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Report of the joint field visit of the Executive Boards of UNDP/UNFPA/UNOPS, UNICEF, UN-Women and WFP to Amman, Jordan, 24 April – 2 May 2015

I. Introduction

1. A delegation of 24 Members of the Executive Boards of UNDP/UNFPA/UNOPS, UNICEF, WFP, and UN Women conducted a joint field visit to Amman, Jordan from 24 April to 2 May 2015, with the purpose of enhancing Members' understanding of the extent and ways in which the United Nations Development System is assisting Jordan in its nationally-led efforts to attain sustainable development, achieve the Millennium Development Goals (MDGs) and address different challenges. The joint field visit also offered Board Members the opportunity to gain close insight into inter-agency

collaboration and coordination, as well as the UN's partnerships with civil society, the private sector, and with other multilateral and bilateral agencies in the country.

2. During the visit, the delegation held meetings with the President of Cabinet of the Royal Court, H.E., Mr. Faiz Tarawneh, the Minister of Planning and International Cooperation, H.E. Mr. Imad Najib Fakhoury, the Minister of Social Development, H.E. Ms. Reem Abu Hassan, and the Secretary General of the Ministry for Foreign Affairs, H.E. Mr. Mohamed Ben-Yacine.
3. Round table discussions were also conducted on various themes, with a focus on the UN's role in Jordan. The delegation visited Za'atari refugee camp and undertook site visits of various agency-specific and joint projects in Baqaa, East Amman, Zarqa, Mafraq and in Azraq refugee camp.
4. The delegation seized the opportunity of the visit to hear briefings from some high-level UN representatives including: Ms. Zainab Bangura, Special Representative of the Secretary-General on Sexual Violence in Conflict, on her recent visit in the region and Mr. Kevin Kennedy, Regional Humanitarian Coordinator for the Syria Crisis.
5. Executive Board Members express their gratitude to the Government of Jordan for its hospitality and for the opportunity to learn from the unique situation of the country. Warm appreciation is also extended to the UNCT in Amman for expertly organizing a comprehensive programme, and to UNOPS for managing a complex logistical operation to facilitate the visit, as well as to all personnel from UN entities and local partner organizations involved in the joint field visit, including the UNESCO team for organizing a cultural trip to Petra.

II. Background and context

6. Over the past decades, Jordan has enjoyed relative peace and calm, and has proved to be remarkably resilient in a region subject to chronic political instability. However, challenges remain in terms of fiscal and economic stress, vulnerability and poverty, environmental sustainability, and high unemployment, especially among young people and women, with women's unemployment standing at double that of men.
7. Despite prolonged conflict and instability in the region, Jordan's economy remains relatively stable and resilient. Jordan has been classified as an upper middle-income country since 2011, with a per capita gross national income¹ of \$5,156. The International Monetary Fund forecasts modest growth of 3.8 per cent in 2015 and 4.5 per cent in 2016; however, public debt and unemployment continue to increase.
8. Jordan has limited natural resources and agricultural land, and water is severely scarce. The country is the world's second driest, up from number six in 2011. Jordan is currently exploring ways to expand its limited water supply and use its existing water resources more

¹ Government of Jordan, Department of Statistics (2013 figures)

efficiently, including through regional cooperation. Jordan depends on external sources for the majority of its energy requirements.

9. Public services account for more than 70 per cent of the country's Gross Domestic Product (GDP) and more than 75 per cent of its employment. As one of the most open economies of the region, Jordan is well integrated with its neighbours through trade, remittances, foreign direct investment and tourism. Jordan ranks 77 (of 187) on the Human Development Index and is seen as broadly "on track"² to achieving the Millennium Development Goals.
10. Jordan, which has been classified as an upper-middle income country since 2011, is not able to access concessional financing arrangements that are available to least developing countries, despite the challenges the country is facing as a result of the regional crisis.
11. As the 2015 visit was the first joint field visit to the Middle East, it was therefore an opportunity for Member States to see first-hand the contribution that the six agencies are making to address the impact of the regional crisis. It was also an opportunity to see how they are complementing their strategic action by supporting the resilience of host communities in Jordan, through on-going development programmes across the country.

Humanitarian specific context:

12. The joint field visit came at a critical time, as Jordan and the region face large humanitarian, environmental, security, political and developmental challenges. With the conflict in Syria entering its fifth year in 2015, Jordan is now hosting 1.4 million Syrians, of whom 628,427³ are UNHCR-registered refugees.
13. An estimated 85 per cent of refugees live outside camps, in some of the poorest areas of the country, and a significant proportion are classified as extremely vulnerable. Approximately 23 per cent of all Syrian refugees are women and nearly 53 per cent are children, of whom 18 per cent are under five years of age.
14. The Syrian crisis has impacted Jordan's fiscal position, increasing Government expenditure on food subsidies, water, electricity and gas, public services and security. Interruptions to the flow of a relatively cheap gas supply from Egypt have required Jordan to import oil, at an annual cost of approximately \$2 billion.
15. Trade has also been disrupted by the loss of the country's main trans-regional trade route through Syria, impeding Jordan's access to major export markets in Europe. Meanwhile, trade with Iraq, which previously accounted for 20 per cent of total exports (i.e. \$1.25 billion in 2013) has fallen by almost 90 per cent since armed groups seized the main Iraqi border crossing in June 2014, leading to an additional revenue loss of over \$1.4 million per day.

² 2012 Millennium Development Goals Report

³ Source: <http://data.unhcr.org/syrianrefugees/country.php?id=107> (8 April, 2015)

16. The crisis has also impacted efforts to tackle chronic unemployment, which has averaged above 12 per cent since 2007, particularly among youth and women. Non-Jordanians, including Syrians, are not allowed to work in the country without a valid work permit, giving rise to a large informal employment sector for low-paid casual jobs. This sector accounts for approximately 44 per cent of employment in the country⁴. Simultaneously, a higher demand for basic commodities (including housing) has also impacted the people of Jordan.

III. Coordination between UN agencies, the Government and other stakeholders

UNCT and Government cooperation:

17. The United Nations Assistance Framework (UNAF 2015-2017) for Jordan is the current strategic plan guiding the UN's work in support of the Government, to enhance systemic reform, social equity and the delivery of quality social services, while investing in young people and preserving the environment.

18. The UNAF supersedes the third United Nations Development Assistance Framework (UNDAF 2013-2017) and comes at a time when Jordan is seeking to accelerate the pace of its development progress whilst mitigating the impact of the Syrian refugee crisis. The main benefit of the new UNAF is a section dedicated to the Syrian refugee response and additional new emphasis on resilience programming, to reinforce Government institutions and services most affected by the crisis, in line with emerging priorities.

19. The Government of Jordan developed the Jordan Response Plan 2015 (JRP) to engage national and international partners in managing these challenges. The Plan consolidates humanitarian and development responses under one comprehensive and nationally-led framework, in accordance with the Paris Declaration principles.⁵

20. The JRP 2015 seeks to bridge the divide between resilience and humanitarian approaches, and reconcile the programming objectives, funding mechanisms and operating systems that often run parallel to each other in addressing short-term life-saving needs, in addition to medium- and longer-term systemic and institutional considerations. One of the innovative resilience-based approaches taken by the UN in Jordan is to focus on vulnerability (via the inter-agency Vulnerability Assessment Framework), rather than nationality and location, in determining how to prioritize assistance to beneficiaries.

21. It was noted that this approach could positively transform the way in which the international community assists the people of Jordan, if all stakeholders supported this approach. The delegation also noted that there is a need to focus on increasing Jordan's disaster preparedness, as opposed to simply reacting to various natural and man-made disasters.

⁴ Jordan Response Plan 2015: <http://bit.ly/1BTNgR9>

⁵ Idem

22. The JRP 2015 adopts a resilience-based approach to respond to and mitigate the effects of the Syrian refugee crisis on Jordan and Jordanian host communities. The aim of resilience-oriented programming is two-fold; first, to ensure that shocks and stresses do not lead to a long-term deterioration in the wellbeing of a particular individual, household, system or institution, and second, to build capacity to absorb future shocks and deal appropriately with related stresses.
23. On 28 March 2015, the Jordanian Ministry of Planning and International Cooperation (MoPIC) established the Jordan Resilience Fund (JRF), linked to the JRP and co-signed by the UN. The platform aims to expand partnerships, reduce transaction costs and enhance accountability through joint Government of Jordan, UN and donor management.
24. Various representatives of the Government of Jordan noted the low levels of international funding directed to the JRP and called for greater support from the international community and donors for the JRP's resilience agenda. Government of Jordan representatives also noted that the Government had taken a flexible approach to facilitating international support to the JRP, whereby international funding for the JRP could be channeled through whatever modality (UN agencies, trust funds, and bilateral support) is most suitable to international partners.

Partnership among UN agencies:

25. The UNCT in Jordan is making substantive progress in enhancing coherence to improve coordination between humanitarian, resilience and longer-term development programming. The merger of the Resident and Humanitarian Coordinator functions was a critical first step in transitioning to a coherent UN leadership structure for the coordination of humanitarian action and development assistance, to bolster Jordan's resilience.
26. The delegation noted a good example of gender-sensitive projects in Azraq refugee camp. Under this project, UNOPS implemented the construction of offices and other key facilities and utilities, including separate facilities for female personnel. The project includes one of the largest off-grid photovoltaic systems in Jordan – a renewable energy solution to provide electricity to the camp's security structures. UNOPS also supervised and provided quality assurance for the construction work, and procured and installed key equipment, including generators and solar power systems.
27. However, the delegation noted the dire need to create income-generating activities for refugees, especially men, to prevent, *inter alia*, domestic violence. Transportation in the vast camp appears to be a challenge, which calls for the need to pursue and implement transportation facilities to enhance population access to services.
28. The delegation also noted a lack of coordination between agencies, particularly as they work towards their respective mandates, with a focus on maintaining or bolstering their own visibility. Although Jordan has not yet opted for the Delivering as One (DaO) approach, it is of the utmost importance for agencies to adopt a holistic approach and speak

with one voice, in order to enhance and strengthen coherence, coordination of delivery and accountability for successful performance.

Partnership with other development partners:

29. The UNCT has maintained good collaboration with bilateral and multi-lateral donors, international financial institutions, the private sector, and international and national NGOs – the latter being especially important partners in the design and implementation of services for the Syrian refugee population. The UNCT is working towards strengthening its relationships with the Arab States and the Gulf Cooperation Council (GCC) Members and with regionally-based institutions.
30. During a GCC summit in December 2011, Saudi Arabia, the United Arab Emirates, Kuwait and Qatar decided to extend \$5 billion in financial aid to development schemes in Jordan over a five-year period, with each contributing \$1.25 billion.
31. Other large donors present in Jordan are the US (USAID), the European Union, the World Bank, Saudi Arabia (Saudi Development Fund) and Japan (JICA). Jordan has a vibrant civil society and the UNCT engages and holds regular consultations with NGOs, Civil Society and Community Based Organizations (CBOs), women's and social movements, youth and children, and persons living with disabilities, to promote their role in shaping and implementing development and humanitarian agenda.
32. The delegation noted that the UN's engagement with Jordan's civil society, particularly via UNICEF, UNFPA and UN Women, has not only improved the delivery of services to beneficiaries, it has also strengthened the capacity of national NGOs, including in regards to monitoring and evaluation, reporting, human resources management and financial management.
33. One of the best examples of public-private partnership is a tripartite cooperation agreement between UNDP, Zain Jordan and National Microfinance Bank Jordan, to implement an emergency employment initiative within the framework of the "Mitigating the Impact of the Syrian Refugee Crisis on Jordanian Vulnerable Host Communities" project, which contributes to sustaining social and economic stability.
34. The partnership between WFP and a national supermarket chain has also proved to be a success, both for the Jordanian economy and local businesses, and in terms of how it has enhanced WFP understanding of commercial procurement in the supermarket sector. WFP engagement with the banking sector was also noted as an example of productive UN-private sector partnerships that work to empower affected people.
35. However, the delegation noted that there is a room for improvement: NGO representatives underlined the need for UNCT assistance in raising awareness of the Government's social policies on sexual and reproductive health among marginalized groups of the population, promoting the concept of Corporate Social Responsibility and, importantly, access to the labour market.

IV. Observations and lessons learned:*Social equity and social cohesion:*

36. The delegation noted that social cohesion was a high priority among all stakeholders in Jordan, particularly the Government. The delegation noted that strong rhetoric about the negative impact of Syrian refugees in Jordan was persistent and potentially damaging to this cohesion.
37. Community tensions, particularly with regard to inflation, employment, and access to public services and community resources, and increased pressure on the rights of women and girls, were noted as a potential destabilizer. Therefore the UN and partners have an important role in delivering programmes and support that enhance social equity and cohesion throughout Jordan.
38. In 2014, Jordan was “on track” to achieve quality education for all in line with the MDGs. However, the delegation was advised by stakeholders that Jordan is moving away from this goal, due in part to the increased numbers of children enrolling in Jordanian schools due to the Syrian refugee crisis and the current situation of double-shifted school days. The work of UNICEF in assisting refugee and other vulnerable populations, including through the “No Lost Generation” initiative, was noted by the delegation as a key element of the UN’s contribution to social cohesion.
39. During the visit to Mafraq, the delegation observed the work of UNDP in developing programmes aiming to enhance social cohesion in the governorates most affected by the influx of Syrian refugees, through supporting livelihoods in six municipalities, emergency cash-for-work-activities, microfinance support programmes, cultural and creational activities targeting local community including refugees, with special focus on women, children and people with disabilities.
40. The delegation also noted that improved access to income-generating activities for refugees was particularly important for enhanced social cohesion and protecting the most vulnerable people in Jordan, refugees and host populations alike.

Food security and nutrition situation:

41. Hunger, food insecurity and malnutrition have been usual manifestations of economic poverty in societies all over the world. Ensuring food security for the poorer segment of its more than 6.5 million inhabitants has been a challenging task for the Government of Jordan, owing to a variety of factors such as water scarcity, shortage of arable land, salinity in irrigated areas of the Jordan Valley, desertification, dependence on food imports, rising food prices, the increasing number of refugees, and the global economic crisis.
42. WFP has been active in Jordan since 1964, complementing the Government of Jordan’s efforts to improve food security and reduce poverty. With the massive inflow of refugees

into Jordan following the crisis in Syria, WFP launched its emergency operation in Jordan in April 2012, to help respond to the food needs of refugees.

43. At present, the WFP is engaged in following three major activities in Jordan:

- a. Protracted Relief and Recovery Operation (PRRO):* Launched in December 2013, the PRRO aims to assist the 160,000 food-insecure Jordanians identified in the 2010 Household Expenditures and Income Survey, through direct food assistance in the short term, as well as to impart skills training to help facilitate their employment opportunities in the long term. The PRRO employs targeted in-kind food distribution and cash transfers for the food-for-assets (FFA) and food-for-training modalities. The important contribution of the project can be gauged from the fact that of the more than 2,200 Jordanians that have undertaken skills training under the PRRO, more than 60 per cent are now employed.

The delegation noted that there exists substantial scope for additional synergies, particularly in the food assistance for assets (FFA) component of the PRRO, through improved collaboration between the Rome-based UN agencies.

By supporting host communities, the PRRO is contributing towards stabilizing socio-economic conditions, building resilience, reducing social tensions and promoting cohesion between the Jordanians and Syrians.

- b. Support for National School Feeding Programme:*

WFP's support for the National School Feeding Programme aims to expand school feeding coverage and maintain school enrolment rates amid Government budgetary constraints and economic hardship among poor households. WFP is also engaged in a Healthy Kitchen Pilot, targeting 10 schools in the Madaba governorate. The Pilot, besides diversifying food baskets for school children, provides employment opportunities to local women and engages local farmers and transporters.

- c. Food Assistance Project for Syrian Refugees:*

Under the Food Assistance Project for Syrian Refugees, regular cash assistance, through monthly credits into WFP-issued e-cards, is provided to about half a million Syrian refugees living in camps, as well as those in host communities. Syrian children attending schools in the camps also benefit from the school feeding programme.

The project is critical for the food security of Syrian refugees. The 2014 Comprehensive Food Security Monitoring Exercise showed that without WFP assistance, 85 per cent of Syrian refugees in host communities would be at risk of becoming food insecure. At the same time, the 2014 Jordan Interagency Nutrition Survey found a reduction in malnutrition among Syrian refugee children.

Besides direct benefits for Syrian refugees, the project has resulted in benefits for the Jordanian economy. It has already led to the creation of more than 350 jobs, \$2.5 million investment in physical infrastructure, and \$6 million additional tax receipts to the Jordanian Government.

In recent months, WFP has been obliged, owing to the non-availability of the required financial resources, to undertake specific targeting of the most vulnerable Syrian refugees (27 per cent of the Syrian refugees live below Jordan's abject poverty line, while 41 per cent live below the absolute poverty line). The amount of food assistance (i.e. the monthly amount credited into the e-card) has also been curtailed. Around 37,000 beneficiaries were excluded in the first round of targeting in October 2014. The second round was implemented in April 2015, on the basis of the interagency Vulnerability Assessment Framework.

This reduction would translate into refugees becoming less food secure. Some families have had to take their children out of schools to save on expenditures, sending them to work and, in some cases, to beg.

Water and Energy Scarcity:

44. Jordan is the second most water-scarce country in the world. It also faces escalated energy needs due to increased pressure on the existing local grid and rising demands. With an expanded population and a national resource management system in need of improvement, there has been significantly increased pressure on the country's natural resources, environment and ecosystems.
45. To deal with the overarching water and energy insecurity, as well as environmental deterioration, several interventions have been implemented to help the government shift to broader and innovative technologies, in order to reduce the burden on the budgets and the existing infrastructure. Future energy responses can align with and benefit from strategic investments planned as part of Jordan's drive for sustainable energy solutions, which encourages the use of solar technologies, energy-saving green techniques, and biogas.
46. The delegation noted that the main challenges for the water and energy sectors are as follows:
 - The need to improve the efficiency of these sectors: Jordan imports 97 per cent of the energy it consumes; for this consumption it uses 18 per cent of its GDP (4 billion JD).
 - The need to develop alternatives such as greater use of renewable sources of energy, greater diversification of gas imports (50 million JD annually), exploring its own natural resources, and considering the need for nuclear power generation.
 - The need to liberalize the energy market – for instance, dismantling the single oil refinery monopoly through oil product imports.
 - The need for greater efficiency in providing funding for the sectors, including greater involvement of the Central Bank and Commercial Banks.

47. Demand for water has grown by 300 per cent over the last 15 years, while water resources have decreased. The efficiency of the sector has increased; a consequence of decreased water consumption by the agricultural sector.
48. The delegation noted that increased support by UN agencies and their partners for Syrian refugees should alleviate the demand in this sector. Jordan can also become a hub for water resource expertise in the region.

Gender equality and women's empowerment:

49. Gender equality and women's empowerment were noted as key to improving resilience and social cohesion in Jordan. Jordan was ranked 101 of 149 countries in Gender Inequality in the 2013 Human Development Index. In Jordan, 69.5 per cent of adult women have reached at least a secondary level of education compared to 78.5 per cent of men and female participation in the labor market is 15.3 per cent compared to 66.2 for males.
50. The delegation learned about the main challenges faced by Jordanian women, but also about the double burden related to the impact of the Syrian refugee crisis on both Jordanian and Syrian refugee women. In Za'atari camp, the delegation visited UNFPA and UN Women run projects in support of women and girls in the camp, including the "Women and Girls' Oasis" project.
51. Several legislative amendments have been implemented towards achieving equality between men and women, including laws relating to protection from domestic violence, personal status and political participation.
52. Yet, women continue to face higher levels of unemployment and lower wages. Lack of access to decent job opportunities impacts the ability of women to gain economic independence, support their families, and protect themselves and their families from violence. The consequences of limited income opportunities and the challenges of accessing social services are more acute in rural areas, particularly for refugee women and host communities.
53. Women and girls are facing various forms of violence, including early and forced marriage. Challenges related to the reporting of such violence exist, due not only to social stigma but also to the difficulties related to the implementation of legislation related to violence against women.
54. Within host communities, UN Women works to enhance the reach and quality of services to survivors of Sexual and Gender-Based Violence (SGBV), regardless of nationality, and works with other UN Agencies and national partners to provide income-generating opportunities to Jordanian women living below the poverty line.

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55. In this regard, the delegation noted a close cooperation between the Government of Jordan, UNFPA, UN Women and civil society, including work with youth organizations for the greater involvement of men and boys to combat violence against women and girls.
 56. UNICEF's work in relation to implementing the Convention of the Rights of the Child, including through its partnership with the Princess Basma Youth Resource Centre was noted as a particularly strong and productive initiative aimed at empowering women, girls and boys in Jordan.
 57. UN Women is also working with civil society and other partners in advocating to abolish article 308 of the Jordanian Penal Code which allows perpetrators of rape to avoid punishment if they marry their victims, including minors.
 58. UNFPA's work to protect and empower women, including through the provision of safe and accessible medical care (including sexual and reproductive health-care services) was noted as crucial to the longer-term health and well-being of women in Jordan, particularly Syrian refugees. UNFPA's partnership and capacity-building approach with national NGOs, such as Jordan's Institute for Family Health, ensures that these programmes will be sustainable in the longer-term.

Protecting children:

59. Recent progress on child rights in Jordan includes the adoption of the 2008 Anti-Human Trafficking Law, which prohibits all forms of trafficking, including forced prostitution, child trafficking, and the trafficking of women and girls. In addition, in 2014 the Juvenile Law was passed, raising the criminal age of responsibility from 7 to 12 and promoting more child-friendly legal procedures, with particular emphasis on strengthening diversion from the custodial system and inclusion of restorative justice principles.
60. In terms of education, Jordan enjoys equal enrolment to free basic education, compulsory for both girls and boys. With regards to violence in schools, the Ma'an Campaign "Together for a safe school environment" has resulted in a consistent reduction in physical and verbal violence against children in all schools in Jordan. In addition, Jordan has successfully enrolled 130,000 Syrian refugee children in public schools.
61. However, the delegation noted the enduring challenges to providing learning opportunities for the remaining Syrian refugees and other vulnerable children in Jordan with limited education opportunities. Children without access to education services in Jordan are at increased risk of child labour and early marriage. Young married women also have limited access to the education system. In recent years, there has been an increase in the number of students, especially boys, who have dropped out of school for economic reasons and because of the Jordanian system.
62. In Za'atari refugee camp, the delegation observed UNICEF's active engagement in providing safe learning spaces for children, preventing early marriage and combating

violence against children. UNICEF is also providing the camp with water supply, boreholes and wastewater treatment.

63. Moreover, the delegation observed the effective partnership of UNICEF with the Government of Jordan as well as the collaboration with other UN agencies and with international donors and civil society.
64. In Baqaa, the delegation learned that, despite continuing efforts by various actors, a large number of out-of school children and high youth unemployment rates, especially among young females, remain key challenges in the country. In partnership with the Government and non-profit organizations, the UNCT is working to address these complex problems affecting a significant part of the population, with specific focus on vulnerable children, adolescents and youth.
65. The provision of integrated services to children and young people as, *inter alia*, alternative education opportunities, psychological support programmes, access to life skills training, are among the remedial measures implemented. Still, challenges for these options, such as budget constraints and high demand, remain.

Investing in youth:

66. Young people in Jordan constitute more than 31 per cent of the population and the need for a national youth strategy to be developed and integrated across relevant Ministries is evident. Additionally, an investment in youth will enable Jordan to benefit from the demographic dividend expected to peak in 2030 and avert potentially negative consequences of a large disenfranchised population.
67. In order to ensure young people's development, health and participation, the capacity of youth centers across the country needs to be strengthened in promoting basic life skills and healthy lifestyle, sexual and reproductive health-care services, with a focus on vulnerable adolescents living in poverty, adolescent girls and refugees.
68. Syrian adolescents and youth, especially young women living in camps or host communities, deserve to be saved as a generation, by building their capacities and empowering them by providing opportunities to live a life of dignity.
69. The capacity of youth centers and community-based organizations across the country needs to be strengthened to promote empowerment and leadership, with a focus on vulnerable adolescents living in pockets of poverty, adolescent girls and refugees. Decent work is central to the productive future of youth. In Mafraq, UNDP is providing youth with entrepreneurial skills and business training. As a result of the project, 80 microbusinesses were established in Irbid and Mafraq governorates.
70. The delegation noted that the private sector is playing a key role in providing youth with job opportunities, vocational training centers, access to financial market and banking

services (only 10 per cent of young people have bank accounts), and child-care centers for working mothers.

71. In support of a social cohesion agenda, the delegation noted that the UNCT in Jordan had dedicated attention to Syrian adolescents and youth both inside the camps and in host communities. As noted above, UNFPA and UNICEF are investing heavily in the youth of Jordan, in recognition of the centrality of an engaged youth population (including in education and employment) to Jordan's social cohesion.
72. In host communities, especially in the north and central regions of the country, Jordanians feel that Syrians are flooding the job market, whilst Syrians feel exploited as a result of being excluded from the job market and having to work illegally for lower wages in order to survive. Programmes to help young Jordanians and Syrians find acceptable work opportunities in the short, medium and long term are key to promoting social cohesion, which is crucial for the stability of the country.

V. Recommendations

1. In order to improve the effectiveness of the system, the UNCT should work to enhance coordination among all agencies, under the leadership of the Resident Coordinator/ Humanitarian Coordinator and in line with the UNAF. To this end, the UN should:
 - a. Continue to implement the UNAF and JRP in concert with regional efforts under the 3RP banner;
 - b. Continue to use a resilience-based approach to guide UN assistance in Jordan;
 - c. Enhance advocacy on the need for a UN approach based on resilience and vulnerability.
2. The UNCT should continue to develop programming based on the Vulnerability Assessment Framework.
3. The UNCT should continue to work with the Government of Jordan to strengthen MoPIC and line ministries through capacity building in order to implement the UNAF.
4. The UNCT should identify further innovative ways to strengthen communication and accountability to beneficiaries, including through better communication with affected communities. To this end, the UN should work to increase the number of fluent Arabic speakers among its international staff in the field, in order to ensure the efficiency of delivery to refugees is not jeopardized by a lack of communication.
5. The UN, through RC offices in the region, should prepare a regional analysis, building on existing studies, on options to strengthen access to labour markets, promote women's empowerment, target youth and vulnerable people (including refugees), and engage the private sector in addressing labour market issues in Jordan

6. The UNCT should continue to work with the Government of Jordan and international financial institutions to improve access to financing that will assist in addressing underlying structural challenges and building Jordan's resilience.
7. The UNCT should continue to support initiatives to improve social cohesion by increasing the number and scope of impact-mitigation projects that benefit both Jordanians and Syrians in areas with high concentrations of refugees. This includes greater investment in shared services such as livelihoods, employment, education, health and water and sanitation, with the aim of reducing tensions and maintaining protection space in Jordan.
8. The UNCT should continue to assist the Government of Jordan in developing a long-term comprehensive response and strengthening child protection systems in Jordan.
9. The UNCT should continue to emphasize gender equality and women's empowerment as a cross-cutting issue and a necessary pre-condition for resilience and development, including through Arab regional meetings for exchange and sharing of experiences and best practices.
10. The UNCT should continue to strengthen its collaboration with NGOs on the ground, and facilitate greater partnerships between the Government of Jordan and civil society.
11. The UNCT should continue to work on education challenges and the high rates of youth unemployment in the country, which require further multifaceted response and interventions. The UNCT should support the Government of Jordan in its vision of investment in youth.
12. Rome-based UN agencies (the Food and Agriculture Organization, the International Fund for Agricultural Development, and WFP) should examine the possibility of closer cooperation and collaboration in undertaking resilience-oriented projects in Jordan.
13. As indicated by the Economic and Social Commission for Western Asia ESCWA, remittances by Jordanian expatriates totaled 3.7 billion JD in 2013 (12 per cent of GDP). Recognizing, therefore, the economic power of expatriates and the diaspora's role in serving as a bridge of knowledge and experience, the UNCT should promote the potential of Jordanian diaspora in the country's economic development and efforts to foster sustainable social inclusion.
14. The UNCT should work towards more assistance in enhancing market-driven job opportunities and income-generating opportunities for both Jordanians and Syrian refugees. To this end, the UN should continue to strengthen its advocacy of enhanced labour-market access for refugees in order to ease the burden on social services and thus reduce community tensions.