of Somalis speaks neither Arabic nor English, and Somalis often speak different Somali dialects. For the same reasons, within each city, they prefer to stay close to one another to provide one another with daily support.¹⁰⁹

Meanwhile the language barrier is less significant for Sudanese refugees. Most of them speak English well, and some speak Arabic. Nevertheless, a significant number of Sudanese struggle with both languages and, therefore, “translators” who handle the same myriad of day-to-day tasks are also present within their communities.¹¹⁰

6.3 Education, Vocational training

Since the outbreak of the conflict in Syria in 2011, and the influx of the refugees to Jordan, Education Ministry took some measures to accommodate their educational needs. All refugee children have been given access to government schools education provided that they have the Ministry of Interior Card.


These accommodations include hiring new teachers, allowing free public school enrollment for Syrian children, and having second shifts at nearly 100 primary schools to create more classroom spaces. In the fall of 2016, the ministry aimed to create 50,000 new spaces in public schools for Syrian children, and to reach 25,000 out-of-school children with accredited “catch-up classes.” This project was handled by UNICEF which established partnerships with civil society bodies in order to have a wider outreach to those who are unable to access formal education. To enroll more Syrian children in 2016-2017, the ministry opened second shifts at an additional 102 schools. As a result, donors pledged to give US\$700 million per year to Jordan for the next three years, aiming to play a role in providing educational opportunities. The result was that between 2012 and 2016, the proportion of Syrian refugee children enrolled in formal education increased from 12 to 64 percent.¹¹¹

The UNESCO Amman Office is implementing several projects to sustain quality education and promote skills development opportunities for young Syrian refugees and young Jordanians impacted by the humanitarian crisis. Some projects are on technical and on vocational training, others on access to management information through access to certain centres, added to specific training for women. These projects aims to address the challenges

¹⁰⁹ http://ardd-jo.org/sites/default/files/resource-files/ardd-la_-_putting_needs_over_nationality.pdf

¹¹⁰ *ibid.*

¹¹¹ <https://www.hrw.org/report/2016/08/16/were-afraid-their-future/barriers-education-syrian-refugee-children-jordan>



posed by the escalating influx of Syrian refugees on the quality of education in Jordan and strengthen the future employment prospects of displaced Syrian youth.¹¹²

Through this approach, the many projects that are being implemented by the multi parties (locals and internationals) to serve the local communities are conditioned to serve both the local Jordanians along with the refugee community in each area. In some projects, the beneficiaries are conditioned to be 30 percent Jordanians vs 70 percent Syrians or Iraqis. For example, UNICEF funded project Makani (My Space) for non-formal education which aims to expand learning opportunities for all children not accessing any form of education in Jordan, has conditioned the portion of the Jordanian beneficiaries to be 40 percent Jordanians while 50 percent Syrian refugees (10 percent for other refugees). Makani centres established all over Jordan and in Amman in existing local community centres sought to fulfill the educational gaps these migrants are encountering. The partner in Makani project is the Islamic association, which has 48 centres in Jordan.¹¹³ Makani has a holistic approach that provides all vulnerable children and youth with learning opportunities, life skills training and psychosocial support services under one roof. Such projects with a development approach, have sought to engender inclusion amongst the members of the community benefiting everyone without giving privilege to a particular group.

Lack of documentation is a major factor that has been preventing refugee children from obtaining Ministry of Interior Card and enrolling at schools. Such cards are virtually unobtainable for tens of thousands of Syrians who left refugee camps without first being “bailed out” of the camps by a guarantor—a Jordanian citizen, a first-degree relative, and older than 35—after July 2014, when a new policy was introduced. Since February 2015, Jordan has also required that all Syrians obtain new service cards, although schools have allowed children to enroll with older cards. As of April 2016, about 200,000 Syrians outside refugee camps still did not have the new cards, and humanitarian agencies estimate tens of thousands of them may be ineligible to apply.¹¹⁴

Moreover, certification and documentary requirements create additional barriers to enrollment for older children. Requirements of some school directors that children show official school certificates from home country proving that they completed the previous grade are impossible for many families that fled fighting and conflict without bringing originals. For example, up to 40 percent of Syrian refugee children in Jordan lack birth certificates, which are required to obtain service cards. Lack of birth certificates will pose a barrier to enrollment to increasing numbers of children as they reach school age.

And if they had the right papers and the documentations to enroll, a number of vulnerable conditions affect families’ abilities to maintain children in schools, including but not limited, to early marriage, violence or perceived threat of violence, psychological distress, children’s disabilities, mobility of the family and distance to school. Children whose families do not have the means to pay for transportation fees to distant schools, end up dropping out from

¹¹² <http://www.unesco.org/new/en/amman/education/technical-vocational-education-training/emergency-education-response-to-syrian-refugees-in-jordan/>

¹¹³ Oral Communication, Fawwaz Mazrawei, social development director, Islamic Association March, 23, 2017

¹¹⁴ <https://www.hrw.org/report/2016/08/16/were-afraid-their-future/barriers-education-syrian-refugee-children-jordan>



school.¹¹⁵

6.4 Employment and entrepreneurship

6.4.1 Economic Migrants

The Ministry of Labour (MOL) has a prominent role in dealing with economic migrants in terms of organising their work, the recruitment process and granting work permits. It is the Ministry of Interior that is responsible for providing them with residence and work permits. The Public Security Directorate with its various departments is in charge of implementing laws, systems and official orders in addition to assisting public authorities to perform their functions or duties. The MOL is in charge of issuing work permits. The Municipality is given the responsibility of issuing vocational permits to registered commercial registry which is done based on the approval of The Chamber of Commerce of Amman, as a way to support entrepreneurial initiatives amongst residents of Amman. When fulfilling the requirements of needed documents and financial ability, a commercial registry is issued.¹¹⁶ According to Eng Hadeedi from the department of Vocational Permits at GAM, the municipality issues 6-7 thousand vocational permits yearly and renews about 86,000 permits yearly without asking the applicants about their nationalities. At the Vocational permits department it is the commercial registry that matters, regardless of the nationality.¹¹⁷ The provisions of Jordanian Labour Law and labour rights are applicable to all workers both Jordanian and migrants, including irregular workers. A worker is defined in Labour Law 8 of 1996 as “every person, male or female who performs a job against wages and is subordinate to the employer and at his service”. Most importantly, Article 12 of Jordanian Labour Law oversees all matters related to migrant workers.¹¹⁸

At the beginning of 2016, it was decided to close several careers to economic migrants. A way for the MOL to prioritise the professional nationals in light of the pressure on the labour market caused by the Syrian refugees since 2013 and the economic labourers, it reserved some jobs exclusively for Jordanian workers. The Closed Professions List published by the MOL with at least 16 job types specified. Those professions closed to all non-Jordanians include medical and engineering, teaching, most service sector jobs (sales, services, beauty salon), clerical and telephone jobs, driving, guard and servant positions, and industrial related jobs (warehouse, car repairs, electrical).


Jordan has a relatively open-door policy for semi-skilled and low skilled labour and it regulated the status and recruitment of foreign labour. Recruitment agencies of foreign workers are regulated by government. There are agreements between Jordan and the major states sending labour workers: Egypt, Indonesia, Philippines and Indonesia. For a migrant to work in Jordan, he/she must submit an application to the MOL, provide a work contract and a notary or bank guarantee in case the worker is not paid due wages. This entails also issuing a card of residence and work permit. Despite this, economic migrants in particular are subject to several violations due to their presence in a foreign country with limited social and economic support.

¹¹⁵ <http://www.unhcr.org/innovation/5-challenges-to-accessing-education-for-syrian-refugee-children/>

¹¹⁶ Details of the commercial registry is found here <http://www.ammanchamber.org.jo/node/?id=85&lang=en>

¹¹⁷ Oral communication with Eng. Ali Al Hadeedi, Department of vocational permits, on 12 July 2017.

¹¹⁸ <http://tamkeen-jo.org/download/walled%20in%20by%20alienation.pdf>



Many workers in the Qualifying Industrial Zones (QIZ) are exposed to a number of violations documented by Tamkeen in complaints received by the center and from field visits conducted by Tamkeen's working group to industrial zones and interviewing workers in the field. The most prominent abuses are unpaid wages, unpaid overtime, long working hours, deprivation of leave time, the forced amendment of their employment contract, physical abuse and sexual harassment. The total number of migrant migrants in the QIZs is 50,135 consisting in 11,499 men, 27,290 women and 11,346 Jordanian workers comprising of 4,301 males and 7,944 females.¹¹⁹

6.4.2 Forced Migrants and Labour

As per the records of Ministry of Labour (MOL) / Department of Syrian Refugees, only 51,000 work permits have been issued for Syrian refugees in Jordan until May 2017.¹²⁰ Practically all Syrian refugees working outside camps do not have work permits and are as such employed in the informal economy and outside the bounds of Jordanian Labour law. These are estimated to be about 200,000.¹²¹ This latter figure reflects the number of Syrians in Jordan as a whole (not in Amman) and indicates the risk of violations in basic rights which could be: low and declining wages, longer working days, and poor working conditions and regulations, including lack of proper work contracts.

According to the MOL, Syrian refugees have been given priority over other foreign nationals to apply for work permits at the start of the crisis, provided the positions they were applying for did not compete with Jordanians.¹²² In April 2016, MOL temporarily stopped enforcing penalties against Syrian refugees working without permits, "relaxed inspection policy" by the ministry and waived the fees to obtain them during a three-month grace period.

As a result of the 2016 London Compact (see 4.2.1), Jordan pledged to issue up to 50,000 work permits for Syrians in sectors where they would not compete with Jordanians, and said it would open— depending on future investment and donor support—"special development zones" where up to 200,000 Syrians could be hired with a high degree of skills match (e.g. handicrafts, textiles), to manufacture products for export, primarily for European markets. The Council of the European Union decided in July 2016 to grant such products tariff-free treatment, provided that there is a 15 % minimum enrollment of Syrians. Amman has two of these industrial zones: Industrial Zone of El Jeezeh, Qastal, QIZ/Sahab, Industrial zone of Marka, Industrial zone of Mowaqar, Industrial zone of King Abdallah City in Sahab.¹²³

¹¹⁹ Walled in Alienation, Tamkeen pp 9-17 <http://tamkeen-jo.org/download/walled%20in%20by%20alienation.pdf>

¹²⁰ Meeting with the head of Syrian Refugee Department at the Ministry of labour, Hamdan Yacoub, May 9, 2017.

¹²¹ *Ibid.*

¹²² Required documents when applying for a work permit: The work permit is valid for one year. Syrian workers and their employers must provide the Labour Directorate with the following: Application forms, Two copies of the work contract, Valid vocational license of the establishment, A copy of a valid passport for the worker, Proof from the Social Security Corporation of workers' subscription, Ministry of Interior's identity card and a health certificate. This later was waived for the Syrians only. If the worker is applying for the first time, the application is referred to a committee at the ministry for approval. *What are the fees for obtaining a work permit?* Under Jordanian law, employers are required to pay for a worker's permit. The fees range from 170 – 370 Jordanian Dinars (\$240-\$522). Yet, these fees are subject to increase according to the Ministry of Labour and in some cases, they may reach as high as 700 JD (\$986). http://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_422478.pdf

¹²³ Meeting with the head of Syrian Refugee Department at the Ministry of labour, Hamdan Yacoub, may 9, 2017.

The aim of the Compact was to change the macro-level conditions for job availability in the country through radical improvements in trade and investment, in order to boost employment and accommodate the participation of Syrians in the labor market. These macro-level changes will impact various sectors differently, depending on the skill levels, type of jobs, and in cases where quotas regulate the number of employed Jordanians. Greater Amman Municipality has not been involved in the matter, but will benefit from the organisation of work, with more opportunities for the residents of Amman to secure economic opportunities.

As part of this new paradigm shift toward promoting economic development, new investments in Jordan are to be explored. A vital part of attracting business and stimulating economic growth is improved access to the EU market, as argued in the 2016 London conference. Furthermore, it has been reported that the volume of Syrian investments accumulated in the free zones in Jordan since the outbreak of the Syrian crisis reached approximately US\$ 200 million. In ILO social protection and employment report, Dr Katta reports that these Syrian investments are dispersed across 385 industrial and commercial facilities owned by 500 Syrian investors and are concentrated in several sectors, most importantly the industrial and commercial sectors.¹²⁴ These investments have contributed significantly to the provision of job opportunities for Jordanians. It has also significantly contributed to an increased value of national exports. It is noteworthy that the Jordanian government agreed to facilitate the entry of Syrian investors and issue them ID cards by the Jordan Investment Board (JIB). Permission was granted for skilled Syrian workers to make up between 30 to 60 per cent of the investors' workforce in the remote areas and industrial cities outside the provincial centres, depending on the development needs of the provinces within the specific controls.¹²⁵ The minimum amount to create an investment is 1000 JDs, in a partnership with a Jordanian investor.¹²⁶ While Amman municipality has no role in this, yet its maintenance of the city and the roads will ensure the easy mobility to and from these industrial zones without major hassle.

Until today the 51,000 work permit issued for Syrians can be classified under the following categories:¹²⁷

Profession	Work permit
Agriculture	16,000
Industry	9,800
Commerce	8,000
Food services	7,000
Construction	4,500

As a result of implications and difficulties to issue a work permit the biggest number of Syrians and other refugees are working with no work permit. The violations they are exposed to, as reflected by a field study conducted by Tamkeen in 2016 are:¹²⁸

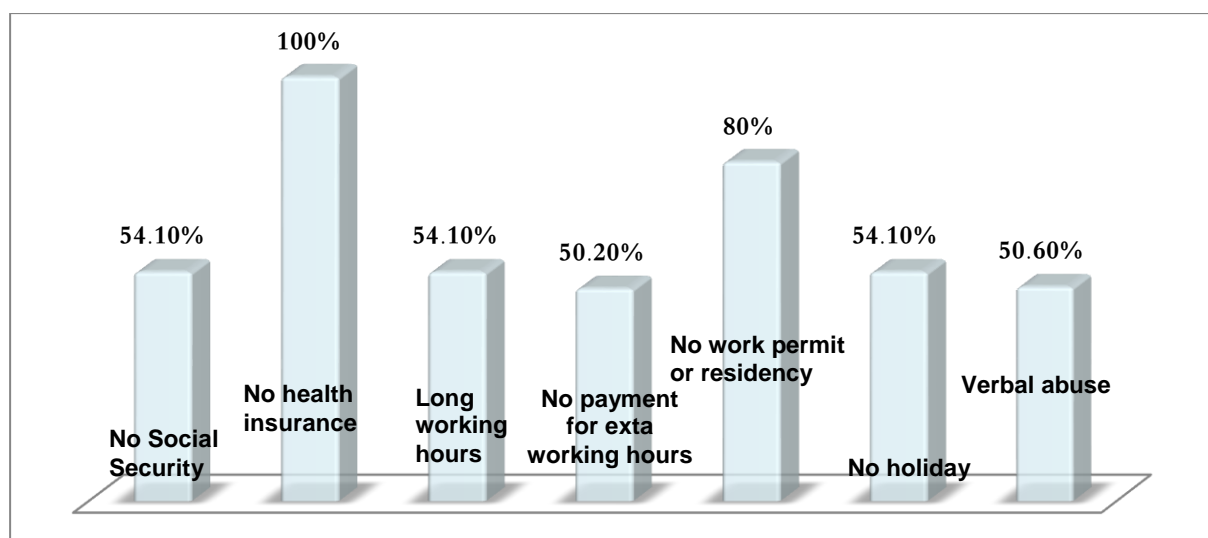
¹²⁴ Maha Kattaa, "Social protection and employment for Syrian refugees in Jordan," Conference of Regulating Decent Work Networks, 2015, ILO

¹²⁵ *ibid.*

¹²⁶ Meeting with the head of Syrian Refugee Department at the Ministry of labour, Hamdan Yacoub, may 9, 2017.

¹²⁷ *Ibid.*

¹²⁸ Tamkeen Annual report 2016



Number of Somali or Sudanese working in the informal sector having the same risks mentioned above is not known. Refugee women also work in the informal sector, mostly from home. According to UNHCR 145,000 households in host countries of Syrian refugees are run by women. As per a study conducted by Care international, 15 percent of the refugee women from Syria work in tailoring, food processing (sweets and pickles). 35 percent of these women work as domestic workers in Jordan.¹²⁹


6.5 Health and Social Affairs

Official documentations and personal identification cards from Ministry of Interior are necessary for migrants to access basic services in Jordan. A reasonable cost is to be paid by migrants to access health services in Jordan. Syrian refugees with the right documentation have been charged at the same rate as for uninsured Jordanians and has been subsidised by the Government of Jordan. Families with ongoing health issues or complicated health needs face considerable financial and other burdens in securing appropriate healthcare. The fees imposed by Jordanian health Ministry may not appear to be high but are unaffordable for most refugees who are struggling to feed their families. Refugees who have left refugee camps unofficially or who have re-entered Jordan after having previously returned to Syria are not eligible to receive these documents and therefore cannot access public services leaving them reliant on humanitarian aid or private donors.¹³⁰

Several NGOs are involved in the health sector whether locals and internationals, creating mobile clinics and providing health care centres within the areas that are densely populated by refugees. The services cover basic health care, but also address the needs of people with special needs, disabilities or psychologically traumatised individuals. Greater Amman municipality through its Unit for handicapped could potentially support the local communities within its outreach. As reported by the UN, 24.5% of the refugees (155,173 people) has been identified as having a specific need, while 205,196 specific needs have been identified due to some people exhibiting more than one specific need. Common needs include children at risk,

¹²⁹ *Ibid.*, pp 24-26

¹³⁰ <https://www.amnesty.org/en/latest/news/2016/03/jordan-syrian-refugees-blocked-from-accessing-critical-health-services/>



possessing specific legal or physical protection needs, serious medical conditions, and women at risk.¹³¹

6.6 Housing

Amid rapid political and economic change at local and regional levels, Amman was clearly divided into two socio-economically and geographically distinct parts: west Amman and its suburbs, characterised by upper income neighbourhoods, open space and good infrastructure; and east Amman, characterised by middle and lower income neighbourhoods, over-crowded living conditions and poor infrastructure.¹³²

Four Palestinian refugee camps lie within the districts of Greater Amman municipality: Talibieh (Jeezeh), Prince Hassan camp (Jabal Naser), New Amman Camp (Wihdat) and Jabal Hussein camp (Jabal Hussein). These camps over the years and due to the economic growth and social changes did not remain limited to the Palestinian refugees served by UNRWA. Camps include many of the economic migrants (such as Asian domestic workers and Egyptians) and the new influxes of forced migrants seeking cheap accommodation to stay in of Iraqis, Yemeni and Syrians. Iraqis, depending on their financial abilities live in the east of Amman close to cheap markets and affordable rents and others live in West Amman where their money permits them to be in a higher standard of living. Sudanese and Somali live in the centre of the city mainly, close to downtown and close to all services for refugees in the heart of the city.¹³³

Many Syrian families are accepting substandard housing arrangements, often in unfurnished apartments with insecure or informal tenancy agreements. For the majority of Syrian families who have insecure livelihoods or income, maintaining rental commitments is a considerable burden and rental arrears have both financial and protection implications. At present the UNHCR and several NGOs make cash grants to refugees and poor Jordanians for rent. As a result of the high demand of cheap flats by refugees, the grants given to the Syrians have unintentionally have driven rents up for everyone. The UNHCR operates the largest cash-for-rent assistance program and facilitates the Shelter Working Group, a collaborative body of humanitarian organisations and government ministries that work on housing.


NGOs in towns and cities focus on five forms of intervention laid out in the 2015 plan: cash-for-rent aid, upgrading, construction of new units, winterization of existing homes, and housing and property rights legal education. In this, there has been no role for Amman municipality. Besides the UNHCR, the International Catholic Migration Commission (ICMC) and Caritas are the primary distributors of cash for rent. These housing assistance programmes do not cover economic migrants.

UN-Habitat proposed the Jordanian Affordable Housing programme concept and design which introduces several innovative aspects including combining humanitarian with development activities, identifying better housing solutions for refugees and reducing the costs of housing units through smaller sizes of plots/dwellings constructed incrementally

¹³¹ <http://reporting.unhcr.org/node/2549>

¹³² Razzaz Omar, 1993 Contested Space: urban settlement around Amman, in *Middle East Report*, No 181, p.10

¹³³ http://ardd-jo.org/sites/default/files/resource-files/ardd-la_-_putting_needs_over_nationality.pdf



without subsidies - therefore sustainable and scalable. UN-Habitat's enabling role created the needed linkages to finance and deliver smaller-sized affordable incremental housing units for vulnerable refugees and Jordanian families. The role of the private sector was enhanced to address housing needs of lower income groups and refugees – it is a market driven programme¹³⁴ that is still in its very early stages.

6.7 Public perception of migration and integration

The open border politics for decades until the recent conflicts reflected the welcoming politics without any restrictions. Yet, the increased pressure at schools, health centres, main services and natural resources (water) risk to create intercommunal tension in some areas where Jordanians see Syrian refugees as having increased class sizes, and straining factor on natural resources. The Jordan Response Plan (JRP) as a result prioritized resilience in order to strengthen the national assets to better manage the current crises and the financial constraints.

Most importantly, JRP has emphasized the sense of agency amongst the Syrians and the ways the society could benefit from investing in this energy. The protracted refugee situation in light of the sparse options for the refugees to return soon, shaped the paradigm of development with prospects of change to the better. This aimed to build positively on the human asset that could be invested to serve everyone in the country, welcoming the professional competition to serve the Jordanian development strategy.

The perception of the public accordingly vary: some is still convinced that the 'other' Arab refugees or economic migrants took their chances in jobs, water, transportation and shelter. Others argue that prices increased as a result of the higher demand on consumption goods, housing and public services. While others could see that the economy has been vibrant with lots of new opportunities because of the dense mobility of people and of economy.

The ongoing effort by the Government of Jordan, the United Nations and the civil society bodies reflect the long term vision to create inclusive cities for everyone. These efforts seek to serve locals, economic migrants and refugees alike. Creating a dialogue between the locals and the migrant groups is happening in many of the local community activities aiming to strengthen their social capital and build a mutual understanding about the challenges of each group.

¹³⁴ <https://unhabitat.org/jordan/jordan-housing-and-slum-upgrading/>

7. Reflection on migration data in Amman

This report aimed to build an understanding of the city Amman and the way Greater Amman Municipality has managed the migration influx. A review of the migration history of Jordan was indispensable to explain the current politics of the state towards economic and forced migrants. The report built a basic archival knowledge of the main actors working on migration and a thorough literature review of the main articles and reports written about Jordan and its handling of the migration issues.


Through visiting some of the main actors and learning about the potential role that could be played by the many departments of Greater Amman Municipality,¹³⁵ this action-oriented report endeavours to create a dialogue between the involved parties and explore the ways each could support the other through knowledge and research, community services and development projects. In light of this, this report with the material it presents, aims to propose an improved migration governance at the city level with a wider scope to relate to other cities involved in this project.

This report concludes with some main points that should lead to a real action:

1. Greater Amman municipality has a big potential to be involved with its team to support in the humanitarian and development strategic plan of the government to manage the migration crisis.
2. It is necessary to encourage line ministries, Greater Amman Municipality and local communities to collaborate in their development planning. The experience of each body differs and their area of speciality can complete each other in a constructive manner seeking to better serve the recipients. Collaboration between line ministries, Greater Amman Municipality and local communities can be through sharing know-how through a network of experts.¹³⁶ This is why the City Stakeholders Group (CSG) was created to facilitate the network amongst all parties.
3. It is important to build on the existing assets of each party in the network. Amman Municipality has a strong asset encompassing environment services, health services, cultural, sports and community services, social programmes and urban planning. As a highly dense city with locals, economic and forced migrants, Greater Amman municipality could play a role in the Jordan Response Plan responding with resilience to the current crisis. Certain themes do fall within its field of specialty and build up a clear vision to invest in the human capital and to widest the understanding of social cohesion. .
4. During the work on this report, it was noticed that data on Amman and its people of locals and migrants are available thematically in different bodies and organisations. The urban observatory of the municipality has the potential to create a data base

¹³⁵ See Annex 2

¹³⁶ <http://reliefweb.int/report/jordan/jordan-compact-new-holistic-approach-between-hashemite-kingdom-jordan-and>



where all available information about Amman is collected and archived. Building up such a resource office using the existing variables would permit further research work to be done. This could encompass more detailed field work and analytical studies of the living circumstances of the people in Amman. An archive, worked through professionally can enable policy makers and researchers to benefit from the wealth of information available about Amman and to have a higher credibility with the information they access.



Annex 1 Portals with information

UNHCR data base

<http://data.unhcr.org/syrianrefugees/country.php?id=107>

UNHCR Global Focus of operations

<http://reporting.unhcr.org/node/2549>

Data Base of actors in Amman (Service provider)

<http://jordan.servicesadvisor.org/#/results?region=Amman%20Governorate&hideOthers=false>

Refworld

<http://www.refworld.org/country/JOR.html>

Relief Web

<http://reliefweb.int/country/jor>

Jordan times census

<http://www.jordantimes.com/news/local/population-stands-around-95-million-including-29-million-guests>

Jordan Response Plan

<http://www.jrpdc.org>

Annex 2 Contacts of main Actors invited to take part in the City Stakeholders Group

Actor	Contact Person	Email
Greater Amman Municipality Departments		
Amman Manager	Eng.Bassem Tarawneh	
Directors of 22 districts of Amman		
GIS	Eng.Nidal Marji	
Community centres	Eng. Attyat	
Social programmes	Eng.Nancy Abu Hayyaneh	
Urban Observatory	Eng. Akram Khreisat Dr Nasr Qandeel	
GIS	Eng.Nidal Marji	
Local Civil Society		
ARDD	Samar Muhareb Director and founder	s.mubareb@ardd-jo.org
Tamkeen	Linda Kalash Director	linda@tamkeen.jo
Jordan River Foundation	Enam Barrishi	e.barrishi@jrf.org.jo
Nour el Hussein Foundation	Rawan Dabneh	
Jordanian Hashemite charitable organisation (JHCO)	Mohammed Kilani	
Jordan Response Plan / HRCU		
Jordan Health Aid Society	Yarub el Ajlouni	
Islamic Associations	Fawwaz Mazrawi	
Central authorities		
Ministry of social development	Eyad Ghrais	
Ministry of Planning and Int.cooperation	Dr Fedaa Gharaibeh	
Syrian Refugee Affairs Directorate	Dr Saleh Kilani	
Ministry of Labour Syrian refugee department	Hamdan Yacoub	
International NGOs		
Danish Refugee Council	Rania Al-Alem Deputy program manager	Rania.alalem@drc-jordan.org
Danish Refugee Council	Sawsan Ababneh Livelihoods Officer	Sawsan.ababneh@drc-jordan.org

Norwegian Refugee Council	Rachida Aouameur Protection and advocacy advisor	rachida.aouameur@nrc.no
Care International	Lina Rabaia (Advocacy person)	Lina.Rabaia@care.org
Save the Children	Sharmila (Advocacy coordinator)	sharmila.shewprasad@savethechildren.org
Questscope	Muaath Amireh Alexandra Dominguez	m.amireh@questscope.org a.dominguez@questscope.org
MECI	Dina Al Masri	dalmasri@mecinstitute.org
United Nations bodies		
Health working group (UNHCR and WHO)	Ann Burton	burton@unhcr.org
Education working group (save the children and UNICEF)	Eugene HA	eha@unicef.org
Child protection working group	Mariann Aase	gaase@unicef.org
Livelihood working group	Rema'a Alawi	alawi@unhcr.org
UNHCR- Amman Coordination Co-Chair	Rawan AL Omari- Protection Associate	ALOMARIR@unhcr.org
South Coordination chair (part of the inter-agency coordination) ¹³⁷	Mohammed AL-Ani	alani@unhcr.org
Amman and South Coordination Co-Chair	Carmen Issa Coordination and Referral Manager	carmen.issa@drc-jordan.org
Makani/ UNICEF education	Maha Homsy	mhomsy@unicef.org
UNRWA Palestinian refugees of Syria UNRWA operations in Amman	Andrew Night Dejan Potpara	a.night@unrwa.org dejanpotpara@gmail.com

¹³⁷ As per their March meeting, 17 Feb.2017, the participants are: ARDD, BAYTH ILLIQA, CVT, FPSC, DRC,HI, IMC, JOHUD, JRF, MECI, MPDL, MDFF, TdH, NRC, PU-AMI, STCJ, WPF, UNICEF, JRC.



Annex 3 Bibliography

Preliminary bibliography

Ababsa, M. (2010). The Evolution of Upgrading Policies in Amman. Presented at the Second International Conference on Sustainable Architecture and Urban Development, Amman, Jordan.

This paper outlines increasing disparities between affluent West Amman and the more poverty-afflicted East Amman. Ababsa discusses some of the neoliberal municipal policies that have been implemented in the last few decades and how they have affected the way the government sees its citizens, both refugees and native Jordanians.

Ababsa, M. (2011a). Citizenship and Urban Issues in Jordan., 39–64.

Ababsa considers how residents of Amman have come to see themselves as “global citizens,” and how the city facilitates a sense of community and national identity, which is something that is missing from most Jordanian towns that rely heavily on kinship affiliations.

Ababsa, M. (2011b). Social Disparities and Public Policies in Amman. In *Cities, Urban Practices and Nation Building in Jordan*.


This is a book section with more info related to the topic of the Evolution of Upgrading Policies in Amman.

Arar, R. M. (2016). How political migrants’ networks differ from those of economic migrants: “strategic anonymity” among Iraqi refugees in Jordan. *Journal of Ethnic and Migration Studies*, 42(3), 519–535.

Arar explains that many Iraqi political migrants in Jordan practice *Strategic Anonymity* in order to preserve their safety. Because of their politicized status many Iraqi refugees in Jordan are reluctant to create more defined social networks, fearing that openly publicizing their identity and whereabouts may mean jeopardizing their safety in Jordan or that of their remaining family in Iraq. With opportunities for aid and employment already severely diminished for Iraqis in Jordan, this *strategic anonymity* limits the agency of refugees to an even greater extent.

Becker, D. F. (2013, May 8). *The Past, Present and Future of Transnational Conflict in Jordan: A Study of Syrian Refugees in the Hashemite Kingdom*. Illinois State University. Retrieved from <http://ir.library.illinoisstate.edu/cgi/viewcontent.cgi?article=1000&context=cppg>

This article deals primarily with issues related to the possibilities of a spillover of the conflict in Syria into Jordan. It investigates, primarily through documents, whether the Syrian refugee population is likely to become more militarized and whether current policies toward refugees in the kingdom are exacerbating this effect. Becker feels that NGO’s operating within Amman should be doing more to aid refugees in the city,



and that depriving Syrians of the ability to legally work in the country may have adverse effects resulting in a more militarized refugee population, or one that could be more vulnerable to Salafist elements operating in Jordan.

Chatty, D., & Mansour, N. (2011). Unlocking Protracted Displacement: An Iraqi Case Study. *Refugee Survey Quarterly*, 30(4), 50–83.

This article takes the position that the current frameworks set up to deal with displacement are outmoded, and that new paradigms that focus on how best to manage long term displacement should be developed and implemented to aid refugees caught in the situation of protracted displacement.

Clifton, W. C. (2016). *Multi Identity Conflict: A case study of Sudanese Refugees and Asylum Seekers in Jordan*. SIT Graduate Institute. Retrieved from <http://digitalcollections.sit.edu/cgi/viewcontent.cgi?article=4003&context=capstones>

This paper looks at how Sudanese refugees in Jordan construct their identities as a displaced and minority community.

Dahi, O. (2014). The refugee crisis in Lebanon and Jordan: the need for economic development spending. *Forced Migration Review*, (47), 11–13.

Dahi argues that development spending is essential to alleviating the strain that refugee influxes have put upon developing economies in the Middle East. He feels that the reluctance of governments to address the problems of access to aid, healthcare, education etc. will only prolong and aggravate the refugee crisis in the region.


Dalal, Ayham. (2015). A Socio-economic Perspective on the Urbanization of Zaatari Camp in Jordan. *Migration Letters*, 12(3), 263–278.

Dalal attempts to situate the current system of refugee camps in Jordan not as an enclosed system, but one tied to the informal Jordanian economy. The idea that camps are temporary spaces for refugees has been challenged by years of ongoing violent conflict and protected displacement. As this trend continues, refugees will continue to find ways to escape the managed confines of the camp system.

De Bel-Air, F. (2009). Iraqis in Jordan since 2003: What Socio-Political Stakes? Retrieved from <http://cadmus.eui.eu//handle/1814/11255>

This article gives a general overview of the Iraqi refugee population in Jordan, and elaborates upon potential opportunities and potential threats that their prolonged residence in the kingdom could produce.

El-Abed O. (2014) 'The discourse of Guesthood: Forced Migrants in Jordan' in Fabos, Anita and Isotalo, Riina (eds) *Managing Muslim Motilities, Religion and Global Migrations*, Palgrave Macmillan.



Eghdamian, K. (2016). Religious Identity and Experiences of Displacement: An Examination into the Discursive Representations of Syrian Refugees and Their Effects on Religious Minorities Living in Jordan. *Journal of Refugee Studies*.

Eghdamian suggests that overlooking religion in the aid process is harmful and impacts Syrian minority religious communities in Jordan negatively. Removing the religious aspect of identity can thus lead to further discrimination and social seclusion.

Fagen, P. W. (2009). *Iraqi Refugees: Seeking Stability in Syria and Jordan* (SSRN Scholarly Paper No. ID 2825853). Rochester, NY: Social Science Research Network. Retrieved from <https://papers.ssrn.com/abstract=2825853>

This paper provides an analysis of the Iraqi refugee situation overall, and the ways in which regional governments are dealing with it. It also describes that these regional governments have been slow to act and have not planned for the prolonged displacement of peoples, and have wavered on providing Iraqis opportunities for fear that their publics may seem to be doing more for the refugees than for native citizens.

Fakih, A., & Ibrahim, M. (2016). The impact of Syrian refugees on the labor market in neighboring countries: empirical evidence from Jordan. *Defence and Peace Economics*, 27(1), 64–86.

This paper discusses the impact that the protracted displacement of Syrian refugees in Jordan has had on the kingdom's economy, and offers the view that the influx has not caused much change in Jordan's formal economic sector. The authors posit that this may be because of certain policies that the government has put into effect, namely the small amount of work permits the country issues. This leads many Syrians to rely on informal employment.

Farah, R. (2009). UNRWA: Through the Eyes of its Refugee Employees in Jordan. *Refugee Survey Quarterly*, 28(2), 389–411.


This article positions Palestinian UNRWA workers relationship with the agency, as well as how the agency views its Palestinian workers, who help to run the organisation's day-to-day activities.

Frantz, E. (2013). Jordan's Unfree Workforce: State-Sponsored Bonded Labor in the Arab Region`. *The Journal of Development Studies*, 49(8), 1072–1087.

This article details the continued trend of migrant labor in Jordan and the greater Arab world, and argues that international governments help to enable what is in effect de-facto indentured servitude. The study focuses on Sri Lankan domestic women workers in Jordan.

Gibson, I. (2015). An analysis of Jordan's 2013 policy regarding Iraqi Refugees. *Social Identities*, 21(3), 199–210.

This article details some of the issues that surround Jordan and its past policies regarding Iraqi refugees in the country. It has been alleged that the Jordanian government over-estimated Iraqi population in the country in order to receive greater



aid disbursements from international governments and development agencies. Gibson also views that the approach taken by the UNHCR, which sees this crisis as primarily a humanitarian one, is masking the political roots of the issue.

Hughes, G. F. (2016). The Proliferation of Men: Markets, Property, and Seizure in Jordan. *Anthropological Quarterly*, 89(4), 1081–1108. <https://doi.org/10.1353/anq.2016.0069>

Although not explicitly about Amman, this article presents a very interesting aspect of Jordanian culture and the idea of property, and how it has changed over time. It also explains how specific neoliberal policies under the auspices of the World Bank have coupled with the act of seizure on behalf of the Jordanian government to create a fluid interplay between landowners, municipalities, and low income migrant and refugee squatters.

Ireland, P. (2011). Female Migrant Domestic Workers in Southern Europe and the Levant: Towards an Expanded Mediterranean Model? *Mediterranean Politics*, 16(3), 343–363.

This article traces how globalization has influenced the large volume of labor migrants that travel to the Mediterranean in search of work. Jordan, which has a large population of labor migrants, is featured in the article.


Kelberer, V. (2015). Seeking Shelter in Jordan's Cities. *Middle East Report*. Retrieved from <http://www.merip.org/mero/mero110515>

Kelberer stresses that housing is the most basic, and most dire need for refugees, especially for those who settle in urban areas, out of the purview of the camp system. She describes Jordan's failed attempts to establish low-income housing. More recently, politics and corruption have held back efforts to establish new housing development projects, which could be a great benefit to the Jordanian economy. The Jordanian government however feels that undertaking such projects will be viewed as giving a permanence to the temporary status of refugees in the country, something it does not want to portray.

Leenders, R. (2009). Refugee Warriors or War Refugees? Iraqi Refugees' Predicament in Syria Jordan and Lebanon. *Mediterranean Politics*, 14(3), 343–363.

Macdougall, S. (n.d.). Refugees from Inside the System: Iraqi Divorcees in Jordan. *Refuge*, 28(1), 37–48.

This article describes difficulties that divorced Iraqi women encounter as refugees in Jordan. These women are thus doubly stigmatized because of their refugee status and the negative cultural connotations surrounding divorced women. These women's opportunities to contribute to society through work, education, raising children etc. are thus seriously diminished.



Mason, V. (2011). The Im/mobilities of Iraqi Refugees in Jordan: Pan-Arabism, “Hospitality” and the Figure of the “Refugee.” *Mobilities*, 6(3), 353–373.

This article examines the contrast between the cultural phenomenon known as “Arab,” which may offer refugees increased opportunities and refuge, and explain how this norm is translated through the frameworks of the international refugee regime, which positions refugees as the “other.”

Nusair, I. (2013). Permanent Transients: Iraqi Women Refugees in Jordan. *Middle East Report*, (266), 20–25.

Nusair describes the pressures placed upon Iraq women refugees in Jordan. Specifically, she highlights that displaced Iraqi women often feel more alienated, and they are much more likely to be harassed and exploited than men. Because of cultural norms, it is extremely difficult for these women to find steady employment or provide for their families. Finally, Nusair explains that these women often feel stuck in an infinite void, no longer holding much prospect of returning to their homeland, and feeling that they will never be able to assimilate to life in Jordan.

Philips, M. (2016, Spring). *The effects of Syrian refugees on Jordan’s economy: A critical case study*. American University of Cairo Dept. of Public Policy and Administration, Cairo, Egypt. Retrieved from <http://dar.aucegypt.edu/handle/10526/4649>

Philips suggests that Syrian refugees have had wide ranging effects on the Jordanian economy, seeing them as mainly being a benefit to Jordan


Rosenberg, J. (n.d.). “This group is essential to our survival”: urban refugees and community-based protection. *Forced Migration Review*, (53), 14–16.

The emergence of the urban refugee paradigm has in many ways displaces the managerial camp system. The “temporariness” of the camp system and the structures used to aid refugees does not transition smoothly to providing aid to refugees in a dispersed urban area such as Amman. Aid and development agencies must therefore focus on new solutions to address issues facing urban refugees.

Seeley, N. (2010). The Politics of Aid to Iraqi Refugees in Jordan | Middle East Research and Information Project [Online Print Journal]. Retrieved February 25, 2017, from <http://www.merip.org/mer/mer256/politics-aid-iraqi-refugees-jordan>

Seeley describes how the Jordanian government allegedly over-estimated the population of Iraqi refugees within the kingdom, and how this brought more development aid into the country. It also discusses to what extent the aid that was delivered was used to address issues specifically impacting Iraqi refugees in the country.

Stevens, D. (2013). Legal Status, Labelling, and Protection: the Case of Iraqi “Refugees” in Jordan. *International Journal or Refugee Law*, 25(1), 1–38.



New influxes of refugees in the Middle East have meant that refugee law in the region, which had before been based mostly upon Palestinian statelessness, is currently in transition. Many new issues relating to what constitutes sanctuary, and what the definition of a refugee is are being debated between refugee advocates and states hosting refugees. States are reluctant to host refugees for a protracted amount of time and are thus likely to deny refugees basic protections.

Stevens, M. (2016). The Collapse of social networks among Syrian refugees in urban Jordan. *Contemporary Levant*, 1(1), 51–63.

Steven's research focuses on the social networks of Syrian refugees in Irbid, Jordan. He determines that protracted displacement, stress, and financial woes all contribute to a weakened Syrian refugee social society, which limits traditional support structures usually constructed by refugee communities. Steven's sees this as a failure of the international community to provide basic assistance to Syrian refugees.

Tobin, S. A. (n.d.). Jordan's Arab Spring: The Middle Class and Anti-Revolution. *Middle East Policy Council*, XIX(1). Retrieved from <http://www.mepc.org/journal/middle-east-policy-archives/jordans-arab-spring-middle-class-and-anti-revolution?print>

This article provides interesting information regarding Jordan's middle class and how residents of Amman view themselves as citizens of Jordan and the wider Middle East.

Wahba, J. (2012). Immigration, Emigration and the Labor Market in Jordan. Presented at the Economic Research Forum.

This article details the disparities between Jordanian emigrant workers who earn as much as four times the current average Jordanian wage, and low skilled migrants in Jordan who earn less than the average wage and have few protections.

Ward, P. (2014). Refugee Cities: Reflections on the Development and Impact of UNHCR Refugee Policy in the Middle East. *Refugee Survey Quarterly*, 33(1), 77–93.

Ward explains that much of the UN's amended refugee frameworks that address urban refugees are contradicted in the field, where refugee initiatives are still assumed to be solving temporary statelessness. The protracted conflicts currently consuming the region however, are meaning that displacement will be protracted, and that the UN must account and implement new strategies to address these issues.

Williams, A. (2016, February 4). Why Jordan is Deporting Darfurian Refugees [Foreign Affairs Journal]. Retrieved February 25, 2016, from <https://www.foreignaffairs.com/articles/sudan/2016-02-04/why-jordan-deporting-darfurian-refugees>

This article describes the Jordanian government's handling of East-African refugees, and their deportation of over 900 Sudanese refugees early in 2016.



Policy bibliography

Aljuni, S., & Kavar, M. (2014). The Impact of the Syrian Refugee Crisis on the Labour Movement in Jordan: A Preliminary Analysis (p. 28). International Labour Organisation. Retrieved from <http://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.673.3935&rep=rep1&type=pdf>

This report details Jordan's economic woes, which was in a state of stagnation even before different refugee crises impacted the country.

Arab Renaissance for Democracy and Development. (2015). Putting Needs over Nationality: Meeting the Needs of Somali and Sudanese Refugees During the Syrian Crisis. Retrieved from http://ardd-jo.org/sites/default/files/resource-files/ardd-la_-_putting_needs_over_nationality.pdf

This report looks at Refugees that have come to Jordan from the Horn of Africa, specifically Somali and Sudanese. These refugees have even fewer protections than Syrians or Iraqis, who are the Arab brethren of Jordanians.

Arab Renaissance for Democracy and Development. (2016). Hidden Guests Yemeni exiles in Jordan (Protection Issues in Jordan No. 1). Retrieved from http://ardd-jo.org/sites/default/files/resource-files/hidden_guests_yemeni_exiles_in_jordan.pdf


This paper looks at protection issues facing Yemenis that have fled to Jordan.

Athamneh, A. B. (2012). General overview of migration into, from and through Jordan (Mediterranean and Sub-Saharan Migration: Recent Developments) (p. 17). Consortium for Applied Research on International Migration. Retrieved from http://cadmus.eui.eu/bitstream/handle/1814/20819/Carim_ASN_en2012_03.pdf?sequence=1&isAllowed=y

This report details migration in Jordan, both immigration and emigration. Especially noted is the fact that Jordan relies on a large number of foreign workers. This includes Palestinian refugees (many of whom are recognized as Jordanian citizens), Iraqi and Syrian refugees, and migrant workers from such areas as Egypt and Southeast Asia.

CARE. (2012). CARE Jordan: Baseline Assessment of Community Identified Vulnerabilities among Syrian Refugees living in Amman (p. 59). Retrieved from <https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0ahUKEwi9iMi2vYTTAhWm8YMKHS1iCzQQFggcMAA&url=http%3A%2F%2Fwww.data.unhcr.org%2Fsyrianrefugees%2Fdownload.php%3Fid%3D1177&usq=AFQjCNETwIKDEkkmnrRfqEBBIPwpcGJcGA&sig2=-SIYhFCMUK4-AfEU1QmnRq&cad=rja>

This report, produced by Care in late 2012, attempts to build a foundation of refugee household data in Amman that can be used to determine specific needs for Syrian refugees in Amman. Specifically, it recommends the strengthening of community



based organisations (CBOs), and building their capacity to allow better handling of the crises.

Culbertson, S., Olikar, O., Baruch, B., & Blum, I. (2016). Rethinking coordination of services to refugees in urban areas: managing the crisis in Jordan and Lebanon. Santa Monica, Calif: RAND Corporation.

This report focuses on identifying ways to improve coordination of international and national entities managing the Syrian refugee response in urban areas. This report provides an in-depth study on the current protracted refugee crisis that is gripping Lebanon as well as Jordan. It points to the fact that a higher percentage of current refugee flows are settling in urban areas. These refugees are being displaced for longer periods of time and are outside the bounds of the camp system. Current policies that seek to aid these refugees often run into issues as they are meant to address the issues of camp refugees. It argues new policies are needed and offers several suggestions for how to go about coordinating these policies with the collaboration of local and national governments, local and international NGOs, as well as a variety of other stakeholders.

Davis, R., & Taylor, A. (2012). Urban Refugees in Amman Jordan (p. 75). Institute for the study of International Migration. Retrieved from <https://blogs.commonsgorgetown.edu/rochelledavis/files/Report-Urban-Refugees-Iraqis-Jordan-2012.pdf>


This report looks at Iraqi Refugees in Amman, and particularly at successful projects that have been enacted with the joint cooperation of ngo's, refugee communities, and the Jordanian government, which have led to benefits for both refugees and local communities.

Distribution of refugees in Jordan by registration, status, sex, and governorate. (2015). Jordanian Department of Statistics. Retrieved from http://www.dos.gov.jo/dos_home_a/main/population/census2015/Refugees/Refugees_7.2.pdf

This report contains the general results of the 2015 Jordanian Census.

Hashemite Kingdom of Jordan Ministry of Planning and International Cooperation. (2017). The Jordan Response Plan for the Syria Crisis 2017-2019 (p. 156). Retrieved from <https://static1.squarespace.com/static/522c2552e4b0d3c39ccd1e00/t/58b815e64402436b7461a3e1/1488459280006/JRP+17-19+Full+Plan+%28march+2+-+web%29.pdf>

This report works to find solutions to the Syrian refugee crisis in Jordan, by addressing sustainable development needs and how future programs can be utilized to aid both refugees and host communities. It also highlights that significant amounts of international donor aid will be needed to achieve the goals of many of these initiatives.



International Catholic Migration Commission. Protection, mobility and livelihood challenges of displaced Iraqis in urban settings in Jordan (p. 36). Retrieved from <http://www.refworld.org/docid/4c9721dc2.html>

This report looks at the reasons Iraqis have widely preferred settling in urban areas, and looks to offer some insight into possible policies that can aid urban refugees.

International Medical Corps (IMC). (2015). Healthcare Assessment of Syrian and Iraqi Urban Refugees in Jordan. Retrieved from <http://data.unhcr.org/syrianrefugees/download.php?id=11092>

This report provides several statistics relating to urban refugees and access to healthcare in urban areas such as Amman. Particular attention is paid to the fact that refugees in the poor areas have little access to medical care.

International Rescue Committee. (2017). In search of Work: Creating Jobs for Syrian Refugees: A Case Study of the Jordan Compact.

Jordan Statement at the Third International Conference on Financing for Development. Retrieved from <http://www.un.org/esa/ffd/ffd3/wp-content/uploads/sites/2/2015/07/Jordan.pdf>

This statement echoes the Jordanian government's concern about the Syrian refugee crisis and makes an appeal to the international community for more aid.

Living on the Margins: Syrian Refugees in Jordan Struggle to Access Health Care. Retrieved from <http://www.refworld.org/docid/56f250204.html>


Healthcare is often hard to obtain for refugees in Jordan, even more so for those unregistered with the United Nations High Commission on Refugees. Lack of access to healthcare is a severe detriment to refugee livelihoods. High prices and fees for service also require many refugees to skip needed medical attention in favor of paying rent or buying food.

Mercy Corps. (2014). Tapped Out: Water Scarcity and Refugee Pressures in Jordan (p. 40). Retrieved from https://www.mercycorps.org/sites/default/files/MercyCorps_TappedOut_JordanWaterReport_March2014.pdf

This reports details issues related to water usage and the increased pressure on already destabilized water infrastructure to accommodate increasing numbers of refugees.

NRC-Norwegian Refugee Council. (2015). In Search of a Home: Access to adequate housing in Jordan (p. 36). Retrieved from <http://www.syrialearning.org/resource/20541>

This report highlights the difficulty that many refugees in Jordan have when it comes to finding adequate and affordable housing.



Pavanello, S., & Haysom, S. (2012). Sanctuary in the city? Urban displacement and vulnerability in Amman (HPG Working Papers) (p. 32). Humanitarian Policy Group. Retrieved from <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/7605.pdf>

This paper explains that current refugee and displacement flows often favor moving into urban settings, and that as much as half of the world's refugee population lives within urban areas. The authors try to piece together how current refugees attempt to navigate uncertain livelihoods within the city of Amman, and look at how governments and aid organisations can solve development issues that impact refugees within the city.

The lives and livelihoods of Syrian refugees: A study of refugee perspectives and their institutional environment in Turkey and Jordan. Retrieved March 31, 2017, from <http://www.refworld.org/docid/58bd75394.html>

Sharp, Jeremy M. (2017). Jordan: Background and U.S. Relations (p. 24). Congressional Research Service. Retrieved from <https://fas.org/sqp/crs/mideast/RL33546.pdf>

This paper provides a background on current Jordanian politics, economy, and society. It also details issues that are caused by the increasing influx of refugees into the region.

Syrian Refugees in Urban Jordan: Baseline Assessment of Community-Identified Vulnerabilities Among Syrian Refugees Living in Irbid, Madaba, Mufrq, and Zarqa. Retrieved from <http://www.care.org/sites/default/files/documents/EMER-JOR-2013-Syrian-Refugees-in-Urban-Jordan.pdf>

This report, like the one earlier conducted on Amman, attempts to build a foundation of refugee household data in other urban areas that can be used to determine specific needs for Syrian refugees in Jordan.


Maha Kattaa, "Social protection and employment for Syrian refugees in Jordan," Conference of Regulating Decent Work Networks, 2015, ILO.

Tamkeen. (2016). Walled in by Alienation (p. 122). Retrieved from <http://tamkeen-jo.org/download/walled%20in%20by%20alienation.pdf>

This report details the working and living conditions of migrant workers within the Hashemite Kingdom. Special focus is placed on Jordanian adherence (or lack thereof) and international legal frameworks that govern the rights of migrant workers. Syrian refugees, who have formed an additional low wage labor pool, are also discussed in depth. Finally, the other topic focused on is Jordan's Qualified Industrial Zones (QIZ) and the often harmful conditions that migrants work in.

Tamkeen. Forgotten Rights (p. 190). Retrieved from http://tamkeen-jo.org/download/Forgotten%20Rights_web%20file.pdf

This report highlights working conditions among Migrant agricultural workers, primarily Egyptian men, who work in Jordan. The report features the ways in which



these workers are recruited and how they arrive in Jordan, much of which is done illicitly. It also discusses working conditions, poor wages, and difficult living conditions that these migrants face.

Tamkeen. The Work Conditions of Syrian Refugee Women (p. 25). Retrieved from Tamkeen.

This report looks at some of the difficult conditions faced by Syrian women in Jordan. Syrian refugee women are increasingly entering the labor market to support their families. However, many women also encounter obstacles that their male counterparts do not face. These include negative stereotypes of working women, exploitation, wage gaps, and abuse. Overall their financial situations are very tenuous, which increases the chances that they and their families will be exploited.

United Nations Development Programme. The Informal Sector of the Jordanian Economy. Retrieved from <https://drive.google.com/open?id=0B8RfkY945LwLUE11V3M5NXBkV28>

A look at the informal sector economy in the greater Amman area.

United Nations High Commissioner for Refugees. (2017). A mapping of social protection and humanitarian assistance programmes in Jordan: What support are refugees eligible for? (No. Working Paper 501) (p. 24). Retrieved from <http://www.refworld.org/docid/58bd73acd.html>

This paper describes some of the assistance that refugees are eligible for in Jordan, and offers areas which need improvement.

U.S. Department of State. (2016). Jordan U.S. Embassy Trafficking in Persons Report. Retrieved from <http://www.state.gov/j/tip/rls/tiprpt/countries/2015/243464.htm>

This report provides a general overview regarding the trafficking of persons in Jordan.