

# Guidelines for Implementing Cash-for-Work Projects in the Waste Management Sector



*Photo: SWM CfW women – Action Against Hunger*

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by Disaster Waste Recovery



## ACRONYMS AND ABBREVIATIONS

ACF – Action Against Hunger (Action Contre la Faim)

CBO – Community Based Organisation

CfW – Cash for Work

DoL – Department of Labor

DRC – Danish Refugee Council

DWR – Disaster Waste Recovery

FGD – Focus Group Discussion

GIZ – German Agency of International Cooperation

HH – Household

ILO – International Labour Organization

(I)NGO – (International) Non-Governmental Organisation

IRS – Informal Recycling Sector

JOD – Jordanian Dinar

JCC – Jordan Cooperative Corporation

JRP – Jordan Response Plan

JRPSC – Jordan Response Platform for the Syria Crisis

JSC – Joint Service Council

MoE – Ministry of Environment

Mol – Ministry of Interior

MoL – Ministry of Labor

MoMA – Ministry of Municipal Affairs

MoPIC – Ministry of Planning and International Cooperation

NSWMS – National Solid Waste Management Strategy

PE – Private Entity

PPP – Public Private Partnership

SSC – Social Security Corporation

SVA – Sector Vulnerability Assessment (MoPIC)

SWM – Solid Waste Management

ToT – Training of Trainers

UNDP – United Nations Development Programme

UNHCR – United Nations High Commissioner for Refugees

WASH – Water, Sanitation and Hygiene

WP – Work Permit

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## OBJECTIVES OF THE GUIDELINES

These guidelines on Cash-for-Work (CfW) in the Solid Waste Management (SWM) sector have the following objectives:

- To contribute to the achievement of humanitarian and environmental goals in Jordan by assisting organisations and actors to plan and implement the CfW programme in the waste management sector at the municipal level.
- To compare existing practices of CfW implementation across NGO programmes outside refugee camps and provide equal access to available job opportunities and incomes for both Syrian refugees and vulnerable Jordanians affected by the Syrian refugee crisis.

The CfW SWM programme is fully aligned with the objectives of the Jordan Response Plan (JRP) for the Syria Crisis 2017–2019 on improving SWM municipal services and infrastructures.

The guidelines also outline strategies to integrate the Informal Recycling Sector (IRS) into the SWM system. This approach not only helps to ensure that no harm is done when implementing humanitarian and resilience projects, but also to create sustainable livelihoods within the SWM beyond the programme.

These guidelines are an initiative of Caritas, Action Against Hunger, and the Danish Refugee Council under the GIZ “Waste to positive Energy” project commissioned in mid-2015 by the German Federal Ministry for Economic Cooperation and Development. The contents reflect these three partner organisations’ experience, since mid-2016, of implementing CfW programmes to strengthen the waste management capacity of municipalities in the governorates of Irbid, Jerash, Ajloun, and Karak.

The document is divided into two parts: the first offers guiding principles and criteria for implementing CfW projects in the SWM sector, while the second provides specific steps for implementing the project management phases, such as design, programming, implementing, monitoring, and evaluation.

**PART I: GUIDING PRINCIPLES AND  
CRITERIA FOR IMPLEMENTING CfW  
PROGRAMMES IN THE WASTE  
MANAGEMENT SECTOR**



## 1. INTRODUCTION

### 1.1. Situation Analysis

Jordan hosts 1,265,514 Syrians,<sup>1</sup> 13.2% of the national population; of these, 655,624 are registered as refugees.<sup>2</sup> Since the beginning of the Syria crisis, the large number of refugees and permanent shortfall of crisis response funds have placed increasing pressure on national services and infrastructure. As a result, Jordan's resilience has dwindled and Syrian refugees' vulnerability has increased over the years.

According to the Comprehensive Vulnerability Assessment (CVA)<sup>3</sup> conducted in 2015 by the Ministry of Planning and International Cooperation (MoPIC) and the Jordan Response Platform for the Syria Crisis (JRPSC) Secretariat, severe levels of vulnerability exist in the northern and central areas of Jordan, where the number of refugees is larger and almost 86% of Syrian refugees are living below the Jordanian poverty line of 68 JOD per capita per month.

In terms of SWM, deliveries of municipal services have been critically affected, mostly in those areas that host a larger percentage of the Syrian population. Consequently, environmental pollution, including illegal dumping and inappropriate disposal and burning of solid waste, has worsened as increased waste production has put a serious strain on existing capacities. In general, 11% of the population (Jordanians and Syrian refugees) receive inadequate service because of the municipalities' lack of SWM capacity; at the same time, the lack of landfill capacity means that 19 % of SW cannot be sent to landfill.<sup>4</sup>

The crisis has also led to tension between host communities and refugees.

### 1.2. The Jordan Response Plan

The Jordan Response Plan (JRP) 2017–2019 is the national strategy to address the immediate needs of Syrian refugees and vulnerable Jordanians and, in the long term, to improve Jordan's resilience issue.

The plan aligns with the main national plans and strategies and particularly fosters the creation of new employment and livelihood opportunities for vulnerable Jordanians and Syrian refugees. This economic development approach is thanks to the government's signature of the Jordan Compact initiative during 2016 in London,<sup>5</sup> which turned the crisis into a development opportunity to attract new investments.

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<sup>1</sup> DHS, 2015: [http://www.dos.gov.jo/dos\\_home\\_a/main/population/census2015/Non-Jordanians/Non-jordanian\\_8.1.pdf](http://www.dos.gov.jo/dos_home_a/main/population/census2015/Non-Jordanians/Non-jordanian_8.1.pdf)

<sup>2</sup> UNHCR, 2018: <http://data.unhcr.org/syrianrefugees/country.php?id=107>

<sup>3</sup> JRPSC, 2015:  
<https://static1.squarespace.com/static/522c2552e4b0d3c39ccd1e00/t/568d165340667a5449968a81/1452086867029/CVA.pdf>

<sup>4</sup> JRS, 2017-2019:  
<https://static1.squarespace.com/static/522c2552e4b0d3c39ccd1e00/t/5956897e78d1714f5b61f5c2/1498843547605/JRP+2017-2019+-+Full+-+%28June+30%29.pdf>

<sup>5</sup> "The Jordan Compact: A New Holistic Approach between the Hashemite Kingdom of Jordan and the International Community to deal with the Syrian Refugee Crisis", London, February 2016: <https://reliefweb.int/report/jordan/jordan-compact-new-holistic-approach-between-hashemite-kingdom-jordan-and>

The JRP also aims to improve municipal services and infrastructure, such as waste collection, in areas with critical levels of demographic stress due to the arrival of large numbers of Syrian refugees, and to mitigate pressures on natural resources as well as on environmental and ecosystem services.

The CfW SWM programme clearly aligns with the need to create job opportunities and support SWM at municipality level. This programme represents an important contribution to the JRP as it covers short-term support and bridges over to longer-term sustainable livelihoods.

## 2. BACKGROUND TO THE SWM SECTOR IN JORDAN

### 2.1. SWM main characteristics in Jordan

A Jordanian report on the development of a national solid waste management strategy estimates municipal waste generation at 2,655,977 tonnes in 2014, growing at 3% every year, for a population of 7.7 million (refugees included).<sup>6</sup>

According to the latest German Agency of International Cooperation (GIZ) report, only 7% of the generated municipal waste was recovered in 2014, most of the rest being dumped in open dumpsites or engineered landfills.<sup>7</sup>

The composition of waste is mainly organic (50%), followed by paper and cardboard (15%), plastics (16%), glass (2%), and metals (1.5%).

**Table 1. Jordan solid waste composition**

Material	Average percentage of total waste
Biowaste	50%
Paper and cardboard	15%
Plastics	16%
Metals	1.5%
Glass	2%
Others	15.5%

Source: SWEEP-Net 2014.

### 2.2. SWM stakeholders in Jordan

Different actors are responsible for managing different types of waste and areas of intervention:

- The Ministry of Environment (MoE) is in charge of developing policy, planning and monitoring the environment, and management of hazardous waste.

<sup>6</sup> Mostaqbal Consulting & LDK Consultants (2014). Development of a National Strategy to Improve the Municipal Solid Waste Management Sector in the Hashemite Kingdom of Jordan. Baseline Study on the Existing MSWM System in the Hashemite Kingdom of Jordan (1st Draft Report). Amman, Jordan.

<sup>7</sup> SWEEP-Net. (2014). *Country Report on the Solid Waste Management in Jordan*. Retrieved from <http://www.moenv.gov.jo/AR/EnvImpactAssessmentStudies/Documents/%D8%A7%D9%84%D8%AA%D9%82%D8%B1%D9%8A%D8%B1%20%D8%A7%D9%84%D9%88%D8%B7%D9%86%D9%8A%20%D9%84%D8%A7%D8%AF%D8%A7%D8%B1%D8%A9%20%D8%A7%D9%84%D9%86%D9%81%D8%A7%D9%8A%D8%A7%D8%AA%20%D8%A7%D9%84%D8%B5%D9%84%D8%A8%D9%87.pdf>

- The Ministry of Municipal Affairs (MoMA), operating mainly through the municipalities or Joint Service Councils (JSCs), is responsible for the regulations and management of non-hazardous waste.
- The municipalities are mainly responsible for the cleaning, collection and transfer of waste at the local level.
- Joint Service Councils (JSCs) are in charge of waste disposal and landfill operations at the regional level.

Other actors, including UN agencies such as UNDP and UNHCR (refugee camps), NGOs, the EU, and government donors, are also involved in strategic planning and implementation of SWM programmes and projects. In addition, the recycling sector in Jordan, mainly performed by private formal and informal entities and individuals, complete augment large number of the sector stakeholders.

### 2.3. The recycling sector in Jordan

Apart from pilot initiatives implemented in the Governorate of Amman, Governorate of Ma’am and Governorate of Karak, very few formal recycling systems exist in Jordan.

Recovery activities are mainly performed by the IRS. In most dumpsites, JSCs hold contracts with recycling contractors who hire waste pickers<sup>8</sup> to sort recyclables from the waste. Waste pickers, itinerant buyers, and scrap dealers also take recyclables to existing recycling companies or exporters in Jordan.

**Table 2. Main characteristics of the IRS’s stakeholders**

Waste pickers	Itinerant buyers	Scrap dealers
<ul style="list-style-type: none"> <li>• Individuals.</li> <li>• Main activity: picking of recyclables.</li> <li>• Mode of transport: on foot, pushcart, or donkey.</li> <li>• Cover small areas.</li> <li>• Quantity of recyclables collected: 20–100 kg/day.</li> <li>• Income: 5–15 JOD/day (winter) and 20–50 JOD/day (summer).</li> </ul>	<ul style="list-style-type: none"> <li>• Individuals/small enterprises.</li> <li>• Main activity: picking of recyclables.</li> <li>• Mode of transport: pick-up.</li> <li>• Cover large areas.</li> <li>• Quantity of recyclables collected: 300 kg/day.</li> <li>• Income: 15–20 JOD/day (winter) and 10–50 JOD/day (summer).</li> </ul>	<ul style="list-style-type: none"> <li>• Small enterprises.</li> <li>• Main activity: buying, separating, storing, and selling recyclables. (some have recycling capacity).</li> <li>• Cover mainly the town where they are located but also other municipalities.</li> <li>• Quantity of recyclables collected: 1, 000–5,000 kg/day.</li> </ul>

*Source: Mapping and Inclusion Strategy of the Informal Recycling Sector in Jordan, DWR 2017.*

<sup>8</sup> At the time of writing, MoMA and UNDP are working together to formalise the working conditions of waste pickers working for the contractors.

### 3. PRINCIPLES AND CRITERIA

The CfW SWM programme is based on the ten major principles described in the subsections below.

#### 3.1. Do-no-harm approach

New CfW projects should identify, acknowledge, and integrate the current IRS to avoid a negative impact on livelihoods and the environment. When fulfilling the vulnerable criteria, they should prioritise the identification and registration of waste pickers, engaging them to participate in the CfW programme within the area of intervention.

In Jordan, the informal recycling actors, named waste pickers, itinerant buyers, and scrap dealers, collect recyclables from the streets or directly from households and commercial enterprises; the objective is to recycle or upcycle the materials before they reach landfill. This brings environmental benefits to the country, as it saves huge quantities of waste from disposal in landfills and dumpsites, thus contributing towards slowing the depletion of new raw materials. The IRS also brings financial benefits to the municipality, as it saves the municipality collection and disposal costs, especially where municipal waste collection systems are fragile.

The informal sector, mostly composed of marginalized workers, uses simple equipment in a self-financing manner to recover large amounts of plastic, metals and other recyclables. Jordanians, Syrian refugees, Africans and other informal sector workers endure hazardous working conditions and stigmatization that affects their socio-economical condition.

To avoid any harm, the design of SWM CfW projects that promote sorting and recycling schemes must be based on a thorough understanding of the IRS at municipal level and of the sector's engagement at some stage of the recycling value chain. Clearly, this strategy contributes to the formalisation of the IRS and to improving the safety of the sector's working conditions.

In May 2017, Caritas, Action Against Hunger (ACF), and the Danish Refugee Council (DRC), three organisations implementing CfW projects on SWM collection, commissioned a study to assess and avoid potential impacts of the CfW programme on the IRS. This study, Mapping Report and Inclusion Strategy,<sup>9</sup> resulted in a set of recommendations on integrating the informal recycling sector into CfW projects.

#### 3.2. Targeting of geographical areas

To different degrees, the Syria crisis has affected all the sectors of every geographical area. When it comes to SWM needs, priority is given to those governorates with higher concentrations of Syrian refugees (Amman, Zarqa, Irbid, and Mafraq), and also to those extremely vulnerable sub-districts with the weakest

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<sup>9</sup> Disaster Waste Recovery (2017). Development of an Integration and Outreach Strategy for the Inclusion of Informal Waste Workers in Cash-For-Work SWM Activities in Jordan: Mapping Report and Inclusion Strategy.

municipal SWM systems: Ain-Albasha in Amman, Qaşabah Zarqa and Azraq in Zarqa, as well as Qaşabah Madaba, Qaşabah Jarash, and Qaşabah Irbid<sup>10 11</sup>

### 3.3. Selection of beneficiaries

To reduce tensions between Syrian refugees not living in camps and vulnerable Jordanians, the programme targets groups that reach up to 50% and up to 50% of these beneficiaries respectively.

The beneficiary selection is based on scoring vulnerability and on a community-based consultation, for instance with CBOs or other local NGOs, to validate the final list. The next table offers scored selection criteria to select the most vulnerable beneficiaries among communities.

**Table 3. Eligible criteria to select the most vulnerable beneficiaries**

CRITERIA	Options	Points	Weight %
1. Household income <sup>12</sup>	201-300 JOD	1	30
	101-200 JOD	2	
	100 JOD	3	
2. Household size <sup>13</sup>	1-2	1	15
	3-5	2	
	6 or more	3	
3. House status	Rented	3	10
	Owned	0	
4. Persons with disability	1	1	10
	2	2	
	3	3	
5. The household has a member of 60 years or older	Yes	3	5
	No	0	
6. The household does not receive Social Security	Yes	3	5
	No	0	
7. The head of household is severely sick	Yes	3	5

<sup>10</sup> JRS, 2017-2020.

<sup>11</sup> Two sector vulnerability indexes have been defined to measure the most vulnerable: 1) the capacity of municipalities to manage solid waste, based on the ratio of working compressors in each sub-district to the total volume of solid waste produced per day, and 2) the capacity of available landfill areas (at the regional level) to dispose of solid waste.

<sup>12</sup> No family is considered if the HH income is higher than 300 JOD per month, if the HH rent is covered by other entities, or if the family receives cash assistance of more than 80 JOD.

<sup>13</sup> Families sharing a house are considered as one household.

CRITERIA	Options	Points	Weight %
	No	0	
8. Education level of the family members is low	Yes	3	5
	No	0	
9. Steering Committee Ranking		3	5
		2	
		1	
10. Have been or are involved in waste picking or managing waste <sup>14</sup>	Yes	3	10
	No	0	

Source: Based on the GIZ Jordan CfW beneficiary selection criteria, 2016

The identification of the most vulnerable people from a list of beneficiaries can be performed through the Vulnerability Assessment Framework (VAF).<sup>15</sup> This tool, commissioned by UNHCR, ensures the application of common vulnerability criteria. Nonetheless, the willingness of beneficiaries to be involved in SWM is essential to the selection of participants for the CfW, as many Syrians and Jordanians are initially reluctant to work in the SWM sector.

### 3.4. Work conditions

CfW workers are offered 50-day work contracts, with a maximum of 22 days worked per month. Pay is 12 JOD per day, which results in 600 JOD at the end of the contract.<sup>16</sup>

To guarantee payment, and before deployment, Syrian refugees must obtain Work Permits and both Syrian refugees and Jordanian workers must be registered under the Social Security provisions (*see Section 5.4*). The 12 JOD per day excludes their monthly Social Security fees.

To help ensure that workers are retained and to minimise the struggle to find beneficiaries, organisations should define a CfW policy framework and homogenise the number of working days and salaries among the other sectors, as well as including paid and sick leave. Otherwise, workers may be tempted to leave if they find a better-paid programme.

### 3.5. Safety and hygiene standards

Waste collectors are exposed to biological, physical, chemical, and mechanical risks during their working hours. These can be minimised by learning and following the advice provided in awareness sessions and by wearing Personal Protective Equipment (PPE), given by the organisation or the municipality.

<sup>14</sup> Beneficiaries with previous experience as waste pickers or in waste management should be also prioritised, as this fulfils the need to do no harm to the IRS. This criterion has been added to the list in order to foster the engagement with the IRS in Jordan.

<sup>15</sup> <file:///C:/Users/user/Downloads/vaf.pdf>

<sup>16</sup> The ILO (2015) estimates that 600 JOD monthly would cover all the expenses for a HH of 5 family members with only one member employed.

CfW coordinators and CfW workers must know how to assess risks and how to protect workers before any work deployment (*see the next subsection*). They must also have a thorough understanding of the use of PPE for hazard protection.

**Table 4. Personal Protective Equipment provided in the CfW programme for SWM activities**

Personal Protective Equipment (PPE) provided in the CfW programme	
1 Coverall <sup>17</sup>	1 Hat
1 Reflective vest	<b>Only recommended in some circumstances</b>
1 Pair cut-resistant gloves (leather)	1 Pair goggles <sup>18</sup>
1 Pair safety shoes	1 Helmet <sup>19</sup>
2 Reusable masks	Disposable ear protection <sup>20</sup>
TOOLS	
Wheelbarrow	Shovel
Broom	Plastic bags

### 3.6. Training and building workers' capabilities

Completion of a minimum of three training courses (Labour Rights, Health and Safety at Work, and Sorting and Recycling) has proved sufficient to build CfW workers' basic knowledge.

**Note box 1: Training on Labour Rights (content orientation)**



*Photo: Cooperative supported by ACF providing labour rights training to CfW workers—Action Against Hunger*

- General information about employee rights and duties according to the local labour laws, main provisions of the law on labour, workers' rights and duties, and the Civil Service system.
- Social Security law and provisions for temporary employment and migrant workers, including refugees.
- Work Permits: procedures, fees, and exemptions.

<sup>17</sup> Women are requested to stick to PP basic items (safety shoes, hat and the vest); most wear *abayat* that cover the body, so coveralls are not compulsory for them.

<sup>18</sup> Only recommended in dusty or smoky areas.

<sup>19</sup> Only recommended when working close to ongoing construction.

<sup>20</sup> Only recommended in very noisy areas.



**Note box 2: Training on Health and Safety at Work (content orientation)**



Photo: Health and Safety Training material—DWR

- Types of SWM risks to workers' health and safety: biological, chemical, physical, and mechanical.
- Measures to reduce SWM risks: registration, personal protective equipment and clothing, vaccination campaign, adequate working tools, and adaptation of process and design.
- Organisation's specific measures on SWM risk prevention (recommended): multiple-choice questionnaire, code of practice, Hazard Identification Card, and PPE provision.

Organisations can obtain training guidelines and materials from Disaster Waste Recovery. Contact DWR at [info@disasterwaste.org](mailto:info@disasterwaste.org)

**Note box 3: Training on Sorting and Recycling (content orientation)**



Photo: Caritas Field officers training—DWR

- The 3Rs<sup>21</sup> (Reduce, Reuse, Recycle) approach vs Dispose strategies.
- The recycling sector in Jordan: formal and informal stakeholders, roles, and recyclables.
- Mapping the recycling sector in the Municipality benefitting from intervention.
- Recyclables: Plastics, metals, paper, cardboard, organic, glass, and other scrap waste.
- Final destination: recycling vs upcycling.
- Sorting process: procedures and market prices.

*Recommendation: Invite waste experts, such as experienced waste pickers, itinerant buyers, or scrap dealers, to deliver part of the training alongside the Organisation's trainer/adviser.*

<sup>21</sup> The 3Rs strategy is the order of priority of actions to better manage waste: Reduce, Reuse, and Recycle to minimise the amount of waste Disposed (sent to landfill).

### 3.7. Community environmental awareness

The CfW programme creates job opportunities for waste collectors and for social mobilisers. The latter occupation not only increases access to work for women, but also contributes towards improving the acceptance and professionalisation of the SWM CfW workers.

The programme plans community sensitisation activities to support the regular identification of beneficiaries and waste pickers, as well as to promote cleaning and household level sorting campaigns.

#### **Note box 4: Environmental messages of community sensitisation**



*Photo: Community sensitisation session—Action Against Hunger*

- Information about the CfW programme: aims, target beneficiaries, and activities. Photos of workers undertaking cleaning can encourage potential beneficiaries to participate.
- Best SWM practices at home and at community level: the 3R's strategy (Reduce, Reuse, Recycle).
- Impacts on the environment of dumping waste.
- Methods of making compost at home or in the community.

### 3.8. Coordination and information sharing

To show and consolidate developments and achievements in the sector, coordination and information-sharing meetings are valuable at both local and national levels. They showcase and discuss CfW initiatives, lessons learned, and analysis of the informal recycling sector.

### 3.9. Gender mainstreaming

Beneficiary selection should consider both gender and membership of vulnerable groups, prioritising equal access to job opportunities, even if most waste collectors and sorters are male, for cultural reasons and for the type of work involved. The recruitment and activity of social community mobilisers for cash work can help reach the CfW programme targets of 50% women and 3% people with disabilities.

Engaging women in the SWM CfW programme is challenging due to social and cultural considerations. To achieve it necessitates mainstreaming the gender perspective, taking particular actions to overcome factors that can limit women's participation.

***Note box 5: Gender mainstreaming in the CfW programme***

Action Against Hunger succeeded in reaching more than 50% of women by implementing these incentives.



*Photo: SWM CfW woman—Action Against Hunger*

- PPE customisation (*see section 3.5*).
- Adjusting working hours to align with family needs.
- Arranging toilet facilities in the working areas, for instance with shops and restaurants.
- Allocating one man to work with the female group, ready to offer help and protection from harassment. The persons should be sensitized on the question and his participation validated by the women’s team leader.
- Arranging regular field visits by organisation team members assigned to work directly with the group.
- Ensuring that men and women work in separate groups.
- Creating a new CfW role of social mobiliser to increase the number of women enrolled in the programme.
- Women should be regularly debriefed by program staff to report any miss-behaviour (through focus group discussion).
- A complaint mechanism should collect, analyse and treat any complaint within a set amount of time and should be accessible and transparent.

### 3.10. Social cohesion and conflict sensitivity

The sudden increase of population has added continuous pressure on municipalities to deliver services and promote social cohesion between Syrian refugees and host communities.<sup>22</sup> The SWM CfW programme contributes to mitigating tensions and improving social cohesion among communities.

If Syrians and vulnerable Jordanians are offered the same CfW opportunities, and if the two groups are mixed in their waste collection teams, tensions can be reduced in and between groups.

#### **Note box 6: Social cohesion contributions of the CfW programme**

New CfW projects can apply best practices to strengthen the social cohesion and reduce social tension among Syrian refugees and host communities.



Photo: Caritas CfW worker – Caritas

- Mix Syrian refugees and Jordanians on the same shifts.
- Enhance good relations among Syrian and Jordanians during working hours.
- Conduct exit interviews and/or Focus Group Discussions (FGDs) with beneficiaries that have completed CfW cycles to identify any systemic programme quality and/or labour environment issues.
- Put in place strong complaint mechanisms to address possible tensions among workers quickly.
- Ensure that the organisation's staff has strong leadership and conflict resolution skills.
- Train beneficiaries in social cohesion and conflict resolution.
- Promote community mobilisation initiatives within the SWM CfW programme.
- Provide opportunities to include criminal background cases in the CfW cleaning campaigns.

<sup>22</sup> Comprehensive Vulnerability Assessment, 2015:  
<https://static1.squarespace.com/static/522c2552e4b0d3c39ccd1e00/t/57f9fad620099e80cd05550e/1476000481960/2015+CV+A.pdf>

**PART II: CfW PROGRAMMING AS A  
MEANS TO ACHIEVE ENVIRONMENTAL  
GOALS AND IMPROVE THE LIVELIHOODS  
OF REFUGEES AND VULNERABLE LOCAL  
COMMUNITIES**

## 4. DESIGN OF CfW PROJECTS

### 4.1. CfW programme approach

The first step for organisations is to design the Cash-for-Work approach so it can deliver immediate livelihood assistance to CfW workers and improve service provision in waste management. Two main approaches have been implemented so far during the Syrian response crisis in Jordan:

- Institutional approach: CfW workers hired by the NGO/Municipality and deployed as municipal waste collectors.
- Grass-roots approach: CfW workers hired through local Private Entities (PEs), such as Cooperatives, and deployed as private service providers in coordination with the Municipality. This is a complementary SWM service that can allow each Municipality to cover 100 % of its territory.

Other organisations have provided support to CfW implementation partners in some programme-specific areas, including beneficiary identification, protection monitoring, training delivery, and post-work technical assistance.

**Table 4. Advantages and challenges of the two CfW approaches**

<b>Institutional approach:</b> CfW workers as municipal collectors	<b>Grass-roots approach:</b> CfW workers as private waste collectors.
<b>ADVANTAGES</b>	
<ul style="list-style-type: none"> <li>• Allows quick employment of many CfW workers.</li> <li>• Builds municipalities' capacity in certain areas, including administration, health and safety work, and technical recycling advice.</li> <li>• Reinforces pilot (or existing) municipal recycling schemes and systems and ensures financial incomes to reinvest into the municipal budget.</li> <li>• Offers the potential to create private-public partnerships (PPPs) for waste collection and recycling.</li> <li>• Gives the ownership to the main actor in municipal waste management and with this gives the municipality the opportunity for sustainable solid waste management</li> <li>• Participative approach ensured through project advisory committee.</li> </ul>	<ul style="list-style-type: none"> <li>• Makes it easy to recruit and hire Jordanians, Syrians, and people with disabilities. Clean criminal certificates are not requested.</li> <li>• Allows the PE (Cooperative) management to build its capacity, ensuring sustainability beyond the programme and increasing the PE's eligibility as a potential partner for INGOs.</li> <li>• Involves CBOs, Cooperatives and youth centres under the supervision of the organisation, thus offering strong mechanisms to avoid fraud in beneficiary selection.</li> <li>• Allows incomes generated through selling recyclables to be re-invested in the community.</li> <li>• Takes advantage of the strong roots of Cooperatives in local communities to ease community access for social mobilisers.</li> <li>• Participative approach of beneficiary selection (at community level) allows better coverage and easier inclusion of women.</li> <li>• Creates platforms that ease the integration and support of informal recycling stakeholders.</li> </ul>

<b>Institutional approach:</b> CfW workers as municipal collectors	<b>Grass-roots approach:</b> CfW workers as private waste collectors.
<b>CHALLENGES</b>	
<ul style="list-style-type: none"> <li>• Limits sustainable income for CfW workers to the duration of the project, unless CfW workers support recovery activities.</li> <li>• May make it difficult to follow up payments to the SSC and salaries to CfW workers.</li> <li>• Does not encourage municipal waste collectors' awareness of the importance of using PPE.</li> <li>• Offers weak mechanisms to avoid fraud in beneficiary selection that should be mitigated through project advisory committees.</li> <li>• Poor acceptance of Syrian refugee workers by municipalities' staff and field monitors that can be lead to a better acceptance by the project staffRequires pilot recycling scheme designs to be based on strong knowledge of and coordination with the informal/private recycling sector.</li> </ul>	<ul style="list-style-type: none"> <li>• Before deployment can start, time is needed to select Cooperatives and design capacity-building procedures.</li> <li>• Without proper incentives (capacity building, networking with NGOs and municipalities, money incentives made out of selling recyclables...), makes it difficult to keep Cooperatives motivated to host the CfW SWM programme.</li> <li>• Requires multi-disciplinary skills among the organisation's staff as they deal directly with Cooperatives. They will need Human Resources skills in soft leadership, social mobilisation, and conflict resolution.</li> <li>• Needs to be closely coordinated with the municipalities since it is a municipal task.</li> </ul>

#### 4.2. CfW programme activities

Once the approach of the CfW project and the geographical area are decided, organisations must define and plan the CfW activities to be implemented.

In order to do no harm to the existing IRS (*see section 3.1*), the organisation must conduct a mapping exercise to identify the IRS (type of actor, contact details, recyclables and quantities collected, purchasing prices, main challenges and needs, etc.), enter the information in a database and engage or coordinate with the IRS on collecting and sorting activities. Establishing conversations with the municipality of intervention is very important at this stage.

The note box below lists the most important CfW activities to be implemented, through either the municipality or a private entity, as well as activities to enhance the engagement with the IRS.

**Note box 7: CfW programme activities in waste collection, sorting and recycling**



Photo: CfW workers cleaning campaign—Action Against Hunger



Photo: CfW training in upcycling—Action Against Hunger



Photo: Municipal sorting facility supported by CfW workers in Karak—DWR

- Waste cleaning campaigns: waste collection, sorting recyclables and disposal.
- Community environmental awareness sessions to promote sorting at source (see Section 3.7).
- Training CfW workers on basic and sector-specific skills (see Section 0).
- Building the capacity of Municipalities and private entities (such as Cooperatives).
- Involving CfW workers on upcycling initiatives to diversify the income generated from recyclables.
- Supporting private entities (such as Cooperatives), the Municipality, and/or CfW workers in sustainable income-generating activities.
- Providing livelihood referral options to CfW workers in the recycling sector.
- Supporting the municipal collection of segregated waste such as cardboard.
- Following up CfW workers after the contract ends to offer them technical advice on job opportunities and job referrals within the SWM sector.
- Providing conditional cash support to CfW workers so they can set up new entities within the SWM sector.



**Activities to integrate and support the IRS:**



*Photo: Scrap dealer in Bani Obaid (Irbid Governorate)—DWR*



*Photo: Big plastic scrap dealer in Irbid Governorate- DWR*

- Providing the IRS PE with conditional cash support to upgrade.
- Engaging the IRS in public or private recycling schemes and providing support to organise and upgrade their business.
- Promotion of sorting facilities run by scrap dealers through a PPP contracts.
- Support the development of processing capacity of scrap dealers, purchasing machinery to shredder and bale recyclables.
- Reinforce itinerant buyers' door-to-door collection systems.
- Support the opening of city-centre stores to sell recyclables to facilitate citizens' access to recyclable disposal points.
- Sharing information and lessons learned about the IRS with other organisations and municipalities dealing with the informal sector at local and national level.

## 5. PLANNING CfW PROGRAMMES

### 5.1. Protocols and agreements

Once the project is defined, organisations should hold introductory meetings with the relevant Ministries and Municipalities to ensure a proper understanding of the project and to state procedures clearly, thus avoiding potential conflicts and legal issues.

The Organisation prepares a Memorandum of Understanding (MoU) to be agreed with and signed by the Organisation, the Municipality, and the donor. It sets out the nature of collaboration as well as each partner's specific roles and responsibilities.

When operating through a private entity, such as a Cooperative, the Organisation must sign an agreement of collaboration with the entity and the entity must sign one with the Municipality.

Note that waste-collecting private entities must sign an agreement with the nearest landfill for the disposal of collected waste. This is usually free of charge, as the project is considered environmentally beneficial for the area.

### 5.2. Beneficiary identification and selection

When identifying beneficiaries for CfW programmes, inclusion of the IRS must be prioritised to strengthen the local recycling capacity and benefit from local waste management expertise. Organisations should define outreach strategies to reach the IRS and assess its willingness to be engaged in the programme (*see the next note box*).

#### **Note box 8: How to identify people in the IRS and select them as beneficiaries**



*Photo: Waste picker in Irbid Governorate—DWR*

- Train teams to reach the IRS through word of mouth to municipal waste collectors or directly through local scrap dealers.
- Build up a database holding information about the IRS in the Municipality.
- Organise community information sessions to explain the project, interesting and involving those already picking recyclables.
- Assess the knowledge of scrap dealers and waste pickers as well as their interest in becoming trainers in the sorting and recycling training given to CfW workers before they are deployed.

Other sources of information to complete the list of potential CfW workers are shown in the note box below.

***Note box 9: Other sources of data on beneficiaries***

- Beneficiary database of implementing organizations.
- Vulnerability assessments results, such as those based on the UNCHR Vulnerability Assessment Framework (VAF).
- Outreach campaigns conducted by the teams in the targeted governorates: social mobilisers, local and social media, etc.
- Referrals from local CBOs, Cooperatives, and key persons in the community.
- Referrals from UN Agencies and (I)NGOs.

Following the interviews, the Organisation should enter the information in a database (*see the eligibility criteria in Section 3.3*) and finalise the list in cooperation with the Municipality.

***Note box 10: General challenges when identifying and selecting beneficiaries***

- CfW workers may leave their current jobs and go to other CfW schemes offering a better salary, therefore it needs to be clear that the job is only provided for 50 days.
- New CfW workers may refuse to comply with the laid-down health and safety practices and use of tools. This may lead to their rejecting the job.
- In many cases, Syrian refugees continue to be reluctant to join the project; they do not apply for an official Work Permit, fearing that they might lose any benefit from UNHCR (*see the selection criteria in section 3.3*).
- The administrative processes to obtain Work Permits and workers' Social Security registrations are time-consuming and complex.

***Note box 11: Steps to select and register Cooperatives to the Jordan Cooperative Corporation***<sup>23</sup>

Having obtained a list of existing Cooperatives from the Jordan Cooperative Corporation (JCC), an Organisation implementing CfW through Cooperatives can select the most eligible by conducting a questionnaire survey. Organisations should ensure that the chosen cooperative has a clean financial history and that its details are up-to-date in the JCC list.

The chosen Cooperative must be registered by the SSC to facilitate the transfer of workers' Social Security payments. If it is not registered, the Organisation can support it through these steps:

- The Cooperative uses a template to request registration.
- After 1–2 weeks, an SSC inspector visits the Cooperative location. The Cooperative must give the inspector the certificate of registration, annual budgets, names of Cooperative members and owners, and workers' contracts). It is asked to name somebody in the Cooperative who will act as a focal point to deal with and communicate all workers' issues.
- The documents are checked by the SSC inspection department and a report, signed by the head of the department, is issued.
- After each worker has completed 16 days of work—within a single calendar month—the employer must register the worker for Social Security and pay the appropriate contribution.

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<sup>23</sup> Source: Internal Action Against Hunger guidelines, 2017.

### 5.3. Definition of a work plan

The Organisation should hold meetings with the Municipality to organise the work and determine how many CfW workers will be needed, their activities, and their deployment area, as well as coordination and logistical needs. It would be helpful to use a map of the Municipality showing defined areas in which to conduct cleaning and awareness campaigns.

### 5.4. Hiring teams of workers

#### 5.4.1. Service contracts

Before service contracts can be finalised, all Syrians must have Work Permits, and both Syrians and Jordanians must be registered for Social Security.

***Note box 12: Steps to register CfW workers with the Social Security Corporation<sup>24</sup>***

Usually, this process is arranged by the Municipality, who will often ask the Organisation for a clean Criminal Record Certificate for every chosen CfW worker on the Organisation's list.

If the Organisation is working with a PE, such as a Cooperative, the arrangement may be more flexible and not involve the extra documentation. Note, however, that the Organisation may need to support the PE in obtaining Social Security registration for CfW workers. The steps below will help when working with Cooperatives:

1. Before registering workers, the Cooperative itself must be registered with the SSC (*see the note box above*).
2. The Cooperative completes a Registration Form with the help of the SSC's Registration Unit. The form includes the list of workers names and the gross salary, job title, and start date for each worker.
3. With the Registration Form, the Cooperative must submit:
  - A copy of the ID number for each Jordanian and of the Ministry of Interior (Mol) security card for each Syrian.
  - Copies of signed contracts. Each of these must mention the monthly salary, which must be the same as the one listed on the Registration Form.
4. The Cooperative appoints a person to act as a focal point, coordinating activities and liaising with the SSC with regards to each worker's start date and other contract details, including termination of contract.

<sup>24</sup> Source: Internal Action Against Hunger guidelines, 2017.

**Note box 13: Steps to obtain Work Permits for Syrian workers**<sup>25 26</sup>



Photo: DRC staff issuing the WP to Syrian refugees in Karak municipality—DRC

Municipalities are responsible for requesting WPs for Syrian workers, just as they are for registering them with the SSC (see the note box above). However, an Organisation working with a PE, such as a Cooperative, may have to provide support; the steps below will help:

1. Before the application can be made, the Cooperative must need the manpower and each Syrian worker must have agreed to comply with the working conditions of the Cooperative.
2. The NGO sends a notification letter to the Ministry of Labor (MoL) at Amman, stating the name and registration number of the Cooperative and asking for WP issuance. The MoL sends this notification to the Directorate of Labor (DoL) at the Governorate level to start the procedure. This step takes a month.
3. The MoL delivers a request letter to the DoL, mentioning the activity types, the WP sector, and the name of the Cooperative providing the activities.
4. The Cooperative prepares the following documentation:
  - An official letter from the employer, stating the need for one or more Syrian workers and the activity types (job titles) required. A list of workers' names, MoI card numbers, and contacts is attached, and the request should state whether each worker's WP should be valid for six months or a year.
  - Copies of security cards (newly-issued MoI cards).
  - A photo of each applicant.
  - A copy of each applicant's UNHCR card.
5. The Cooperative submits the request to the DoL, paying a fee of 10 JOD for each WP required.
6. The DoL checks all the documents and proceeds to issue the WPs and factor the payment, taking 2–3 days to do so.

<sup>25</sup> Source: Internal Action Against Hunger guidelines, 2017.

<sup>26</sup> Organisations issuing WP to Syrian CfW workers can apply similar processes.

### 5.4.2. Programme training

Before the CfW programme is implemented, the Organisation’s staff, as well as some selected CfW workers, attend several training sessions, as detailed in the next table (Table 5).

**Table 5. Training to be completed before every CfW deployment**

Training type	Trainees	Name of trainings
General programme information	The Organisation’s programme staff	<ul style="list-style-type: none"> <li>• Project objectives and results</li> <li>• The Organisation’s values</li> <li>• Proper communication and messaging connecting CfW workers, the Municipality, and other stakeholders</li> </ul>
Training of Trainers (ToT)	Those members of the Organisation’s teams who will be regularly providing or facilitating training for new CfW workers before deployment	<ul style="list-style-type: none"> <li>• Labour rights</li> <li>• Health and safety at work</li> <li>• Sorting and recycling</li> </ul>
Cash work trainings	New CfW workers before deployment	<ul style="list-style-type: none"> <li>• Labour rights</li> <li>• Health and safety at work</li> <li>• Sorting and recycling</li> </ul>

NGOs supporting Cooperatives should build Cooperatives’ capacity mainly on: solid waste management, Work Permit processing, recruitment and contractual procedures, worker follow up, and workers’ payments.

### 5.4.3. Protective personal equipment and tools

The Organisation should provide PPE before deployment (*see section 3.4*), making sure that it fits properly and is worn every day. It should also supply suitably adapted tools.

Municipalities usually provide CfW workers with the same equipment as municipal waste collectors. Cooperatives, however, do not possess this equipment and must call for tenders to purchase PPE and tools.

Some Organisations also provide the programme with vans to take workers to and from the working area, as well as trucks to take collected waste to the nearest dumpsite.

## 6. IMPLEMENTING CfW PROGRAMMES

### 6.1. Supervision

The optimum size for a team of CfW workers is 10–15. Their team leader will be in permanent contact with the Organisation coordinator and the Municipality supervisor, providing regular feedback on the programme's progress.

#### **Note box 14: Organising and optimising the employment of CfW workers**



Photo: CfW workers – Action Against Hunger

#### *CfW Waste collectors:*

- Groups of workers no larger than 10–15 people.<sup>27</sup>
- A flexible attitude with the workers will make them feel comfortable at work.
- Early morning calls to CfW workers will help ensure their attendance at the work place.
- Every day, pass the daily attendance record sheet to be signed by the workers.
- Only if no beneficiaries living close to the working area can be found, provide a van to pick up and drop off those workers who live far from the working area.

- The Organization makes spot checks to ensure smooth development of the project. The supervision of workers can be coordinated with the assigned supervisor at the Municipality or Cooperative.
- When selecting team leaders, prioritize those with strong team management skills and experience in the sector.
- In Cooperatives, distribute financial incentives from selling recyclables among CfW workers and the owners of the Cooperative.

#### *CfW Social mobilisers:*

- Work close to the cleaning campaigns to raise awareness of the environment and recycling; reinforce the acceptance of CfW workers.
- Train social mobilisers on the messages to convey, provide materials, and offer tips on facilitating information sessions.
- Attend the information sessions run by the social mobilisers and provide feedback to them.

#### *CfW Organisation's team skills needed to run CfW programmes:*

- Administration: recording, information collection, good communication.
- Technical advisers: good education, HR skills, leadership and conflict resolution skills, and empathy.

<sup>27</sup> After some time (and given an able team leader), groups can increase to a maximum of 20 people.

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## 6.2. Payments

Organisations should supervise or arrange monthly payments of 12 JOD per day for each worker through ATM cards. Organisations are also recommended to follow up SSC payments, as the donor may request receipts to avoid fines.

It is often the case that the Organisation will have to deal with enquiries about the transfer of salaries and debit card-related issues such as lost cards or forgotten passwords. To keep the payment process as smooth as possible, it is preferable to select banks that have previous experience of working with cash programmes.

### **Note box 15: The Social Security Corporation system**

- *Taxes.* Social Security contribution payments must be made by the 15th of the following month to avoid fines. Each worker pays 7.5% of gross salary, while private sector employers pay 15.25% and public sector employers pay 14.25% of that salary. The total (22.75% or 21.75%) must be paid simultaneously for all employees.
- *End of contract.* On completion of an employee's 50 working-day contract, the employer must withdraw the worker from the monthly payments by submitting a Repeal Form to state that the named person is no longer an employee in the establishment.
- *Workers' injuries.* An employer must report work injuries directly to the SSC, using the incident report form. The SSC covers the cost of medication and treatment for the worker, who must pass all the treatment documentation to the employer. The employer is responsible for delivering the report and treatment documentation to the SSC, who will reimburse the treatment costs to the worker.



## 7. MONITORING AND EVALUATING CfW PROGRAMMES

### 7.1. The monitoring and evaluation system

The Organisation should develop a monitoring and evaluation system to ensure regular collection of data and other information on various operational and impact-related indicators.

**Note box 16: Operational and impact-related project information**

- A database to register all CfW workers' profile data, including descriptive job titles (e.g., waste picker).
- Information on each CfW worker's satisfaction rating, coping strategies, and other qualitative indicators.
- Information on community perceptions of the cleanliness of streets and public areas, including satisfaction ratings.
- Information on the IRS: contact details, location, and other specific information about waste pickers, itinerant buyers, scrap dealers, and recycling plants.

### 7.2. Field monitoring visits

To monitor overall quality of the implementation, the Organisation should arrange visits and meetings with the Mayor and other municipal officials, as well as Cooperatives, CBOs and community members.

### 7.3. Complaint mechanisms

To improve programme accountability to beneficiaries, the Organisation is encouraged to develop a complaint mechanism related to the project's workplaces and labour conditions.

**Note box 17: Beneficiary accountability tools**

- Provide a hotline to a person tasked to answer and deal with calls made by CfW workers and other stakeholders.
- Guarantee confidentiality of all complaints about workplaces and/or labour conditions.
- Facilitate focus group discussions with CfW workers who have completed CfW cycles; this helps to identify any systemic programme quality or/and labour environment issues.
- Conduct exit interviews of all beneficiaries to gather information about the efficiency and effectiveness of the payment modality and overall process.

### 7.4. Reporting

The Organisation should prepare weekly reports giving: the number of CfW workers employed in all targeted municipalities; the total number of cash work days provided; cumulative numbers of unique workers and work days, nationality, and gender. This list is not exhaustive.

Monthly narrative and financial reports should also be provided. They are very useful for monitoring and tracking achievements as well as for addressing any problems and challenges that may occur.

### 7.5. Production of manuals and guidelines

The Organisation is encouraged to produce manuals and guidelines to share the programme lessons learned among the team and other SWM stakeholders. It is particularly important to put forward future activities and improve technical knowledge on the labour market for refugees and Jordanians working in the informal recycling sector.

### 7.6. Participation in information-sharing groups

The Organisation should participate in the CfW programme meetings on SWM that aims to share information, ensure proper coordination, disseminate lessons learnt, and discuss work in the waste sector.

Good practices on IRS formalisation through the CfW programmes can be reported to and shared with Municipalities and the MoMA, thus feeding policies at local and national level.

The Organisation is also encouraged to follow up the outputs of UN-led working groups, including the Basic Needs Working Group, the Livelihood Working Group, and the Water, Sanitation and Hygiene (WASH) working group.

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