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MEDITERRANEAN CITY-TO-CITY MIGRATION

CITY MIGRATION PROFILE

AMMAN

EXECUTIVE SUMMARY



This document is a synthesis of the Greater Amman Municipality Profile and Priority Paper drafted in the framework of the Mediterranean City-to-City Migration Project (MC2CM). The project aims at contributing to improved migration governance at city level in a network of cities in Europe and the Southern Mediterranean region. More information is available at www.icmpd.org/MC2CM.

GENERAL OVERVIEW (2015)	
Political and administrative context	Greater Amman Municipality (GAM) is comprised of 22 districts. It is a financially independent national organisation, managed by a Municipal Board of 42 members, including the Mayor (Board Chairman). The Municipal Board is the highest authority in the Municipality Amman governorate level for which census data is provided comprises of GAM plus 5 areas and two villages
Population	4 007 526
Share in national population	45.2 %
Foreign residents	1 442 600
Foreigners as a proportion of the governorate population	36.2 %
Share of foreigners in Jordan living in Amman governorate	49.8 %

MIGRATION PATTERNS

The Hashemite Kingdom of Jordan, and its capital Amman in particular, have long been hubs of migration within the Eastern Mediterranean Basin and the greater Middle East regions. Historic and current migration patterns in GAM reflect the regional and international political histories of the last century and, as such, the development of Amman has been highly influenced by migration.

The Circassians and Chechens were the first to seek haven in the city in the 19th century. In the 1950s and 60s the population of Amman more than doubled due to migration. Palestinian refugees fled to Jordan as a result of the Israeli - Palestinian wars. Between 1991 and 2003, 80% of Iraqis who arrived in Jordan settled in Amman.

Events of the Arab Spring have also had a profound impact on migration patterns in the city. Since the outbreak of civil war in Syria in 2011, more than a million people have sought refuge in Jordan, and they have chosen to settle in large urban areas such as Amman. Amman hosts under one third of Syrian refugees in Jordan. There is a concentration of refugee households in certain areas of the city such as Basman in East Amman, Swelieh in North Amman and Bader in central Amman.

Smaller numbers of Libyans, Yemenis, Somali and Sudanese nationals have also sought refuge in Amman in recent years.

Economic migrants make up a large share of the population of Amman. Many Egyptian workers have come to Amman since the 1970s to perform unskilled low wage labour. Globalisation has also brought economic migrants from Asia who are primarily employed as domestic workers as well as in low wage textile and factory workers.

MIGRANT POPULATION

As of 2015, 4 million people (42% of the Jordanian population) live in Amman Governorate. The majority of the population is made up of forced migrants, with Palestinians making up the vast majority.

There are over 300 000 Palestinians without national ID numbers and over 435 000 Syrians (among which 40% are registered as refugees).

Disaggregated data about other nationalities residing in Jordan is not available, but it is known that a large majority of the over 130 000 Iraqi, 30 000 Yemeni and 22 700 Libyan refugees registered in Jordan have settled in the Amman area. The biggest group of economic migrants in Jordan are the Egyptians totalling 636 270 (representing 6.7% of the population) followed by Asian domestic workers that do not exceed the few thousand.

LOCAL MIGRATION POLICY

Despite Jordan not being a signatory of the 1951 refugee Convention, the Kingdom of Jordan has, up until recently, applied an open and welcoming policy towards migrants arriving from conflict situations in neighbouring countries.

At the local level, GAM seeks to ensure social cohesion while shaping the city identity. The services of the city, including community centres, libraries, cultural centres and entertainment parks/green spaces are open to all residents of the city, regardless of their nationality. Other structural services provided by GAM such as street cleaning, environment-related activities, building permits, local markets, health inspection and maintenance of the urban infrastructure serve all residents indiscriminately.

Through the spectrum of policies at its disposal, GAM sets out to ensure the well-being of residence and maintenance. These include interventions in the fields of environment, physical space, social and cultural affairs. City officers set out to ensure the overall population is engaged in the activities devised.

Consultation with local stakeholders including interviews and a meeting of local stakeholders in April 2017 in the framework of the MC2CM project, led to the identification of 3 priorities for migrant integration policies in the city:

1. Development of a Resource Centre on migration
2. Community Services for migrants and social cohesion

3. Training municipality's employees with focused orientation on vulnerable communities in highly populated areas

MAINSTREAMING MIGRATION

The needs of migrants and refugees are addressed in line with mainstream services for the overall population in GAM. As such, the municipality has not designed tailor-made or targeted policy or interventions specifically for migrants or refugees. A notable exception is the fact that, in some instances, GAM responds to specific requests made on behalf of refugees by local organisations as well as national ministries such as environment, people with disabilities and local community centres and social programmes.

In order to achieve goals related to improving refugee livelihoods more efficiently, the national government has in recent years developed the Jordan Response Plan (JRP), which seeks to coordinate solutions to issues primarily affecting Syrian refugees within the country. This inter-agency task force is managed by the Jordanian Ministry of Planning and International Cooperation which works and coordinates with international and local aid organisations to address a variety of issues such as health, education, food security and shelter. Greater Amman Municipality is not currently involved in any official capacity with initiatives undertaken by the national government. Local civil society also plays a crucial role in streamlining the delivery and disbursement of aid from international donors.

Migration governance stakeholders at local level	
<p>Ministry of Interior</p> <ul style="list-style-type: none"> Residency and Borders Directorate Public Security Directorate 	Organises the entry and departure of foreigners to and from the territory of the Kingdom of Jordan
<ul style="list-style-type: none"> Syrian Refugee Affairs Directorate Refugee Coordination Affairs 	Oversees the implementation of Memorandum of Understanding signed with UNHCR on areas related to refugees through its Refugee Affairs Coordination office which aims to liaise between UN agenda and the government of Jordan
<p>Ministry of Justice Jordanian Chief Justice Directorate</p>	The Jordanian judicial system is comprised of both civil and religious courts. The religious court system's jurisdiction extends to all matters of personal status, and the civil courts have jurisdiction over all other matters
<p>Civil Status Directorate</p>	Registers all citizens issuing family books and identification cards for citizens and registration of residents in Jordan

Civil Society Organisations (CSOs) active in the area of migration and integration in the city	
<p>ARDD (Legal Aid)</p>	Empowers marginalized groups to acquire and enjoy their universal rights and freedoms by representing their needs and mobilizing relevant duty bearers to conform to human rights, good governance and the rule of law

<p>Jordanian Hashemite Charity Organisation (JHCO)</p>	<p>A multi-functional relief and humanitarian foundation. Provides direct humanitarian aid to affected countries during and/or after conflict and natural disasters.</p> <p>With the onset of the Syrian Crisis JHCO has turned its focus inwards and has contributed substantially to the early relief efforts to serve Syrian refugees. JHCO continues to function as a coordinating force for international aid organisations operating in Jordan as the liaison with the Jordanian government.</p>
<p>Islamic Center Charity Society</p>	<p>Contributes to the delivery of social services in Jordan. It runs medical centres, educational institutions and centres for orphans and poor all over the country.</p> <p>Works currently with UNICEF on Makani project to serve refugees and local Jordanians.</p>
<p>Tamkeen for migrant workers</p>	<p>Seeks to enhance social protection for marginalized groups and victims of human rights violations, regardless of social origin, race, colour, gender, language and religion. Aims to combat all forms of discrimination, trafficking in persons, torture and ill-treatment</p>
<p>Queen Rania Foundation-Madrasati</p>	<p>Mobilizes resources of individuals, private companies and organisations to improve the physical and educational learning environments of Jordan's most neglected public schools</p>
<p>Jordan Health Aid Society JHAS</p>	<p>Provides health services with partners.</p> <p>Since 2011 has provided free primary healthcare services through a mobile medical unit (MMU) to displaced Syrians that crossed the border into Jordan. MMU visits various homes in the region, the Ramtha, Mafraq and cities in the south. It serves displaced Syrians there and provides free healthcare services. Any patients that may need secondary and tertiary healthcare services are referred to a governmental hospital based on an agreement between JHAS and MOH hospitals</p>

INSTITUTIONAL FRAMEWORK

GAM falls under the law of Municipalities. While this law is applied to all municipalities through the Ministry of Municipality Affairs, it is applied on GAM through the Prime Ministry. GAM supervises all activities related to the local administrative issues in terms of providing services and all regulatory issues, as well as the implementation of local development projects, and the coordination of the activities and plans, in line with developmental issues in the entire Kingdom. GAM provision of services complements line ministries' services.

Coordination and cooperation at city level and with regional and national levels

Local coordination has been a necessary as part of the Jordan Response Plan's local migration policy response by involving the local actors and international bodies. JHCO and Refugee Affairs Coordination office (Ministry of Interior) have been coordinating all active actors, with the exception of GAM who has, until recently, been absent from this initiative. It was not active in the coordination meetings leading to the Jordan Response Plan and did not take part in the task force meetings hosted by the line ministries and the United Nations bodies.

Mindful of the role of GAM in hosting one of the biggest refugee populations in the country, in the framework of MC2CM, discussion with the line ministries involved have been brokered with the aim of ensuring GAM's presence in the implementation of related actions in its territory. While a bylaw is being drafted to give GAM the independence as a main actor, it continues to report to the Prime Ministry while it falls under the Ministry of Municipalities Affairs, administratively.

INTERNATIONAL COOPERATION

GAM has taken many strides to tackle issues related to refugee livelihoods and participates in programmes funded and run under the auspices of governmental and international aid organisations such as the European Union, the Swiss Agency for Development and Cooperation, the International Rescue Committee and GIZ, among others.

PUBLIC PERCEPTION OF MIGRATION AND INTEGRATION

Public perception within Amman regarding migrants differs widely among the population. Many feel that the arrival of refugees and migrants has significantly limited job opportunities for native Jordanians. Many also feel that the influx has caused rents and the prices of staple goods and public services to rise. Many feel that Jordan has reached a tipping point in its ability to host and care for Syrian and other refugee populations.

Notwithstanding, there is a group of people who feel that the influx of migrants has created new opportunities for Jordan and the city of Amman to develop. Massive foreign investment in development projects concerning the well-being of refugees have benefited Jordanian citizens as well, creating job opportunities and spurring economic growth in a number of areas. Jordanian government policy has long allowed the recruitment of migrant workers to fulfil low skill low wage jobs that many Jordanians are uninterested in.

MIGRANTS' ENJOYMENT OF HUMAN RIGHTS AND ACCESS TO SERVICES

	Education and vocational training	Employment and entrepreneurship	Social affairs	Protection against discrimination	Housing	Political participation and inclusion in local decision-making processes
Competence	No	Yes	Yes	Yes	No	No
Implementation instrument		Department of vocational permits	<ul style="list-style-type: none"> Cultural Services Affairs Directorate Social Services Directorate Sports and Entertainment Affairs Directorate 		Planning and Licenses Directorate	
Policies and projects relevant to migrants' integration		<p>Issues vocational permits to registered commercial registry based on the approval of The Chamber of Commerce of Amman</p> <p>GAM participates in Green Infrastructure Projects, implemented by GIZ, seeks to support disadvantaged Jordanians and refugees by providing them with employment opportunities in public parks managed by the municipality, building on their expertise in agriculture. The project entails the implementation and management of public open spaces</p>	<p>Initiate community activities in collaboration with local and international bodies to support vulnerable people (youth, migrants, elderly persons, women):</p> <ul style="list-style-type: none"> Social programmes provide training, entertainment and awareness in municipal libraries Community centres in 20 GAM districts offer a communal space with parks and host local markets, health and environment awareness days 	Although there is no dedicated institution or policy addressing protection against discrimination, all services provided by GAM are available for all communities without discrimination. GAM supports the integration of refugees through good practices and supports the participation of all communities regardless of nationality in community activities and social programmes	<ul style="list-style-type: none"> Provision of construction permits and approving structural designs The UN HABITAT Jordanian Affordable Housing programme introduces several innovative aspects in housing including combining humanitarian with development activities, identifying better housing solutions for disadvantaged residents and reducing the costs of housing units 	
Migrants' access		GAM Department of Vocational permits issues vocational permits to eligible applicants without consideration of their nationality	There is no specific activity for migrant communities in Amman but services provided by GAM are available for all communities without discrimination. Refugees participate in GAM social programmes and activities in community centres. Some activities such as local markets and medical services were initiated to serve the refugee community		GAM does not provide housing for migrants but could potentially provide lands that could be invested to serve newcomers	
Comments	GAM does not oversee schools or vocational centres	Work permits are issued by the Ministry of Labour	As of Feb 2017, the Metropolitan Social Plan has yet to be formally adopted			