



FORWARD TOGETHER: INGO CONTRIBUTIONS TO THE JORDAN COMPACT

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The Jordan INGO Forum

The Jordan INGO Forum (JIF) exists primarily to serve the needs of its members and to act in their interest for the betterment of serving beneficiaries. JIF's objectives include the following:

- Information Sharing / Communication: To ensure that there is effective and transparent sharing of information relevant to both JIF members and external stakeholders.
- Coordination: To coordinate INGO exchange, learning and resource-sharing through meetings, Working Groups and through relationships with external stakeholders.
- Policy / Advocacy: To represent the interests of JIF members in external meetings, policy discussions, advocacy meetings and documents, as well as to lobby on issues of common interest as indicated by its members and specifically related to protection of the humanitarian and operational space.
- Representation: To consistently represent the interest of JIF members with donors, UN agencies, the Government of Jordan and other external stakeholders.

JIF includes a Country Directors Group (CDG) a Steering Committee (SC) led by a Chairperson, and a Secretariat composed of a country coordinator, an advocacy coordinator and a technical officer, as well as various Working Groups. JIF facilitates INGO representation at the Jordan Response Plan (JRP) Inter-Agency Task Force Steering Committee, the JRP Platform, the Humanitarian Country Team, and other multi-stakeholder leadership and coordination bodies, as well as with the Government of Jordan, donors and diplomatic community, national civil society, and other external stakeholders as authorized and on issues agreed by the membership. JIF is generously funded by DFID, European Union Civil Protection and Humanitarian Aid and SIDA.

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EXECUTIVE SUMMARY: JIF JORDAN COMPACT STUDY

1. SUMMARY

The objective of this report was to understand and critically evaluate JIF member organizations' contributions to implementing the Jordan Compact (JC) commitments, as well as to highlight new opportunities for INGO involvement and areas where enhanced coordination is needed. This study sought to identify how actors within JIF have incorporated the Jordan Compact commitments into their own education and livelihoods programming, and developed case studies to highlight best practices, lessons learned, and current shortcomings and constraints. The report concludes by offering a critical analysis of the comparative advantages and added value of INGOs in Jordan, as well as considerations for a variety of stakeholders.

The JC commits Jordan to reach concrete targets in the education and livelihoods sectors. Despite the fact that they are not explicit stakeholders in the JC, INGOs have fully incorporated the commitments into their programs in the education and livelihoods sectors. In education, INGOs contribute directly to the goal of universal education access by participating in the annual Back-to-School and Learning for All campaigns; by partnering with GoJ and IOs to offer NFE and IFE programs; and by providing families with Cash for Education and school kits. They contribute to safe, secure, and tolerant learning spaces through projects in school construction and rehabilitation (as well as their own child-friendly learning spaces), and through teacher training initiatives.

In livelihoods, INGOs have made significant contributions towards the goal of providing refugees with formal work by enhancing employability through VT and other professional training programs; connecting beneficiaries with employers and markets; and providing direct support for work permit registration. Despite a continued lack of legal pathways to HBB registration, INGOs have prepared owners of HBBs for this process through business grants, training and mentorship, and legal awareness programs. INGOs also have facilitated work opportunities in camps through Cash for Work projects that can now be transitioned to formal work. Indirectly, INGOs enable more adults to enter the workforce through other programs in cash assistance, childcare (especially education), and access to documentation.

Indirectly, INGOs in the education and livelihoods sectors create enabling environments for students to enroll in school and adults to join the labor force through their cash assistance, documentation, and healthcare programs. Beyond these direct and indirect contributions to the JC commitments, the key added value contributed by INGOs is providing the support systems necessary for all actors to reach these goals. The central value added areas of INGOs include:

- **Collective impact (beneficiaries and funding)**
- **Coordinated advocacy**
- **Knowledge transfers**
- **Pilot projects and approaches**

- **Targeting beneficiaries from a variety of groups**
- **Incorporation of cross-cutting issues**
- **Local Capacity-Building**

To facilitate the ability of INGOs and other stakeholders to sustainably support the Jordan Compact, INGOs should consider creating comprehensive and systematic approaches to local-capacity building, generate durable resources, reassess common pre-JC approaches, create collective impact indicators. Coordinating bodies can cultivate ministry contacts, coordinate advocacy with evidence bases, and foster inclusion of local actors. Donors should consider offering additional multiyear funding, revising approval processes, and fostering innovation. Finally, given the success of previous policy changes in facilitating the JC commitments, the GoJ can consider further evidence-based policy changes, particularly related to work permits. GoJ also could identify single points of contact for NGOs in line ministries to smooth the approval process. A future revision of the Jordan Compact should maintain the ambition of the original JC, while diversifying targets to include micro-economic indicators of household welfare, and student retention in education programs throughout the entire school year. Diversifying the targets used to assess the JC 2.0 also should include INGOs as explicit stakeholders in supporting these goals, and enhance the GoJ's ability to fulfill its own commitments with its partners from the international community.

Research Project Methodology: The findings presented here are primarily drawn from a five-week, intensive research program undertaken in Jordan in August and September 2017. During the course of this program, the lead researcher conducted 52 semi-structured interviews with 73 individuals. These interviews took place primarily with INGO staff (45 individuals), and with key informants from the Government of Jordan (4), international organizations (7), local NGOs (3), research institutions (4), donors (5), and private sector entities (4). The researcher also attended relevant meetings of JIF members, the Education Sector Working Group, and a workshop with the Center for Global Development. Representatives from JIF member organizations attended a report launch workshop at the end of the research mission, and provided feedback that has been incorporated into the final draft of this report. Additionally, the researcher conducted a desk review of the relevant literature and reports on the Jordan Compact and education and livelihoods programs in Jordan, as well as on INGO coordination and effectiveness. The findings incorporate analysis of datasets and project evaluations provided by members of JIF. This study is limited by its lack of inclusion of beneficiary voices, and the researcher regrets that organizing focus groups and interviews with project participants was not possible within the scope of this study. It is also limited by the lack of cross-cutting quantitative data available on INGO program impact, and thus uses only general indicators on funding and total beneficiaries reached.

Glossary of Abbreviations

CBO: Community-Based Organization
CPS: Child Protection Services
CU: Catch-Up Program
DO: Drop-Out Program
ECCD: Early Child Care and Development
FBO: Faith-Based Organization
FE: Formal Education
GoJ: Government of Jordan
HBB: Home-Based Business
IFE: Informal Education
ILO: International Labor Organization
INGO: International NGO
IO: Intergovernmental Organization
ITS: Informal Tented Settlement
JC: Jordan Compact
JD: Jordanian Dinar
JIF: Jordan INGO Forum
LNGO: Local NGO
LSS: Learning Support Services
MBA: Market-Based Approach
MoE: Ministry of Education
MoI: Ministry of Interior
MoL: Ministry of Labor
NFE: Non-Formal Education
OOS: Out-of-School
PSS: Psychosocial Support Services
RE: Remedial Education
SGO: Semi-Governmental Organization
SME: Small- and Medium-Sized Enterprise
SWM: Solid Waste Management
VT: Vocational Training

INTRODUCTION: THE HUMANITARIAN AND DEVELOPMENT LANDSCAPE OF JORDAN

On 4 February 2016, the international community agreed on a ‘comprehensive new approach’ to address the protracted Syria crisis at the Supporting Syria and the Region Conference in London.¹ Donors, international organizations, and regional host countries – which host the vast majority of refugees from Syria²– committed to financial pledges and policy changes to improve the lives of refugees and host communities. Some of the most significant pledges and new policies centered on Jordan, where 89 of every 1,000 inhabitants is a refugee, making Jordan the second most refugee-dense country in the world.³ In London, the international community pledged to support Jordan’s growth agenda while maintaining its resilience and economic stability. In return, the government of Jordan (GoJ) agreed to take steps to improve refugees’ access to education and livelihood opportunities. The resulting Jordan Compact (JC) is anchored in three interlinked commitments:

- Turning the Syrian refugee crisis into a development opportunity that attracts new investments and opens up the EU market with simplified rules of origin, creating jobs for Jordanians and Syrian refugees whilst supporting the post-conflict Syrian economy;
- Rebuilding Jordanian host communities by adequately financing through grants the Jordan Response Plan 2016-2018, in particular the resilience of host communities;
- Mobilizing sufficient grants and concessionary financing to support the macroeconomic framework and address Jordan’s financing needs over the next three years, as part of Jordan entering into a new Extended Fund Facility program with the IMF.⁴

The JC was reaffirmed by Jordan and donors at the April 2017 Brussels Conference, and both the international community and Jordan have continued to work together towards these targets.⁵ The challenging economic and educational situation of Jordan, however, has complicated stakeholder efforts to achieve these goals. While GoJ and international donors have spent billions of US dollars (USD) on the refugee response in the country, economic conditions for both Syrian refugees and the host community have continued to decline. In 2015, prior to the JC, World Bank estimated that 69 percent of Syrians in Jordan lived beneath a poverty line of 50 JD/capita/month,⁶ and the International Labor Organization (ILO) estimated that 57 percent of adult Syrian refugees were unemployed.⁷ Among Jordanians, the official unemployment rate is at a 25-year high, reaching 18.2 percent in the first quarter of 2017, a three-point increase from the same period last year.⁸ Syrian refugees who worked prior to the implementation of the JC did so almost entirely in Jordan’s significant informal labor market, which generates 44 percent of Jordan’s GDP based on the most recently available figures.⁹

In the education sector, only 61.6 percent of the approximately 236,000 school-aged children among registered Syrian refugees were enrolled in school for the 2015-2016 school year,¹⁰ compared to 92 percent of their Jordanian peers.¹¹

The Ecosystem of Actors in Jordan

It is in this context of economic hardship and inadequate educational infrastructure that the stakeholders in the humanitarian and development response have attempted to meet the targets of the JC. Jordan has a wide range of actors working in these spheres. International actors include humanitarian intergovernmental organizations (IOs) such as UNHCR, UNICEF, and UNESCO. Development IOs include ILO and the World Bank. International donors also have significant influence in deciding what projects and approaches receive funding, as well as over policy advocacy with GoJ. National actors in Jordan include the central government (GoJ), national-level Ministries, and national NGOs, including the semi-governmental organizations (SGOs) that are connected to the royal family. Locally, municipalities, healthcare and education providers, and local NGOs (LNGOs) – including community-based organizations (CBOs) and faith-based organizations (FBOs) – are often the frontline responders to the needs of citizens and refugees. As the response has shifted towards long-term development approaches, private sector actors (local, national, and multinational companies, as well as trade unions and cooperatives) also play an increasingly important role.

“Our role is to connect local, to regional, to national, to global. There is no such thing as a purely local issue.” INGO Key Informant

International NGOs (INGOs), which are the focus of this study, are technically international actors, but work across the local, regional, national, and international levels. Among the 58 member and observer organizations that form the Jordan INGO Forum (JIF), there is a great deal of variety in terms of their missions, approaches, donors, and strategies.¹² They work across all sectors of the humanitarian and development response, and serve not only Syrian refugees, but also large numbers of Jordanians, Palestinians, and members of other refugee groups. INGO members of JIF vary in size from three staff members to hundreds, and their budgets range from a few hundred thousand USD to tens of millions USD per year. While the challenges of the shift from a humanitarian to a development response have been highlighted in media and academic reports, many JIF member organizations have always incorporated development-based strategies into their programming. The diversity of INGOs in Jordan complicates coordination, but also ensures that INGOs are able to address gaps in the overarching refugee and resilience response. According to one INGO key informant, “We fill the gaps in the overall response. At the moment, the government has a very strong response, and we are plugging their gaps. The response is strong, but there are still gaps.

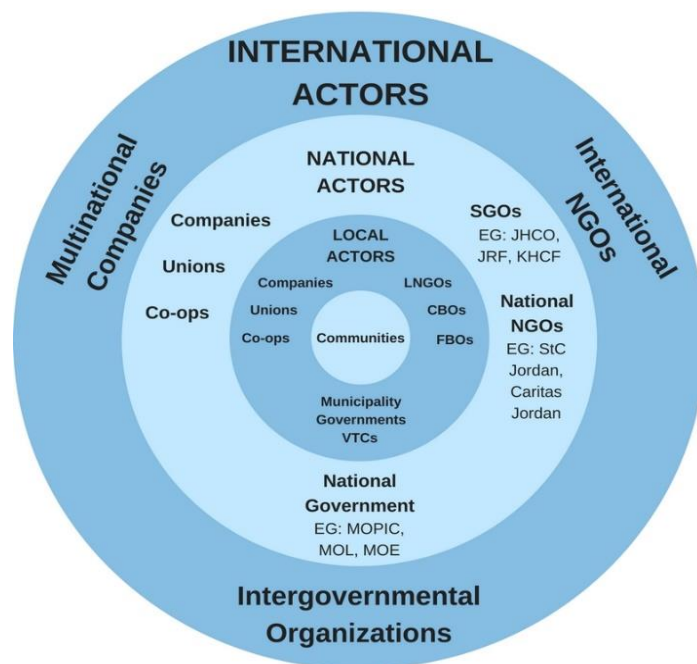
A lot of discussion on the Jordan Compact has focused on the macro-level implementation of the commitments, with the expectation that large scale projects and direct budgetary support were some of the main avenues to deliver on the promises made.

At the same time, INGOs, although not direct stakeholders in the Compact, have adapted their programs and approaches to livelihoods and education in line with the spirit of the JC.

They have also done so as a direct consequence of recent assessments indicating a deterioration in socio-economic conditions for many Syrian refugees. Yet they face limitations due to their inability to easily access multimillion, multiyear funding, and have limited influence on the policy changes necessary to achieve the full realization of JC commitments.

The objective of this report is to understand and critically evaluate JIF member organizations' contributions to implementing the JC commitments, as well as to highlight new opportunities for INGO involvement and areas where enhanced coordination is needed.

This study will seek to identify how education and livelihood actors within JIF have incorporated the JC commitments into their own education and livelihoods programming and develop case studies to highlight best practices, lessons learned, and current shortcomings and constraints. The report concludes by analyzing comparative advantages and added value of INGOs working together to support the JC commitments. Finally, it offers considerations for key stakeholders to expand upon the progress made towards meeting the JC goals, and to facilitate the contributions made by INGOs towards these commitments.



Ecosystem of Humanitarian Actors



Although the work permit initiative for Syrian refugees has received the most attention in international media, GoJ also made significant commitments in the education sector in the JC. Recognizing the essential role education plays in a development-based approach to the crisis in Jordan, GoJ committed to:

- Ensure every child in Jordan will be in education in the 2016/2017 school year;
- Ensure that every child has access to safe, secure, and tolerant environments in schools, including psychosocial support services (PSS);

- Expand access to vocational training and tertiary education for vulnerable Syrian and Jordanian youth.¹³

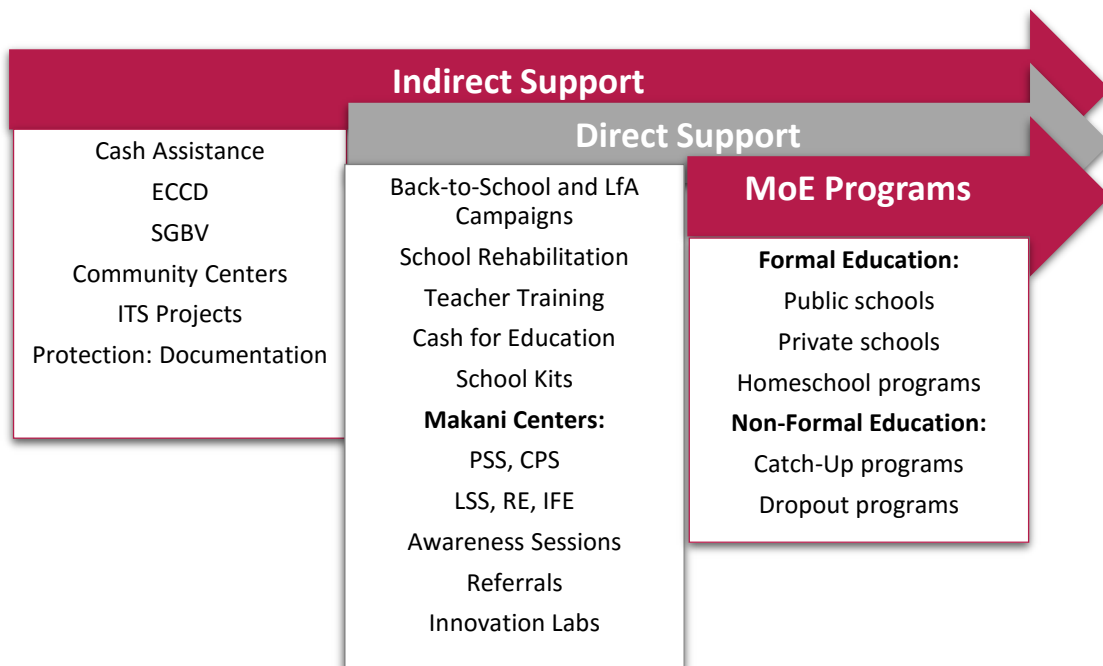
To achieve these goals, GoJ called on donors to commit to multiyear funding streams necessary to achieve systemic change. Jordan's education system consists of three main categories of programs: Formal Education (FE), Non-Formal Education (NFE), and Informal Education (IFE). By July 2017, 126,127 registered Syrian refugee children had access to FE through the national public school system administered by the Ministry of Education (MoE).¹⁴

Access to education in 2016/2017 was facilitated by 198 double-shifted schools, the 2016 Back to School campaign, and the 2017 Learning for All (L4A) campaign.¹⁵ In camps, 46 schools and 17 school complexes provided education to refugee children.¹⁶ Summer schools operated in 48 schools in 2017, serving 3,382 children through Catch Up programs (CU) and FE. In NFE programs, 2,721 children were enrolled in Drop-Out (DO) and CU programs. Despite this progress, 85,160 Syrian children ages 6-17 (40 percent of registered school-aged Syrian refugees) remained out of school (OOS) in the 2016/2017 school year.¹⁷ Many of these children are no longer eligible to directly enroll in the FE system after having been OOS for three years or more, or because they lack the proper documentation.

Both FE and NFE are accredited programs that fall under the Ministry of Education, while IFE

is less systematic and much more varied, as well as non-accredited. FE includes all of Jordan's public schools, accredited private schools, and homeschool programs. NFE includes both the CU (children ages 9-12) and DO (children ages 13-18 for males, 13-20 for females) programs administered in the evenings during the academic year, and in summer schools, including in 117 DO centers.

The DO program aims to build positive educational opportunities, achieve behavioral change, and build knowledge necessary for youth to enroll in Vocational Training (VT) opportunities or homeschool.¹⁸ After completing the program, which covers the essential learning outcomes of grades 1-10 in three 3-month cycles, students receive an MoE certificate equivalent to grade 10 of education.¹⁹ CU programs, on the other hand, enable students to sit for placement tests to re-enroll in FE in the public school system.



JIF Members: Education Projects

As of September 2017, 28 of JIF's member organizations were engaged in education projects. These initiatives form a continuum of support for both refugee and Jordanian access to educational opportunities (see case studies in Box 1). **In 2016, JIF members in the education sector served a combined total of 185,863 beneficiaries from the Syrian and Jordanian communities, and contributed \$26 million USD (approx. 18.4 million JOD) of funding to the response.** In 2017, funding thus far in the sector has reached \$39 million USD (approx. 28 million JOD) and organizations have reached or targeted 243,393 beneficiaries.²⁰

JIF members in Jordan work in close partnership with MoE to complement and supplement its programs in FE and NFE. Select INGOs participate directly in running NFE programs, such as **Relief International**, which is certified by MoE to run a DO program. INGOs also provide essential support across the education system to raise enrollment in FE and NFE programs. JIF members leverage their existing outreach networks to participate in **the L4A campaign for school enrollment**. Organizations implement **school rehabilitation projects** that improve existing school infrastructure, increase accessibility, and create additional spaces to accommodate students. INGO-led **teacher trainings** sensitize teachers to new learning modalities, learning disabilities, and health issues, as well as the specific needs of refugee children. They also increase teacher's expertise in subject matter areas and enhance their capacity to prepare students for exams, particularly the Tawjihi exams at the end of secondary school. Teacher trainings incorporate PSS, child protection, and awareness raising around learning and behavioral disabilities that provide teachers with the resources to

identify and refer cases for further support. Beyond supporting the FE and NFE systems, JIF members support enrollment in educational programs by providing opportunities for out of school (OOS) students to address gaps in their learning on multiple levels. IFE programs include UNICEF-monitored **Makani Centers**, a network of more than 233 centers²¹ providing comprehensive **Learning Support Services (LSS)** to Syrian and Jordanian Children.

In 2017, Makani Centers reached 77,280 children and youth in both urban areas and refugee camps with **alternative education, PSS, skills development, and community outreach and engagement services**.²² INGOs partner with UNICEF and LNGOs to offer Makani-certified education programs in their own community centers and other learning spaces. INGO IFE programs (both through Makani Centers and their own initiatives) include **PSS, LSS, remedial education (RE), child protection services (CPS), and awareness sessions and community associations for parents**.

Skills development programs for children foster capacity in **self-esteem and self-confidence, group work, problem solving, and social skills**. They also provide families with **Cash for Education** to offset the lost wages of child labor and provide financial incentives for school enrollment. In addition to IFE programs, INGOs provide services that create enabling environments for children to enroll in official FE and NFE programs. Cash assistance in multiple forms allows families to meet their basic needs, which are families' first priorities before seeking out educational opportunities.²³ **Cash for Rent** assists families to maintain secure and stable housing, which directly relates to consistent access to education. **Cash for Health** ensures families are able to meet their mental and physical

healthcare needs, and that children are treated for any health issues that prevent their access to education. **Early Child Care and Development** (ECCD) programs prepare pre-Kindergarten children for further education. Community centers identify and refer beneficiaries to educational programs as well as host awareness sessions for parents, including on the importance and value of education and school maintenance. **SGBV** programs targeting girls at risk for early marriage also provide sessions on the importance of and opportunities in education, and work to prevent drop-outs due to early marriage among both genders.

“The top priority of refugees is not education, it is meeting their basic needs.” INGO Key Informant

INGOs support the needs and rights of children who face particular barriers to accessing education. JIF members work with children with disabilities, non-Syrian refugee communities, communities in Informal Tented Settlements (ITS), and other especially vulnerable communities to build bridges to formal education. Protection programs like the ECHO-funded Cash for Protection consortium, which includes several JIF members, provide access to documentation to unregistered Syrian refugee households, which is required to enroll children in public schools.²⁴ School rehabilitation projects also include accessibility components, and provide environments where children with physical and mental disabilities can learn.

INGO Impact on Education in Jordan

The central commitment in the education sector under the Jordan Compact is to **enroll all children in Jordan education**.

Through their activities supporting the L4A campaign and school enrollment, INGOs are able to leverage existing relationships with beneficiaries as well as outreach networks to raise student enrollment in FE and NFE programs. Additionally, INGOs create the foundations for **safe, secure, and tolerant learning environments** through their school rehabilitation programs, which also increase accessibility for children with disabilities.

Many INGOs are engaged in teacher trainings to support these safe learning environments, which not only enhance teachers' ability to build student knowledge, but also sensitize educators on issues like PSS, child protection, and how to identify and refer cases of mental and physical illnesses. Last year, **MECI's** teacher training program reached 169 frontline educators, and 88 percent showed improvement in quantitative and qualitative evaluations. INGO awareness sessions and community networks for parents engage entire families in their children's learning outcomes, and sensitize communities to the importance of school maintenance, such as **AVSI's** My Child, My School initiative targeting teachers and communities. Organizations implement programs to prepare students for the Tawjihi exams and help students to **access tertiary education** and scholarships, even in particularly challenging environments like camps and ITS's. **Intersos's** exam preparation program for youth in ITS's last year was highly successful, and every student who sat for the Tawjihi exam passed, even though this community is one of the most difficult to access with education. **Questscope's** language school in Za'atari not only gives students the language skills they need to access tertiary education, but also adopts an academic advising model that assists students with college and scholarship applications.

Education Best Practices, Lessons Learned

1. Addressing the Root Causes of Drop-Outs and OOS Children

INGOs implementing education projects noted the need to understand and address the underlying reasons behind why children do not stay in school, going beyond the initial step of enrolling them in education programs. If these root problems are not addressed, students are more likely to drop-out of programs regardless of their quality. INGOs cited cash assistance to offset the lost wages from child labor, cash for rent to ensure stability of housing, and healthcare programs as crucial components to increasing student retention.

2. Diversifying Indicators towards Retention

The current focus on school enrollments has skewed progress indicators away from long-term student retention. Enrolling children in school should remain one of the central goals of actors in the education sector, but it should not be the only measure of progress towards achieving the commitment of education for all children in Jordan.

INGO stakeholders reported that while enrollment numbers have continued to climb, the fact that so many Syrian and Jordanian children drop out of education programs indicate that retention and,

relatedly, quality of programs continue to be significant problems.

To address these indicator gaps, many JIF members in education have diversified their progress indicators to include quantitative and qualitative measures of teacher, curriculum, and learning space quality, as well as measures of both enrollment and retention.

3. Creating Student-Friendly Learning Spaces

Many students drop out of education because of negative experiences with the education system. Students cite bullying, uninteresting classes and environments, and negative relationships with teachers and school administrations as key reasons they decided to drop out of school.²⁵

INGOs seek to create environments that are appealing to children to encourage a love of learning in their beneficiaries that can encourage them to re-enroll in education programs. These environments include well-trained teachers and facilitators, appealing spaces, and innovative pedagogical models that receive positive responses from OOS children and youth.

“A lot of children hate formal school, but the INGO program gives them the confidence to stay in school.” INGO Key Informant

Case Study Box 1: INGO Support for the Continuum of Education:

In Aqaba (and three other governorates), JIF member **AVSI** is implementing education projects that enhance learning environments, increase access to formal schools, and raise community awareness of the importance of school maintenance. School improvement projects include three components: rehabilitation, which includes increasing accessibility for students with disabilities, LSS (remedial classes and homework support) and teacher trainings based in four key areas: education in emergency, addressing violent extremism, PSS, and My Child's Best School initiative to support school maintenance. AVSI also recently received approval for a Madad-funded RE program targeting 350 Syrian and Jordanian students (by mid-2018, plus other 350 by mid-2019) that includes preparation for the Tawjihi exams. The total number of beneficiaries expected by mid-2019 for all locations is: 3050 Syrian and Jordanian students benefiting from LSS/remedial/homework support and 29 schools rehabilitated.

Another JIF member, **Relief International**, has implemented an Innovation Lab model in its Makani Centers in both Azraq and Za'atari camps. Through these labs, RI provides beneficiary students ages 14-18 with a social innovation curriculum and technology trainings. Students apply their studies to community problems and create unique solutions. Student projects include a homemade water filtration system, and a bicycle-powered charging station for cell phones. Social Innovation Labs also provide a safe and well-resourced hangout space for students and non-students alike, and foster a love of learning and creativity in their communities.

INGOs also provide resources not currently available in FE or NFE programs. **Bibliothèques sans Frontières** has as mandate to promote access to education, information and culture as a part of the emergency response component. It focuses on three thematic areas: development and deployment of resources, packages of cultural mediation services (cross-cutting through the different sectors), and community participation. BSF has implemented Idea Box innovation centers, creating child-friendly spaces for youth, children, and other members of the community to access resources for social entrepreneurship. They also provide communities with Koom Book digital libraries, which come pre-loaded with materials tailored and curated in key areas, which can be expanded depending on community needs and programmatic frame.

Constraints and Challenges

INGOs experience significant structural constraints on their ability to successfully extend educational opportunities to all school-aged children and adolescents in Jordan. Some of these constraints – such as the availability and quality of educational spaces – are being addressed by additional school construction and rehabilitation, which will be long-term projects due to the level of infrastructure development required.

Nonetheless, INGOs are supporting these long-term projects with their initiatives in school rehabilitation and construction and creation of alternative learning spaces. In the short-term, however, steps can be taken by MoE in particular to facilitate INGOs' work to meet the JC commitments. Every stakeholder interviewed for this study identified the MoE project approval process as the central obstacle to INGOs' ability to implement projects.

Approval timelines ranged from six to eight months on average according to key informants. Many INGOs reported that communication between MoE units themselves created many obstacles, and some felt the need to send staff in-person multiple times a week to hand deliver documents that had already been submitted to various departments.

According to one key informant, "It's August 2017, and I am just getting approval for one project proposed in August 2016."²⁶ While rigorous approval processes are necessary on the part of MoE to ensure quality and maintain standards, the current system is preventing project implementation in a timely manner, and also leading to lost funding for Jordan as project timelines can no longer be met. Streamlining this process within a single unit of MoE to work with INGOs and other non-governmental actors would represent a significant step forward for the sector.



The February 2016 announcement of the Jordan Compact committed Jordan to providing livelihoods opportunities for both Syrian refugees and Jordanians, opening the livelihoods sector in the Syrian refugee response for the first time. Specifically, GoJ committed to:

- Create 200,000 job opportunities for Syrian refugees (measured by work permit registrations);
- Allow Syrian refugees to formalize their existing businesses and create new ones;
- Remove “any restrictions preventing small economic opportunities within the camps.”²⁷

To achieve these goals, GoJ opened migrant work permits to Syrian refugees, who can now apply for a one-year permit with their MoI identification cards, removing the

prohibitive requirement of a passport and residency visa.²⁸ GoJ has worked closely with international and local partners to address policy questions, assist in implementation, and agree to the terms of the EU trade facility, announced in July 2016.²⁹

Significantly, GoJ also waived the registration costs of work permits for Syrian refugees through the end of 2017, allowed for work permit registration through cooperatives in the agricultural and construction sectors, and begun to open livelihoods opportunities in camps. Since the implementation of the Jordan Compact, 58,290 work permits have been issued to Syrian refugees, including 1,228 for refugees living in camps following the February 2017 policy change to issue work permits in Za’atari and Azraq camps.³⁰ Syrians now hold 9 percent of migrant work permits in Jordan, compared to 2 percent in February 2016.

Only 4 percent of work permits have been issued to women, who face particularly high barriers to access the labor market.

INGOs in Jordan have supported GoJ both directly and indirectly to meet its livelihoods commitments to the international community under the JC. Thirteen of the twenty partners working in the Livelihoods sector of the Jordan Response Plan (JRP) are members of JIF, operating across ten of Jordan's twelve governorates.³¹ This support has enabled both Syrians and Jordanians to enter into formal work and to start and expand their own businesses.

Livelihoods projects undertaken by INGOs also connect local actors through collaborative processes, provide resources such as market assessments, and sensitize both workers and employers to their rights and responsibilities under Jordanian labor law. Organizations have also pressured the international community to meet its own commitments under the JC through their combined advocacy and donor influence, particularly through JIF and other coordinating bodies.³²

While many JIF members have only recently incorporated livelihoods into their programming, others had been working in livelihoods-adjacent projects throughout the Syrian refugee crisis, and drew from these experiences to inform both their own projects and that of other actors.³³

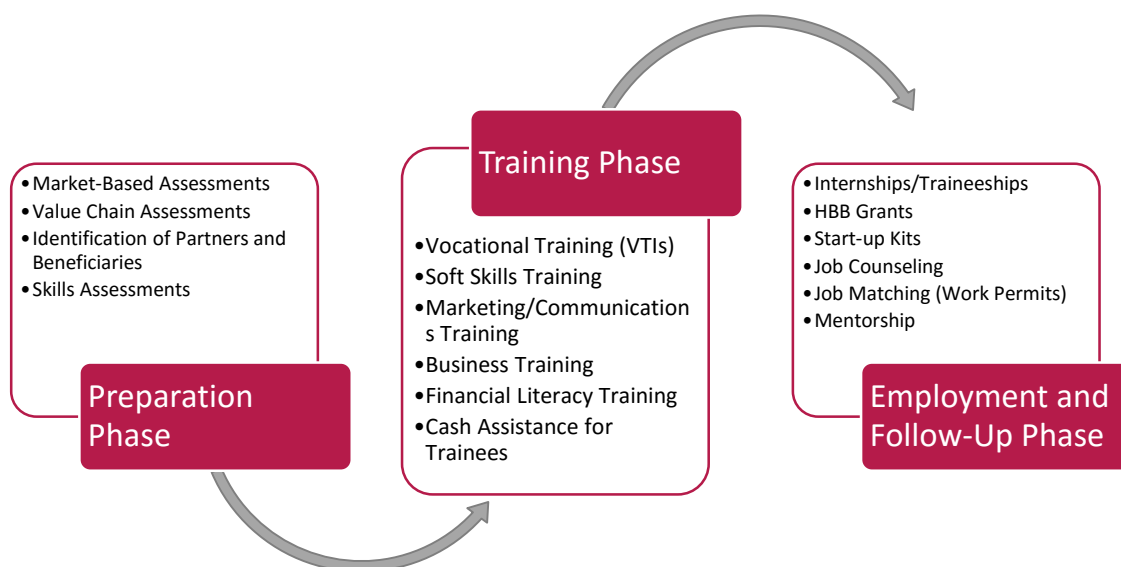
JIF Members: Livelihoods Projects

JIF members have implemented livelihoods programming in unprecedented ways, especially in terms of creating pipelines for Syrian refugees to enter into the formal labor market and establish and expand Home-Based Businesses (HBBs) and Small- and Medium-sized Enterprises (SMEs).

INGOs have served as essential testing grounds for different approaches, implementing local pilot projects to measure results and accrue data before such projects are scaled up to regional and national levels. While the implementation of projects was delayed by policy questions and funding constraints, to date, 29 of JIF's 58 member and observer organizations are engaged in livelihoods projects.

In 2016, JIF members served a combined total of 228,662 beneficiaries from the Syrian, Jordanian, and other refugee communities, and contributed more than \$11 million USD (approx. 8 million JOD) of funding to the response.

In 2017, funding thus far in the sector has reached just under \$28 million USD (approx. 19.6 million JOD) and organizations have reached or targeted 180,180 beneficiaries.³⁴



Since the JC pushed livelihoods and job creation to the forefront of the refugee and resilience response, INGOs have implemented and received approval for livelihoods projects that go beyond typical short-term skills development modalities. These projects focus on two essential areas: **employability, and business establishment and expansion, particularly of HBBs.**

Comprehensive approaches begin with **Market-Based Approaches (MBAs), including Market Assessments and/or Value Chain Assessments** to identify growth sectors open to refugee employment, value chain gaps, and private and/or public sector partners. After these analyses, INGOs identify beneficiaries through existing databases, referrals, and community center employment offices, as well as through **skills assessments**. Beneficiaries undergo different forms of **Vocational Training (VT)**, often through Jordan's Vocational Training Institutes overseen by the Ministry of Labor.

Beneficiaries also receive training in **soft skills, marketing, and/or business development**, depending upon the focus of the project.

Upon completion of training, beneficiaries sometimes receive **grants for HBBs and/or startup kits**. Programs also incorporate **job counseling and matching with internships, apprenticeships, or traineeships**, some with stipends or wage subsidies for a given period. Upon completion of the training and/or internship program, beneficiaries also may be provided with **mentorship, job matching and work permits with employers, and/or Cash for Work opportunities**. INGOs typically apply UNHCR's graduation approach to livelihoods programs, providing beneficiaries cash assistance (both conditional and unconditional) throughout the duration of training programs. JIF member programs incorporating different components of this approach include Mercy Corps, ACF, DRC, AVSI, IOCC, Care, ACTED, TdH Italy, and IRC, among others (see case studies in Box 2).³⁵

"Market-based programming has limitations. It won't reach the most vulnerable. You shouldn't expect market-based programming to do it all." INGO Key Informant

Case Study Box 2: Comprehensive Livelihoods Projects in Practice:

Many JIF members have incorporated multiple stages of the comprehensive livelihoods modality into their projects, partnering with both private and public entities to strengthen local economic development. For example, in Irbid and Mafraq governorates **Mercy Corps** is implementing a three-year, Dutch-funded project called Jobs & Justice that seeks to expand employment opportunities for vulnerable Syrian and Jordanian youth in the olive oil and dairy sectors. These sectors were identified through market-based and value chain assessments as high potential areas for SME expansion and market development. The program works through local partners to facilitate access to VT and apprenticeships and provide cost-shared business grants to successful graduates. It also works with partners throughout the supply chain: animal feed producers and suppliers, local farms, processors, and businesses that sell the products. **IRC** is partnering with MC on this project to provide legal assistance to beneficiaries, focusing on female GBV survivors and HBBs (mainly women). IRC conducts an employability training for youth in the program, where the graduates are placed in apprenticeship programs managed by MC.

While comprehensive job training and matching programs serve many adults in the Jordanian and Syrian communities, particular barriers to access exist for persons with disabilities, women, or those with skill sets that cannot be utilized in the current legal sectors for work (see case studies in Box 3). Because of their humanitarian mandates, many INGOs in Jordan seek to serve the most vulnerable, often less visible, communities.

Many INGOs are working to reach these adults by enhancing employability, increasing workplace accessibility, and identifying niche approaches to incorporate beneficiaries into domestic and international labor markets. While these programs typically are more resource-intensive per beneficiary,

they also have a much deeper impact in terms of integrating women and persons with disabilities or high-level skills into the workforce, which was not previously accessible to them. For instance, many INGO key informants identified HBBs – which typically exist in a legal gray area due to the lack of avenues for formalization – provide promising economic opportunities for women, who face structural and cultural difficulties in accessing formal work through the permit system.

These types of projects highlight the need to differentiate between breadth and depth of project impact, as well as to target people who are not currently able to access the job market through typical livelihoods programming.

Case Study Box 3: Specialized Livelihoods Programs:

International Labor Migration: JIF member **Talent Beyond Boundaries** launched another specialized livelihoods approach in Jordan in 2016. The project aims to provide a unique pathway to international employment for refugee professionals, who have experience largely in sectors that are closed to migrant employment in Jordan. TBB created a Talent Catalog that now has 3,500 profiles of job-seekers in Jordan, and works with the private sector in third countries to match these profiles with employer needs. Once matched with an employer, beneficiaries receive job counseling and support services as they go through the regular interview processes of the employer. TBB's program represents an innovative new approach to refugee employment through international labor migration, and its first successful hire is now undergoing the visa process. Because it is a new program, TBB seeks to build 30 test cases of successfully hired employees and is exploring ways to sustainably fund the high costs of migration to third countries.

Persons with Disabilities: Projects that target persons with disabilities focus on meeting both the healthcare and livelihoods needs of beneficiaries. In Amman and Rusayfa, JIF member **Un Ponte Per** works in collaboration with the King Hussein Cancer Center to provide vocational training and apprenticeships to beneficiaries with disabilities. Following the training, beneficiaries manufacture disability aids that are not currently available or affordable in the Jordanian market. The program then works with private sector to market and sell the products, creating a sustainable line of funding for the program.

Another JIF member, **IM Swedish Development Partner**, works with national civil society organizations (partners) in the areas of Disability and Women's Rights in the thematic areas of Economic Empowerment, Health (SRHR), Education and Strengthening the Civil Society, IM's partner organizations provide Job Training for persons with intellectual disabilities through Sana for Special Individuals, in addition to healthcare and PSS through the Jordanian Women's Union. **IOCC** also recently received approval for an 18-month project to support persons with disabilities' livelihoods access, first by diagnosing and treating their medical issues, and second by enrolling beneficiaries in VT followed by job fairs and matching. Several JIF members work with employers and the government to encourage the private sector to hiring the legally required percentage of employees with disabilities, which is not widely enforced in practice.

Livelihoods Impact of INGOs in Jordan

INGOs have contributed to the JC commitments by providing the support necessary to expand new and existing businesses, support refugee entry into formal work, and foster local economic development. Despite the fact that INGOs are not explicit stakeholders in the JC, the member organizations of JIF have directly facilitated approximately 500 refugee work permits through their programs.³⁶

The central impact of INGO livelihoods interventions, however, has been to prepare thousands of adults to enter into the formal labor market, engage in other income-generating activities, and establish their own businesses.

While GoJ and IOs like ILO and UNHCR have had the largest impacts on WP registrations, INGOs support this process by **identifying and enrolling beneficiaries in VT programs, conducting outreach and awareness sessions about policies and rights, and providing cash assistance and wage subsidies to enable beneficiaries to enter into employment**. HBB support projects provide beneficiaries with the skills necessary to successfully establish or expand their businesses, through **business and marketing training, financial literacy sessions, and follow-up mentorship arrangements, as well as through grants**, fostering economic development on the local level.

Similar to the education sector, projects that are not explicitly under the education or livelihoods sector create an enabling environment for adults to be able to work.

ECCD, primary, and secondary education programs alleviate childcare burdens, particularly for women, to be able to work. **Health programs** ensure adults are physically and mentally able to work, while graduation approaches providing **cash assistance** enables them to enroll in training programs.

Cash for Protection programs that ease access to documentation allows adults to access work permits as well. INGOs are also helping GoJ to transition a development response by changing their own approaches, shifting resources from meeting basic needs towards fostering sustainable livelihoods, including human resources, funding, and programmatic priorities.

Several INGOs, even those without livelihoods projects, have revised their beneficiary targeting to ensure that cash assistance targets those who are unlikely to work, such as the elderly, to ensure that cash assistance does not discourage beneficiaries from working.³⁷

The host community has also benefitted from INGOs' livelihoods projects, and many JIF members surpass the government-set quotas for Jordanian inclusion in projects. Some INGOs work exclusively with Jordanian host communities in their projects, such as the **MEDA** projects to reach 25,000 Jordanian beneficiaries in the Jordan Valley Links project, or the **Operation Mercy** project in sustainable agriculture in underserved governorates.³⁸ Others support private sector actors with SME development and access to skilled beneficiaries.

Livelihoods Best Practices and Lessons Learned

Through their experience with livelihoods projects following JC implementation in 2016, JIF members identified common themes in best practices and lessons learned in project implementation.

1. Market-Based Approaches

All of the INGOs working in the livelihoods sector interviewed for this study highlighted the importance of market-based approaches (MBAs) in project implementation. MBAs include conducting market, value chain, and skills assessments to understand the economic implications of livelihoods projects. Because previous livelihoods modalities often were designed in the context of informality, they tended to focus only on skills and resources that refugees could use outside of the formal labor market. Because the JC opened up the formal labor market to Syrian refugees on an unprecedented scale, interventions must now be anchored in the conditions of the market both to address gaps, and to ensure that Syrians have opportunities to access formal work.³⁹ MBAs can also ensure that INGOs understand what possible negative effects their interventions can have, particularly in terms of distorting markets, which was cited as a key concern by several stakeholders from development IOs, LNGOs, and INGOs.

2. Working with Local Partners

Because the changes necessary to meet Jordan's commitments under the JC will take place over many years, key informants from INGOs also agreed that livelihoods projects must be undertaken

in full partnership with local organizations to be sustainable.

Not only do partnerships support the JC commitment to build local capacity, evidence shows that projects undertaken with local partners experience better outcomes.⁴⁰ While many INGOs have existing relationships with Jordanian LNGOs and SGOs, many of the partners necessary to implement successful and sustainable livelihoods projects are non-traditional humanitarian actors, such as private sector companies, labor cooperatives, and municipalities. As part of the MBA process, INGOs can identify relevant private sector partners to ensure that VT and other educational programs are linked with concrete job opportunities and that the curricula match market needs. INGOs should also focus on making a business case for employing their beneficiaries, in addition to appeals to corporate social responsibility. They can seek to demonstrate increases in productivity associated with well-developed INGO-supported VT programs, for instance, to attract more interest from the manufacturing sector in Jordan.⁴¹

“When you work in Livelihoods, you have to work with an entire economy, not just with refugees. Development issues are chronic and affect the entire community.”

INGO Key Informant

3. *Identifying and Working Towards Realistic Targets*

The targets set by the Jordan Compact – specifically the target of reaching 200,000 work permits – do not indicate any improvement (or lack thereof) in the welfare of workers.

According to one INGO key informant: “We’re being pushed towards very short-term and not very sustainable solutions, because it’s not easy to get people into jobs and stay in them.”

INGOs in livelihoods should balance between project ambition, and realistic goal-setting, with an understanding of the limitations of their own influence. Donors can provide crucial support in this area by pushing back against the tendency to approve projects with shallow impact but high numbers of beneficiaries. In a future revision of the JC commitments, the incorporation of a more diverse set of indicators can also link commitments not just with work permit targets, but with measures of job creation and microeconomic outcomes among beneficiaries.

4. *Balancing Beneficiary Expectations with Market Needs*

INGOs also report that beneficiary expectations of livelihoods programs often do not align with market demands and policy realities. A common example provided by INGO key informants is the demand among Syrian women for training in hairdressing and beauty skills, which are closed occupations to migrants in the formal sector.

Another commonly cited example was the unfavorable view held by many refugees and Jordanians of the SWM and manufacturing sectors, which create many of the available job opportunities.⁴² INGOs should draw on the trust they have built with local communities to convey the findings of market assessments in terms of available work opportunities. INGOs can also use their data on Syrian skills and livelihoods aspirations to lobby for policy changes in the current work permit structure.

5. *Creating Sustainable Resources*

The market, value chain, and skills assessments undertaken in livelihoods project implementation highlight the necessity of ensuring these and other resources continue to be of value to the host community. JIF members can work with municipalities to create multi-year development plans, create fora to build new relationships between companies, local government, labor cooperatives, and workers, and translate assessments and reports into Arabic to increase their accessibility and sustainability.

Constraints and Challenges

Despite the international enthusiasm and support for Jordan's turn towards development and livelihoods under the JC, significant constraints have prevented more widespread success in the sector. **First**, in the initial months of JC implementation, stakeholders in every category reported that confusion around work permit processes and other policy issues delayed project implementation. **Second**, INGOs in particular experienced delays in the shift to livelihoods programming, largely due to the need to hire staff, design projects, secure funding, and identify appropriate partners. As a result, most projects had just entered the pilot phase in 2017, and many have only recently received government approvals and donor funding. **Third**, as livelihoods is a new sector for many humanitarian actors, delays were also caused by the need to conduct assessments of markets, value chains, and beneficiary skills prior to project implementation. **Fourth**, INGOs working in the livelihoods sector acknowledge the preexisting, structural challenges to successfully implementing their projects. Jordan's macroeconomic context complicates the effort to encourage Syrian refugees as well as Jordanians to enter into the formal labor market. According to one INGO key informant "Most of the jobs that are available are available for a reason: because people don't want to work there."⁴³ This anecdotal observation is backed up by many of the assessments conducted by IOs, research institutions, and INGOs during the initial implementation of the JC, indicating that higher wages in the informal sector, work permit inflexibility, and sector restrictions prevented people from accessing work permits.⁴⁴

Despite this significant challenge, INGOs have worked within the existing structures of the Jordanian economy to foster labor formalization and the expansion of businesses, as well as with IOs and GoJ to support macroeconomic development.

Finally, INGOs working in livelihoods recognize that project timelines of six, twelve, or even eighteen months are not long enough to achieve lasting results, especially on a macroeconomic scale. Development projects are typically implemented on a multiyear (3-5 years) basis.

INGOs in the humanitarian sector observe that despite the evolution of the refugee response from humanitarian to development approaches, project funding timelines and targets have not kept pace. Additionally, strict requirements on project proposals prevent INGOs from applying lessons learned to adapt projects as needed. While the current funding structure allows for INGOs to pilot and test approaches and achieve some microeconomic successes, the significant macroeconomic changes necessary for Jordan to achieve its JC commitments remain out of the influence of the INGOs (and to some extent, GoJ and IOs as well) unless the shift to development is also reflected in donor requirements. Macroeconomic development – especially job creation – is measured in years, and even decades, and current funding structures constrain stakeholders' abilities to create interventions that can have a sustainable impact on this development.

"Anything less than 24 months is a pilot project. There is no such thing as a sustainable livelihoods project carried out in under two years."

INGO Key Informant

THE COLLECTIVE IMPACT OF INGOs: COMPARATIVE ADVANTAGE AND VALUE ADDED ANALYSIS

5. THE IMPACT

The ability of INGOs to help Jordan to meet its commitments under the JC is rooted in areas of comparative advantage related to their mandates, approaches, and organization.⁴⁵ Because of their diversity, individual INGO members of JIF do not uniformly have all of these areas of comparative advantage, and some INGOs have higher levels of expertise in certain areas than others. Additionally, these areas of comparative advantage also exist within other stakeholders, but have been identified by key informants as *relative* areas of INGO advantage.

The following comparative advantage areas are therefore presented as general themes within the INGO community, not uniform traits of all INGOs. Nonetheless, these areas highlight the roots of INGO added value in Jordan. They also represent areas that INGOs can leverage and expand upon in their long-term strategies.

- **International networks of support and expertise:** INGOs bring networks of support, including external funding, as well as global expertise to Jordan. INGO staff are able to draw on cross-regional and international experiences to inform their project design.
- **Coordination capacity:** Despite the challenges of coordination, INGOs generally have strong backgrounds in coordination. The Jordan INGO Forum provides a specific forum for the INGOs active in the country to do the same, as well as to coordinate their advocacy and their projects to ensure they are not duplicating efforts and that INGOs work together where possible.
- **Transparency and accountability:** INGOs generally have strong systems of transparency and accountability, not only to donors, but also to their beneficiaries.
- **Ability to work independently and conduct advocacy:** Because of INGOs' independent and apolitical mandates, they also are able to work more independently of political considerations, as well as to conduct advocacy with host governments on sensitive issues than local actors.
- **Flexibility of programming and approaches:** INGOs vary in size and scope of programming. A key advantage of most INGOs regardless of size, however, is their ability to shift programming and approaches according to contextual needs.
- **Specialization and diversity:** The community of INGOs in Jordan also has advantages in their diverse missions, programmatic approaches, and specializations in particular sectors. Because of their diversity, INGOs can adopt inter-sectoral approaches, particularly through working together and with LNGOs in consortia, to create the most comprehensive programs possible.
- **Contact and trust with beneficiaries:** The long-term presence of INGOs as well as the nature of their programs means that INGOs have closer contacts with the communities and beneficiaries that they serve, and observe the effects of project implementation on a field level.

- **Appeal to private sector:** Finally, in the shift from a humanitarian to development response, it is clear that the private sector – local, national, and multinational – has a critical role to play. INGOs are more appealing to many private sector actors because of their ability to guarantee investments, target beneficiaries, and conduct market-based assessments.

Added Value of INGOs in Jordan

Drawing on these comparative advantages, INGOs have contributed to Jordan’s ability to meet its JC commitments in several distinct areas of “value added.” These areas go beyond the number of work permits or children enrolled in school – although their impact in these areas is also significant – and extend to the resource transfers, pilot projects, and local capacity-building activities that INGOs bring to Jordan.

- **Collective Impact:** As a group, INGOs serve hundreds of thousands of refugees and members of the host community with their programming. **Since the implementation of the Jordan Compact in 2016, JIF members’ education projects accrued more than \$65 million USD in funding, and livelihoods projects have reached \$39 million USD. These projects reached 429,256 beneficiaries in education, and 408,842 beneficiaries in livelihoods since 2016. These beneficiaries include at least 128,777 members of the host community in education, and 122,652 in livelihoods,**⁴⁶ based on the minimum quota of host community members required in each project. INGOs also contribute external funds beyond the JRP to

Jordan through grants and donations, especially through faith-based groups, that would not otherwise be available to the country.

- **Knowledge Transfers:** Difficult to measure, but no less important, is the impact of INGO knowledge transfers to Jordan. Through their national staff, work with local partners, and trainings for Jordanian professionals such as teachers and medical staff, INGOs bring new ideas and modalities to the Jordan context and support local capacity-building. The research and assessments generated by INGOs contribute to the baseline understanding of Jordan’s humanitarian and development context for the implementation of future programs, both by INGOs and by local actors.
- **Pilot Projects:** In the livelihoods and education sectors in particular, INGOs serve as incubators of new ideas and approaches. They have a greater capacity to implement small-scale, local projects to test outcomes and re-evaluate program design before these approaches are expanded.
- **Variety in Beneficiaries:** The diverse missions of INGOs have ensured that they continue to target not just Syrian refugees, but also significant numbers of other refugee groups as well as Jordanian host communities. Many surpass the minimum quota of 30 percent Jordanian beneficiaries in projects, and also target Iraqi, Sudanese, Palestinian, Somali, and other refugee groups.

INGOs serve beneficiaries who often fall outside of IO mandates, such as undocumented refugees, migrant laborers, and residents of Informal Tented Settlements (ITS). INGOs' presence in the country ensures that particularly vulnerable and less visible populations can still access assistance and resources.

- **Cross-Cutting Issues:** The incorporation of cross-cutting issues (social cohesion, protection, gender) into technical programs flows from INGOs diverse mandates rooted in humanitarian principles. Nearly all key informants cited education and livelihoods as critical areas to build social cohesion, ensure protection, and empower women and girls. INGOs ensure that these cross-cutting issues remain a priority while working to meet the commitments of the JC.

- **Local Capacity-Building:** The most sustainable and long-term added value of INGOs is their ability to build the capacities of local partners. Capacity-building is a key part of the JC commitments, as well as the international community's push towards localization of refugee and development responses. Yet Jordanian civil society actors, particularly smaller LNGOs without royal support, still lack capacity in critical areas to be able to respond independently to Jordan's humanitarian and development needs. Many INGOs work hand-in-hand with local partners and seek to move beyond the "implementing partner" model through participatory planning processes, technical trainings, and inclusion of LNGO personnel in all aspects of planning and implementation. This is also the central area for future expansion for INGOs, as identified by the majority of stakeholders interviewed for this study.

CONSIDERATIONS FOR STAKEHOLDERS

6. RECOMMENDATIONS

To continue and expand on the progress thus far in meeting the JC commitments, INGOs and other stakeholders can adapt their approaches to match the current context of Jordan. The considerations outlined below are drawn from points of consensus identified by a majority of stakeholders, particularly on issues that received consensus from many different types of actors.

INGOs

- **Develop Systematic and Comprehensive Approaches to Local Capacity-Building**

Stakeholders interviewed for this study all identified local-capacity building as both a central area (if not *the* central area) of INGO added value in Jordan, as well as the primary starting point for INGOs to expand their activities in the future. Although implementing projects with local partners is a widespread practice in the INGO community, many key informants also expressed concern that the definition of “capacity-building” varies widely among organizations. Partnerships operate on a spectrum: some INGOs involve partners in all aspects of the project lifecycle, including planning, proposal writing, implementation, and reporting, while others treat partners as implementers alone. While the latter end of the spectrum has resulted in a high level of technical capacity in some LNGOs, it is unlikely that this approach will result in local

partners being able to act independently of INGOs in the future. LNGOs also expressed dismay that once funding has been received, some INGOs frequently cut their LNGO partners’ share of funds, particularly administrative support for operating costs. INGO and LNGO key informants had several promising recommendations of how to achieve more equally shared partnerships.⁴⁷ Some have also already systematized and implemented components of these approaches, which can be adapted by other INGOs who wish to do the same.⁴⁸

- **Develop Collective Impact Indicators**

The reporting requirements on INGOs are already perceived as a frustrating challenge to their ability to implement projects. Yet these reports give INGOs leverage by demonstrating their impact on the host community and refugee beneficiaries, as well as on Jordan’s development progress. Individual INGOs struggle to demonstrate macroeconomic effects of programs because these effects are outside of the control of a single organization. This project presents very basic indicators of collective impact, including the funding and beneficiaries reached since the JC implementation. If INGOs, particularly the members of JIF, submit their reports to the coordinating bodies as well as to their donors and other constituents, they can begin to

develop impact in aggregate indicators that will more concretely demonstrate their measurable results in the humanitarian and development response.

- **Assess Long-Term Impacts of Cash for Work/Incentive-Based Volunteer Programs**

Stakeholders in the livelihoods sector in particular expressed concern that some interventions that were applied in the pre-JC context in the absence of formal work actually harm beneficiary outcomes in the long-term, while also causing market distortions and potential aid dependency. Wherever possible, INGOs should seek to implement long-term, sustainable livelihoods opportunities for work rather than short-term, insecure income-generating opportunities. INGOs can also transition to unconditional cash assistance where beneficiaries cannot access these opportunities (such as the elderly or persons with disabilities). Although CFW provides an immediate and much needed source of income for refugees in camps, it also perpetuates a culture of dependency, low wages, and lack of labor rights protections among refugees where other opportunities for work exist.

JIF and other Coordinating Bodies

- **Cultivate Contacts in Ministries to Assist with Approval Processes**

INGO key informants expressed a desire for coordinating bodies to go further to identify and develop relationships with figures within ministries, and serve as the point of

contact to present the communities' concerns and advocate for changes, as well as to share information. For instance, JIF's Government Liaison Working Group began this process on behalf of its member organizations, with the goal of clarifying ministry processes and key personnel, as well as conducting advocacy with these figures.

- **Coordinate Advocacy Strategies with Strong Evidence Bases**

INGO stakeholders also identified coordinated advocacy and evidence consolidation as an area for expansion for coordinating bodies, including collating existing reports and creating new evidence bases with stakeholder-requested research projects. Coordinating bodies can help INGOs to drive the policy agenda, not just accept policies as set by other stakeholders. For instance, while most non-governmental livelihoods actors expressed a desire for the currently open sectors for migrants to be expanded, they felt that donors, coordinating bodies, and IOs could advocate for these policy changes more emphatically, and with stronger evidence bases.

- **Foster Increased Discussion and Local Inclusion at Coordination Meetings**

Both INGO and LNGO key informants expressed the need for coordination meetings to be more focused to alleviate the time burden on staff, and to ensure that all attendees can participate. In large meetings, many informants suggested that wherever possible there are breakout sessions for small group discussions, with

report-backs at the end of the session. Leadership on the part of the coordination body chairs is also essential to ensure that no one organization or individual dominates a meeting, given time constraints.

In order to achieve local-capacity building among LNGO staff, there is also a need to make coordination meetings more accessible to all actors. One JIF member is currently working on a project to create a similar forum for LNGOs, and the chair of this forum should eventually be included in all relevant coordination meetings. Another way to ensure local stakeholder inclusion is to solicit their input and questions prior to meetings, and to disseminate the outputs of meetings in Arabic with LNGO managers. Finally, though difficult, wherever possible some coordination meetings could be held in both English and Arabic, with real-time translation available for both groups.

■ **Areas for Future Research**

Coordinating bodies can also work with their members to identify and initiate joint research projects to contribute to their advocacy efforts and project designs. This would increase the credibility of these reports, since they would not reflect only the priorities or agenda of a single organization, and leverage pooled resources to gather commonly desired data. This research project identified beneficiary-driven analysis of INGO value added as another area in need of assessment, which was not possible during the course of this study. Additionally, panel data sets on

long-term outcomes in the livelihoods and education sector related to both work permit/school enrollment, and – more importantly – to retention do not currently exist.

Donors

■ **Adapt Funding Timelines and Requirements to a Development Context**

While donors have supported the shift from humanitarian to development approaches in Jordan, many stakeholders expressed dismay that funding timelines have not transitioned to match.

Multiyear (3-5 years) funding is crucial for development projects to meet the JC commitments and create macroeconomic change. It also enables projects to include pilot phases, learning cycles, and feedback mechanisms to improve project outcomes and foster innovation.

■ **Level the Proposal Playing Field**

Smaller INGOs and LNGOs reported that they are disadvantaged when submitting proposals for projects with major funders. One key informant stated, “We all know who will get the funding, even though we submit proposals anyways to present our ideas.” A blind review component to proposal consideration could help to alleviate this concern, and create trust among smaller organizations that proposals are judged on quality as well as organizations’ size and reputation. Smaller organizations, including LNGOs, can also enter into consortium partnerships to widen their impact

and increase their ability to access funding. Finally, donors could recognize that projects differ in terms of depth and breadth of impact, and shift away from the preference for high beneficiary targets with shallow programmatic impacts.

- **Create Systems that Allow for Innovation – and Failure**

Finally, the desire for innovation and new ideas among all stakeholders has been stymied by a sense among INGOs and LNGOs that failure is not acceptable to donors. Fostering an environment that encourages innovation must include opportunities for organizations to identify mistakes or shortcomings, and to adapt their projects accordingly throughout their lifecycle.

This need is particularly crucial if multiyear funding becomes more widely available, so that projects can be adapted to a changing context.

Host Government

- **Remain Open to Evidence-Based Policy Advocacy**

The policy changes enacted by GoJ, especially in terms of work permit policies, have been the greatest drivers of success in meeting the

targets of the JC. Further policy revisions in 2017 – including the issuance of work permits in camps, clarification of open occupations, and the establishment of freelance construction permits – have expanded the space for all actors to implement livelihoods projects. While many of these policy changes are politically difficult, GoJ can help to ensure further success under the JC by remaining open to policy advocacy with a strong evidentiary base, particularly in terms of open sectors and occupations for Syrian refugees.

- **Identify Single Points of Contact for Humanitarian and Development Proposals in Line Ministries**

Non-governmental stakeholders all acknowledged the need for rigorous approval processes in line ministries to ensure program quality and standards. Long approval timelines and confusing processes have resulted in the loss of funding and wasted resources. Identifying a single team or unit responsible for project reviews would have significant benefits for both NGOs and the ministries themselves, who also expressed frustration over the lack of clear requirements, processes, and standards.

TOWARDS A JORDAN COMPACT 2.0

The implementation of these considerations by all stakeholders would continue to improve the operating space for INGOs in Jordan, as well as leverage their comparative advantages to ensure that the commitments of the JC can be met. The member organizations of the Jordan INGO Forum have been essential partners to GoJ, IOs, and LNGOs to work towards the commitments of the JC. JIF itself has served as a space for INGOs to discuss their projects, coordinate their activities, and learn from each other's experiences to achieve better results. From these processes, innovative new ideas have formed, different project approaches have been tested, and INGOs continue to improve their programming.

At the same time, the current targets set by the Jordan Compact do not indicate long-term qualitative improvements to the educational and economic environments of Jordan. School enrollments and work permits alone say nothing of retention, or quality of work or education. A future revision of the Jordan Compact should maintain the ambition of the original JC, while diversifying targets to include micro-economic indicators of household welfare, and student retention in education programs throughout the entire school year. Diversifying the targets used to assess the JC 2.0 also should include INGOs as explicit stakeholders in supporting these goals, and enhance the GoJ's ability to fulfill its commitments as well as those of the international community.

As they are currently constructed, the JC targets do not capture or indicate improvement in the lives of Syrian refugees or vulnerable Jordanians, nor improvements to the Jordanian economy as a whole. Without losing this sense of ambition, stakeholders can construct more nuanced goals in the future that encompass both macro- and micro-level progress towards Jordan's development goals.

Although Jordan's development and humanitarian space is crowded with many actors, these stakeholders also serve as essential checks and balances on each other. There is a sense of competition between actors – for funds, beneficiaries, and local partners – but also an impressive will to work together despite the incentives to act alone. The Jordan Compact represents an unprecedented opportunity for a refugee crisis to be turned into a development opportunity for a host country, to the benefit of not only Syrian refugees, but also to the communities where they live. Such a shift from short-term to long-term approaches will require commensurate transformations within INGOs, IOs, and the donors that fund them, just as it requires many difficult policy shifts on the part of the government of Jordan. INGOs – not only by acting together, but also by acting with others – have been and can continue to be essential partners in these transformations.

APPENDIX 1: JIF JORDAN COMPACT INFOGRAPHIC

September 2017

WALK THE TALK FOR THE JORDAN COMPACT



The 'Jordan Compact' presented at the 2016 London conference details major commitments aimed at improving the resilience of refugee and host communities, focusing mainly on: **EDUCATION** and **LIVELIHOODS**.

EDUCATION

Challenges



The plan for every school to offer a **safe, inclusive and tolerant environment with psychosocial support** available to refugee and Jordanian children is still pending. There continues to be over crowdedness in public schools with a need for school expansion across the country.

Almost a **third of refugee children are not attending school**. Girls are more likely to be removed from school.



Lack of sustainable livelihoods and related financial challenges which draw children away from school to work, safety related issues for girls and younger children, long distances to school, lack and / or cost of transportation, and exposure to violence/bullying, remain major barriers.



Lack of accurate data collection on enrolment and attendance.

Persistent poor learning achievements and employment prospects upon completing basic education.

Programs targeting the educational needs of 13 to 18 year olds who are out of school and barriers to these are still needed; including destigmatizing non-formal education and vocational training streams, the latter combined with strong support to public vocational training institutions.



Progress

By the end of the 2016/17 academic year, approximately **127,000 Syrian refugee children** were still enrolled in formal school.



3,449 students were enrolled in the summer school sessions run by the MoE and partners in host communities and camps.

198 double-shift schools have opened across the country, and large teacher training programs rolled out. Enrollment in the 2017/18 academic year will be assisted by facilitators in each of the schools who will assist families and schools.



The government's **Drop-Out program** for children aged **13 to 18 is set to expand** across the country in 2018.

Ministry of Education is drafting its **5 year Education Sector strategy**, with support from UNESCO and the International Institute for Educational Planning. The strategy is focused on **strengthening policy** and on the Ministry taking full responsibility for education sector plans.



Donors have supported the MoE's employment of the **online Education Management Information System (EMIS)** system in tracking school-related data on **enrolment and attendance**. Ongoing technical support will be provided to double-shift schools.

WHAT WAS COMMITTED?

'[The GoJ committed] (...) to ensur[ing] that every child in Jordan will be in education in the 2016/17 school year.'

'Every school will offer a **safe, inclusive and tolerant environment** with psychosocial support available to refugee children.'

'Access to vocational training for Syrians and to tertiary/higher education opportunities for all vulnerable youth (Jordanian and Syrian) will be increased.'

'(Predictable, multi-year funding (from donors) to meet the timeframes committed to by the Jordanian government.'

WHAT WE RECOMMEND

Clearer information for families and school management about education options; addressing transportation constraints and violence and ensuring social cohesion in and around schools.

Vocational training opportunities for Syrian youth and parents, including through donor-funded scholarships, and sustainable income generation opportunities for parents.

Measurement of quality learning outcomes and sustained attendance (not only high initial enrollment numbers) and the indirect protection impact of education support programs.

Access to support services, including remedial classes, psychosocial and homework support, life skills, and extracurricular activities.

Expansion of drop-out classes to accommodate the large needs of all children and adolescents who remain out of school.

Long-term financial donor commitments that focus on creating spaces to enable access to education and improving quality of education through technical capacity building and support.

Strengthened school systems, especially for school maintenance, including Parent Teacher Associations and Student Councils. Training and capacity building of teachers and counsellors.

Challenges



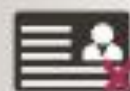
Work permits remain in sectors that have high rates of informality, discouraging incentives to formalize.

Awareness-raising campaigns are still not reaching all refugees or business owners; many continue to be unaware of how to obtain a work permit and what conditions apply in each sector, such as financial aids which are not legally required.



Benefits of obtaining a work permit do not outweigh perceived benefits of remaining in the informal sector: in terms of 1) one's ability to be opportunistic rather than tied to a single employer; and 2) the potential negative effect on cash assistance eligibility.

Sluggish economic growth due to the disintegration of regional trade and low investment has limited quality job creation.



Low wages, poor working conditions, and little flexibility offered by open formal sectors do not have added value compared to opportunities in the informal labour market.

Foreign labor quotas in the services sector limit the ability of private companies - particularly micro and small enterprises - to formalize existing staff.



Pathways to formalize home-based and micro businesses remain financially and bureaucratically restrictive. There is also no perceived added value in formalizing micro and small businesses.

LIVELIHOODS

Progress



Modality created in partnership with the General Federation of Jordanian Trade Unions to remove requirement for Syrians in the construction sector to be linked with an employer.



New managerial positions are open for Syrian refugees in the manufacturing sector.

Syrian refugees holding a MoI card are exempt from the medical check-up fee when applying for their first work permit.



Syrians inside the camps can now access work permits and pursue employment opportunities outside of the camp.

Eight employment centers have been established by ILO in labor districts throughout Jordan to provide employment services to Syrian refugees and Jordanians.



Over 62,000 work permits issued and renewed (6% to women) since 2016, however only 33,663 issued this year, 4,000 issued for camp-based refugees.



Grace period exempting work permit fees extended to the end of 2017.

WHAT WAS COMMITTED?

'Turning the Syrian refugee crisis into a development opportunity that attracts new investments and opens up the EU market with simplified rules of origin, creating jobs for Jordanians and Syrian refugees.'

'Rebuilding Jordanian host communities by adequately financing through grants the Jordan Response Plan.'

'Mobilizing sufficient grants and concessional financing to support the macroeconomic framework [...] as part of Jordan entering into a new Standby Fund Facility program with the IMF.'

'The government will undertake the necessary administrative changes to allow for Syrian refugees to apply for work permits both inside and outside [development] zones.'

'Syrian refugees will be allowed to formalize their existing businesses and set up new, non-generating businesses [...] by the summer 2016'. The removal of 'any restrictions preventing small economic activities within the camps'.

WHAT WE RECOMMEND

Review foreign labor quotas in the services sector and create exemption pathways (depending on the size of the business) in order to provide incentives for formalization.

Increase the number of transitional employment schemes that bridge short-term (cash for work) opportunities with more sustainable employment.

Create a clearer, more accessible process for both Jordanians and refugees to register their businesses.

Job creation policies for Syrian refugees and host communities should be created based on geographically-bound value chain analysis, which includes legal and policy recommendations per value chain in order to increase formal work permit uptake.

Increase number of transportation studies at the district and municipal levels in order to identify solutions for more cost-effective, efficient methods of transport for low-income workers.

Increase awareness raising amongst employers and refugees on benefits of work permit uptake.

Improve capacity of Ministry of Labor to conduct workplace inspections that include analysis of labor conditions and treatment of staff (rather than checking the legal status of employees).

APPENDIX 2: JIF MEMBER RESOURCES

ACF: [The Future of Aid: INGOs in 2030](#). Provides a critical analysis and projection model for the future role of INGOs in the international aid community.

CARE: [Seven Years into Exile](#). Provides an overview of the data related to Syrian refugee welfare in Jordan.

DRC: [East Amman: Area-Based Livelihoods Assessment](#). Assesses a case study in ABA livelihoods approaches and gives recommendations for practitioners.

DRC: [Supporting Livelihoods in Azraq Refugee Camp](#). Assesses incentive-based volunteer livelihoods opportunities in Azraq camp for their long-term welfare and psychosocial impacts.

DRC: [Managing Partnerships with Community-Based Organizations in Southern Jordan](#). Presents recommendations on partnership policy in southern regions of Jordan.

ICMC: [Protection Monitoring Report](#). Gives an overview of the findings of a second protection monitoring study of Syrian refugee access to legal and civil documentation.

IM Swedish Development Partner: [Shadow Report on the Status of Implementation of the Convention on the Rights of Persons with Disabilities in Jordan](#). Assesses the legal frameworks applicable to persons with disabilities in Jordan.

IRC: [Refugee Compacts: Addressing the Crisis of Forced Displacement](#). Provides an overview and critical analysis of the modality of refugee compact agreements between host countries and the international community.

IRC: [Solving the Refugee Employment Problem in Jordan](#). Analyzes the results of a survey of Syrian refugees to determine barriers to employment access.

Oxfam: [Making Aid to Jordan and Lebanon Work](#). Presents a preview of key findings from Oxfam-commissioned research in Lebanon and Jordan.

Terre des Hommes: [Because we struggle to survive: Child Labour among Refugees of the Syrian Conflict](#). Provides a legal assessment and data on the prevalence of child labor among Syrian refugees.

APPENDIX 3: COMPARATIVE ADVANTAGE ANALYSIS

Type of Actor	Comparative Advantage	Challenges/Disadvantages
Donors	<ul style="list-style-type: none"> • High level of policy influence • Ability to determine programming focus • Ability to impose restrictions or stipulations to funding • Obligation to humanitarian principles 	<ul style="list-style-type: none"> • Lack of context awareness/knowledge • Lack of presence on the ground • Imposition of value systems may be incongruous with reality of situation • Political goals are not always to serve refugees • Attention moves on quickly
IOs	<ul style="list-style-type: none"> • International networks of support and expertise • High level of policy influence • Large budgets and global permanent staff • High profile • Long-term actors • Ability to gather and analyze largescale data 	<ul style="list-style-type: none"> • Inflexible mandates • Siloed into different sectors • Some unfamiliar with humanitarian context • Lack of presence on the ground, in communities • Perceptions of inequality, corruption
National Ministries	<ul style="list-style-type: none"> • Set policies, processes • Implement programs directly in communities • Long-term actors • Knowledge of context and actors • State-backed 	<ul style="list-style-type: none"> • Corruption (perceived and actual) • Lack of coordination between Ministries • Lack of transparency • Primary interest is serving local population over refugees, for whom funding is intended • Budget support is primary goal
Local Municipalities	<ul style="list-style-type: none"> • Highly localized contextual knowledge • State-backed • Long-term actors • Direct contact with communities 	<ul style="list-style-type: none"> • Differences in policy understanding and implementation • Highly uneven in terms of capacity, resources, etc.
Local NGOs/CBOs/FBOs	<ul style="list-style-type: none"> • Long-term actors • Rooted in local communities • Local legitimacy • Seen as helping Jordanians 	<ul style="list-style-type: none"> • Lack of capacity • Lack of resources • Lack of transparency and accountability
INGOs	<ul style="list-style-type: none"> • International networks of support and expertise • Bridge between macro- and micro-actors • Ability to act independently • Valuable insights into context • Viable partners for multinational private sector • Ability to target beneficiaries • Accountability to external actors • Research and data collection capacity • Coordination capacity as a group 	<ul style="list-style-type: none"> • Not always long-term actors in the country • Seen as favoring Syrians • Reactive programming • Competition for funds • Lack of self-awareness about weaknesses • Uneven ability to conduct research • Lack of coordination with other actors

International networks of support and expertise: A crucial comparative advantage of INGOs is their very nature as internationally-linked actors. Organizations bring networks of support, including external funding, as well as global expertise to Jordan. INGO staff are able to draw on cross-regional and international experiences to inform their project design. Several key informants from INGOs highlighted this experience as particularly essential to creating and implementing livelihoods projects since the JC, due to the sector's complete transformation under the JC commitments.

Coordination capacity: Despite the challenges of coordination, including the fact that there are simply a large number of actors in Jordan's humanitarian and development space, INGOs in particular have strong backgrounds in coordination. The Jordan INGO Forum provides a specific forum for the INGOs active in the country to do the same, as well as to coordinate their advocacy and their projects to ensure they are not duplicating efforts and that INGOs work together where possible. JIF established its own livelihood working groups before the establishment of the inter-agency one, holds regular Country Director meetings, and shares information in meetings as well as its newsletter and online platform. Coordination between so many actors is always challenging and there are many areas for improvement, but the foundations of coordination are strongly rooted in Jordan, especially among INGOs. Stakeholders noted that INGOs should expand upon this coordination capacity, and create stronger links not only among themselves, but with other actors as well, particularly government and LNGOs.

Transparency and accountability: INGOs generally have strong systems of transparency and accountability, not only to donors, but also to their beneficiaries. Because of their humanitarian mandates, INGOs hold themselves accountable to multiple constituencies at once, not catering to the agenda of a single group or stakeholder. Their financial reporting structures are well-developed, and donors have a high level of trust in INGO financial management.

Research and data collection capacities: In a fast-paced and ever-evolving environment like that of Jordan, actors must continuously conduct research and analysis, data collection, and monitoring and evaluation (M&E) activities. INGOs have a higher capacity to call on international and local networks of experts and researchers to carry out these activities, and are often required to do so by their donors. They also have contacts in higher education institutions worldwide due to their international nature, and can form partnerships with these institutions and their students to conduct research projects.

Ability to work independently and conduct advocacy: Because of INGOs' independent and apolitical mandates, they also are able to work more independently of political considerations, as well as to conduct advocacy with host governments on sensitive issues than local actors. INGOs can act as a balance between refugee and host community needs, and donor and host government concerns, advocating for equitable program distribution that will meet the needs of an inclusive group of beneficiaries and stakeholders. While individual INGOs have struggled with their lack of policy influence, JIF has pooled the advocacy weight of its members to ensure their suggestions and concerns are raised with GoJ, IOs, and donors. In the past year, JIF has created advocacy strategies for the membership, talking points for its member organizations, advocacy documents for government and other stakeholders, and initiated member-requested research projects.

Flexibility of programming and approaches: INGOs vary in size and scope of programming. A key advantage of most INGOs regardless of size, however, is their ability to shift programming and approaches according to contextual needs. In the words of one key informant, "If an [IO] produces a textbook that requires revision, but they have already distributed them nationwide, then they cannot change the textbook."⁴⁹ INGOs, on the other hand, benefit from the smaller size of their programs and more flexible mandates to shift their projects as required. This is apparent in the fundamental change in their approaches to livelihoods since the implementation of the JC. The JIF Livelihoods Working Group recently held a "Lessons Learned" session to focus entirely on the challenges organizations have faced in implementing projects, which provided an opportunity for INGOs to share their experiences, lessons learned, and how they changed their projects as a result.

Specialization and diversity: The community of INGOs in Jordan also has advantages in their diverse missions, programmatic approaches, and specializations in particular sectors. Because of their diversity, INGOs can adopt inter-sectoral approaches, particularly through working together and with LNGOs in consortia, to create the most comprehensive programs possible. While not explicitly included in the JC commitments, INGO activities in non-livelihoods and education sectors like health, shelter, basic needs, and others reinforce refugees' and Jordanians' ability to work and enroll in education.

Contact and trust with beneficiaries: While there is a common perception that INGOs only arrived in Jordan during the Syrian refugee crisis, the majority of JIF's member organizations have operated in the country since at least the early 2000s. Some of the oldest organizations have been present since the 1967, and one organization has been present in Jordan since 1939. The long-term presence of INGOs as well as the nature of their programs means that INGOs have closer contacts with the communities and beneficiaries that they serve, and observe the effects of project implementation on a field level.

Appeal to private sector: Finally, in the shift from a humanitarian to development response, it is clear that the private sector – local, national, and multinational – has a critical role to play. INGOs are more appealing to many private sector actors because of their ability to guarantee investments, target beneficiaries, and conduct market-based assessments. INGOs also are particularly appealing to multinational private sector partners because of their systems of transparency and accountability, their deep contextual knowledge, and their contacts with the diverse ecosystem of humanitarian and development stakeholders in Jordan.

APPENDIX 4: JIF MEMBER AND OBSERVER ORGANIZATIONS

1. Action Aid
2. Action Contre la Faim
3. ACTED
4. Alianza por la solidaridad
5. AVSI
6. Bibliotheque Sans Frontieres
7. CARE International
8. The Center for Victims of Torture
9. Collateral Repair Project
10. Danish Refugee Council
11. DIGNITY - Danish Institute against Torture
12. Fundacion Promocion Social de la Cultura
13. Finn Church Aid
14. Handicap International
15. HelpAge International
16. HumaniTerra
17. IM Swedish Development Partner
18. International Catholic Migration Commission
19. International Medical Corps
20. International Orthodox Christian Charities
21. International Relief & Development
22. International Rescue Committee
23. Intersos
24. Islamic Relief Jordan
25. Jesuit Refugee Service Jordan
26. Johanniter International Assistance
27. Kvinna till Kvinna
28. Lutheran World Federation
29. La Chaine de l'Espoir
30. Medair
31. Medecins du monde
32. Mercy Corps
33. Middle East Children's Institute
34. Mennonite Central Committee
35. Mennonite Economic Development Associates of Canada Society
36. Near East Foundation
37. Norwegian Refugee Council
38. Operation Mercy
39. Oxfam Jordan
40. Plan International
41. Première Urgence - Aide Médicale Internationale
42. Questscope
43. Relief International
44. Right to Play
45. Secours Islamique – France
46. SPARK/TBB
47. Terre des hommes Italy
48. Terre des hommes Lausanne
49. Un ponte per
50. Vision Hope international
51. War Child Canada
52. War Child UK
53. World Relief Germany
54. World Vision International
55. Caritas (consortium) (observer)
56. International Committee of the Red Cross Red Crescent (observer)
57. International Federation of the Red Cross Red Crescent (observer)
58. Medecins Sans Frontieres OCA (observer)

REFERENCE NOTES

¹ Documents from the London Conference can be viewed here:

<https://www.supportingsyria2016.com/>

² As of September 2017, there are more than 5.165 Syrian refugees registered with UNHCR. Jordan hosts more than 660,000 registered Syrian refugees, while GoJ estimates that there are more than 1.3 million Syrians in the country total. Just three countries – Jordan, Lebanon, and Turkey – host more than 4.768 million registered Syrian refugees, or more than 92 percent of all Syrian refugees. All figures are taken from the UNHCR Regional Response Portal:

<http://data.unhcr.org/syrianrefugees/regional.php>

³ UNHCR Fact Sheet, June 2017. Retrieved from: <http://reliefweb.int/sites/reliefweb.int/files/resources/Jordan%20Fact%20Sheet%20June%202017-%20FINAL.pdf>

⁴ JIF Jordan Compact Infographic, April 2017 (see Appendix 1).

⁵ Documents from the Brussels Conference can be viewed here:

<http://www.consilium.europa.eu/en/meetings/international-summit/2017/04/05/>

⁶ *The Welfare of Syrian Refugees: Evidence from Jordan and Lebanon*, report no. 102365 (Washington, DC: World Bank, 2015), pg. 8. Note that the World Bank study employs a poverty line of 50 JD/month (1.64 JD/day); the poverty line used by GoJ and UNHCR is 68 JD/month, and UNHCR estimates that 86 percent of Syrian refugees lived below this line in 2015.

⁷ *Impact of the Influx of Syrian Refugees on the Jordanian Labor Market: Findings from the Governorates of Amman, Irbid and Mafraq*, report (Amman: ILO and Fafo, 2015), pg. 5.

⁸ See: <http://www.jordantimes.com/news/local/unemployment-highest-rate-25-years--dos>

⁹ *The Informal Sector in the Jordanian Economy*, report (Amman: UNDP, 2013). These figures likely underestimate the impact of the informal labor market, due to the fact that they are based on native Jordanian labor alone and do not measure migrant informal labor, including refugees. Additionally, the study heavily relies on a data set produced in 2010 prior to the Syrian civil war. Estimates of Syrians working in the informal sector prior to the Jordan Compact range from 150,000-200,000, hence the work permit target set in the Jordan Compact.

¹⁰ *Regional Refugee & Resilience Plan 2017-2018: Jordan*, report (Geneva: UNHCR, 2017), pg. 16.

¹¹ Musa Shteivi, *National Child Labour Survey 2016 of Jordan*, report (Amman: Government of Jordan, 2016), pg. 22

¹² For a full list of JIF member and observer organizations, see Appendix 4.

¹³ JIF Jordan Compact Infographic, April 2017 (see Appendix 1).

¹⁴ ISWG Minutes, July 2017. Retrieved from: <http://data.unhcr.org/syrianrefugees/download.php?id=13959>

¹⁵ Key informant interviews, INGOs, August 2017.

¹⁶ ISWG Minutes, July 2017.

¹⁷ ESWG Minutes, June 2017. Retrieved from: <http://data.unhcr.org/syrianrefugees/download.php?id=13696>

¹⁸ MoE Presentation, UNICEF, August 2017.

¹⁹ Ibid.

²⁰ Based on data submitted by 23 JIF member organizations. The actual numbers are likely higher due to incomplete reporting.

²¹ UNICEF Makani Update, January 2017. Retrieved from:

https://www.unicef.org/jordan/Makani_update_January_2017.pdf

²² See Makani Guidelines, September 2016.

Retrieved from:

<http://data.unhcr.org/syrianrefugees/download.php?id=11812>

²³ Key informant interview, INGO, August 2017.

²⁴ Key informant interview, Donor, August 2017.

²⁵ Key informant interviews, INGOs, August 2017.

²⁶ Key informant interview, INGO, August 2017.

²⁷ JIF Jordan Compact Infographic, April 2017 (see Appendix 1).

²⁸ *The Work Permit Initiative for Syrian Refugees*, report (Amman: UNHCR Jordan and BCARS, 2017).

²⁹ European Commission, "EU-Jordan: Towards a Stronger Partnership," news release, July 20, 2016, http://europa.eu/rapid/press-release_IP-16-2570_en.htm.

³⁰ LWG Meeting Minutes, August 2017. Retrieved from:

<http://data.unhcr.org/syrianrefugees/admin/download.php?id=13834>

³¹ Livelihoods Quarterly Dashboard, August 2017.

Retrieved from:

<http://data.unhcr.org/syrianrefugees/download.php?id=13893>

³² See: *From Words to Action: Reviewing the Commitments Made at the 'Supporting Syria and the Region' Conference Six Months on*, report (DRC, NRC, and Save the Children, September 2016); *Stand and Deliver: Urgent Action Needed on*

Commitments Made at the London Conference One Year on, report (DRC, Oxfam, and Save the Children, January 2017).

³³ See "Livelihood Programme Steps," UNHCR, July 2017:

<http://data.unhcr.org/syrianrefugees/download.php?id=13736>

³⁴ Based on data submitted by 18 JIF member organizations. The actual numbers are likely higher due to incomplete reporting.

³⁵ See "Livelihood Programme Steps," UNHCR, July 2017:

<http://data.unhcr.org/syrianrefugees/download.php?id=13736>

³⁶ Based on data submitted by 17 JIF member organizations.

³⁷ Key informant interviews, August 2017.

³⁸ Key informant interviews, August 2017.

³⁹ See: UNHCR, "Multisector-Market Based Assessment: Companion Guide and Toolkit," August 2017:

<http://data.unhcr.org/syrianrefugees/download.php?id=13930>; UNHCR and ILO, "A Guide to

Market-Based Livelihoods Interventions for Refugees," July 2017:

<http://data.unhcr.org/syrianrefugees/download.php?id=13734>.

⁴⁰ Firas I Mahmoud Saleh et al., "The Effect of TQM Dimensions on the Performance of International Non-governmental Organisations Operating in Jordan," *International Journal of Productivity and Quality Management* 21, no. 4 (June 2017): 453.

⁴¹ Key informant interview, INGO, September 2017.

⁴² Oxfam, August 2017.

⁴³ Key informant interview, INGO, August 2017.

⁴⁴ BCARS and UNHCR, February 2017.

⁴⁵ See Appendix 3: Comparative Advantage Analysis.

⁴⁶ These figures are based on reports submitted by 41 JIF members engaged in education and livelihoods projects. Due to incomplete reporting, and the fact that some INGOs surpass the minimum quotas for host community members, they are likely higher in reality.

⁴⁷ Specific recommendations include: Engage in participatory planning processes, including joint proposal-writing. Prior to submitting proposals to donors and GoJ, for instance, one key informant recommended placing calls for tender from LNGOs in local newspapers and social media; Generate durable resources adapted to the Jordanian context, translate materials to Arabic; Offer management, development, M&E, and outreach workshops and trainings; Prioritize low-capacity LNGOs rather than mid- to high-capacity SGOs; Include local partners in coordinating bodies and donor meetings; Create fellowships and exchanges for national INGO managers to work at LNGOs, and vice versa; Implement a set of standards for LNGO partnerships, and criteria to evaluate gaps in LNGO capacity; Direct funding to independent coordinating bodies for LNGOs; Expand English language training for Arabic-speakers, and Arabic language trainings for international staff.

⁴⁸ See: "Learning in Practice: An Innovative New Approach to Capacity-building and Advocacy," ACTED, August 18, 2017, <http://www.acted.org/en/learning-practice-innovative-new-approach-capacity-building-and-advocacy>.

⁴⁹ Key informant interview, INGO, August 2017.