University of St.Gallen

Social and Economic Integration of Refugees in the Region of their Origin

Practical Project in Development Cooperation

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Abstract

This paper aims to answer the following question: How can the great amount of refugees residing in the region of their origin be socially and economically better integrated without causing resentment and fear within the local population? Regarding this objective, the present paper focuses on Jordan and the Syrian refugees residing there. Furthermore, the question of integration is approached through the education sector. Within the scope of this paper, a project idea is developed, which contributes to the integration of Syrian refugees through the education sector. Based on the analysis of the education system of Jordan and the problems faced by the refugees regarding education, it is concluded that youths and young adults represent a vulnerable group, which gets neglected by the international actors in their response concerning the education of refugees. Therefore, the approach developed focuses on the education needs of youths and young adults in order to address the gap in international response. In addition, the target group is narrowed down to university students in order to provide an effective measure. It is proposed to implement a one-year program at university level, in which mixed groups of students, containing Jordanians and refugees, have the opportunity to develop a start-up business. At the end of the one-year program, the students should have the opportunity to present their start-up projects to public organizations as well as the private sector with the aim of acquiring investments. Start-ups which have successfully acquired investments should work independently from university after the one-year program.

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Abbreviations and Acronyms

3RP	Regional Refugee and Resilience Plan
DAFI	Albert Einstein German Academic Refugee Initiative (Deutsche Akademische Flüchtlingsinitiative)
DP	Directorate of Political Affairs
e.g.	exempli gratia
EIU	Education Information Units
ESWG	Education Sector Working Group
EU	European Union
FPE	Free Primary Education
GDP	Gross Domestic Product
i. a.	inter alia
IDP	Internally Displaced People
IMF	International Monetary Fund
JRP	Jordan Response Plan
MoU	Memorandum of Understanding
MENA	Middle East and North Africa
NGO	Non-Governmental Organization
NLG	No Lost Generation
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SEM	Secretariat for Migration
sq.	square
UN	United Nations

UNDP	United Nations Development Program
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
URAP	Assistance Program for Urban Refugees

1 Introduction

«Displaced societies are of value. Their issues are our issues.»

Cynthia Basinet

According to the United Nations High Commissioner for Refugees (UNHCR) annual Global Trends Report 2015, there have never been that many forcibly displaced people since recording started. The estimated number worldwide reached 59.5 million by the end of 2014. On average, 42.000 thousand people leave their home every day due to conflicts and persecution. They either stay within their own country, becoming internally displaced people (IDP), or leave their home country, becoming refugees. With 19.5 million refugees and 38.2 million IDPs worldwide, new challenges arise for the countries hosting those people, as well as for countries providing support. (UNHCR, n.d.a, Facts and Figures about Refugees)

Syrians became the world's largest refugee population by the end of 2014. As a consequence of the Syrian war, one out of every four refugee worldwide is Syrian. However, only 5% of Syrian refugees leave the area of origin completely. 95% of the refugees stay in surrounding countries, turning the situation in their host countries into a real challenge. (UNHCR, n.d.a, Facts and Figures about Refugees) So far, the UNHCR registered 2.1 million Syrian refugees in Jordan, Lebanon, Iraq and Egypt. The Government of Turkey registered 2.7 million Syrian refugees and 29.000 thousand Syrian refugees are registered in North Africa (UNHCR, n.d.b). If these numbers are added up together, there are more than 4.8 million refugees in the Middle East and North Africa (MENA) region. The situation in Syria continues to be critical and does not seem to come to an end soon (BCC, 2016). Humanitarian agencies try to provide food and shelter. Nevertheless, there is the aim of the 2030 Agenda of the United Nations (UN) for Sustainable Development. The Sustainable Development Goals (SDGs) have been declared to envisage a world without fear and violence where universal human rights are respected to ensure justice and equal rights. The authors think that if there is a group living in a country without being formally integrated, it will be even more difficult to achieve the SDGs. Therefore, the present paper focuses on the following question: How can the great amount of refugees residing in the region of origin be socially and economically better integrated without causing resentment and fear within the local population?

Due to the socio-cultural context (see Chapter 2.1), Jordan was elected as country of analysis. Jordan currently hosts about 650.000 thousand refugees from Syria along with other refugee groups, which arrived in Jordan before. This number increases drastically if unregistered refugees are added, as some sources talk about up to one million refugees (Dathan & Wilkes, 2016). Considering that the largest

amount of refugees living in Jordan are coming from Syria, the paper will focus on the integration of Syrian refugees. Furthermore, the authors decided to focus on integration through the education sector. The education sector provides various important aspects that should be considered when talking about integration, as the aspect of the right to education related to the question of social compatibility, as well as the right to work.

To provide an answer to the research question, the paper is structured as followed: In a first step Jordan's current situation will be analyzed. Chapter 3 then focuses on the education sector, giving an overview on the system, as well as the refugee's situation concerning education. In order to gain insight into the theoretical and historical aspects of integration, a literature review will be conducted in chapter 4. Based on these steps, an approach was designed and discussed with the following people (see appendix):

- Jean-Marie Fakhouri, former UNHCR official
- Mohammad Barakat, Program Officer, Swiss Agency for Development and Cooperation (SDC) Amman, Jordan
- Pietro Mona, Deputy Head of the Global Programme Migration and Development, SDC

With the inputs given, the approach was elaborated and finalized. Chapter 5, therefore, explains the approach followed by chapter 6 that discusses the systemic impacts. To consolidate our thoughts, a conclusion will be made at the end of the paper.

2 Current Situation

This chapter will give an overview on the general situation in Jordan, its problems and challenges, as well as its development in the last few years. The analysis serves as a starting point for the further proceeding.

2.1 The Land and its People

Jordan gained its independence in 1946 after the Second World War. Thereafter, the name was changed to Hashemite Kingdome of Jordan, which is still its official name today (Etherhedge, 2011, p. 197). Located in the Middle East, Jordan is bordered by Syria in the north, Saudi Arabia in the south and southeast, the West Bank to the west and Iraq to the east (Government of Jordan, n.d.). It is a relatively small country with a total area of about 90,000 sq. km (Firas Abd, n.d., p. 15), which is approximately twice the size of Switzerland. Its population is roughly 8 million people (CIA, n.d.) and predominately young, as 50% are aged under 24 years (see population pyramid). Approximately four-fifths of the population lives in urban areas especially in Amman, Al-arqa', Irbid, and Al-Rusayfah (Etherhedge, 2011, p. 170). The majority (98%) of the people are Arabs and mainly Jordanians and Palestinians (Etherhedge, 2011, p. 166; CIA). Furthermore, there are minority groups as for example the Cirassians and the Armenians and a smaller number of Turkmens and Iraqis (Etherhedge, 2011, p. 166). This homogeneity is reflected by the religion people pursue: 97.2 % are Muslims (predominantly Sunni), 2.2% Christians and there exist some other minor religious groups (CIA). The country's official language is Arabic (Etherhedge, 2011, p.166).

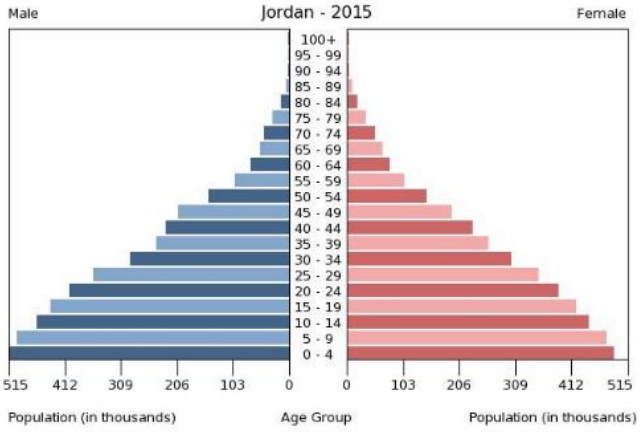

Figure 1: Population Pyramid, Source: http://www.indexmundi.com/jordan/age_structure.html

2.2 The Government

Jordan is according to its constitution (1952) a "constitutional, hereditary monarchy with a parliamentary form of government" (Etherhedge, 2011, p. 181). This means that the king remains the country's final authority and has the power over the executive, judicial and legislative branches. The king further appoints the prime minister, the head of the central government, and the cabinet. The parliament needs to approve the appointments of the prime minister, as well as the cabinet. (Etherhedge, 2011, p. 181)

Furthermore, Jordan is divided into 12 governorates (CIA, n.d.). The governorates themselves are divided into districts and subdistricts (Etherhedge, 2011, p. 182). Its legal system has two pillars: On the one side, there is the civil law, and on the other the Islamic religious law. Citizenship is only automatically granted when the father is already a citizen of Jordan. (CIA, n.d.)

2.3 The Economy and Labor Market

The economy of Jordan is relatively small and has been confronted with various obstacles. Due to a lack of capital, fluctuations in agricultural production, as well as the presence of large numbers of refugees, Jordan continues to seek foreign aid (Etherhedge, 2011, p. 173). Furthermore, it has an insufficient supply of water, oil and other natural resources and a chronic budget and current account deficit, as well as government debt. This underlines the government's reliance on foreign assistance. Additionally, the government faces a chronic high rate of poverty and unemployment. (CIA, n.d.) Jordan ranks 113 in the ease of doing business rank 2016, which further means that Jordan has a difficult entrepreneurial environment (World Bank Group, 2016).

Significant economic reforms were implemented during the first decade of the 2000s. Foreign trade was expanded, as well as privatizing state-owned companies. This attracted foreign investment, which resulted in an average annual economic growth of 8% from 2004 through 2008. With the economic crisis and the regional conflict the average annual economic growth dropped to 2.8%. (CIA, n.d.) The per capita gross domestic product (GDP) is around US$6.100. The majority is contributed by services (67%), followed by the industry (30%), while the agriculture contributes the smallest amount as there is limited agricultural land (4%). (Firas Abd, n.d., p. 15) The service sector, thus, provides more than 75% of the jobs. However, the unemployment rate is estimated to be around 14%. Unofficial rates are even pointing to 30%. The main agricultural products include tomatoes, citrus, cucumbers, strawberries, olives, stone fruits, sheep, poultry, and dairy. The industries, on the other hand, comprise clothing, fertilizers, potash, phosphate mining, pharmaceuticals, petroleum refining, cement, inorganic chemicals, light industries manufacturing, and very important tourism. (Firas Abd, n.d., p. 15)

2.4 Refugees: Past and Present

With the Arab-Israeli war of 1948-1949 the young state was confronted for the first time with a large influx of Palestinian refugees (Etherhedge, 2011, p. 166). After this incident, Palestinians continued to move to Jordan and another climax was reached with the 1967 war and the Persian Gulf War (1990-1991) (Etherhedge, 2011, p.171). As a consequence of the Persian Gulf War, Jordan received 1.7 million people fleeing from Iraq. While most of these Iraqis went back home, about 200.000 to 300.000 still

remain in Jordan. However, there is only a small fraction of Iraqis being registered as refugees (Etherhedge, 2011, p. 171-172). As a result of those events, Jordan is now the new home of more than two million Palestine refugees. 82% are integrated in Jordanian cities, while the remaining 18% live in camps across Jordan (ILO, 2016, p. 7). As the only Arab country, Jordan granted wide-scale citizenship to Palestinian refugees (Etherhedge, 2011, p. 166). This is the reason why one third of Jordan's population are Palestinians (Etherhedge, 2011, p. 170).

With the beginning of the Syrian conflict in March 2011, Jordan has been faced with a new exodus (Fakih & Ibrahim, 2014, p. 64). The fleeing people from Syria are referred to as refugees by the government, even though Jordan did not sign the 1951 Refugee Convention, nor the 1967 Protocol (UNHCR, 2015, p. 1; ILO, 2015b, p.11). Other sources state that Syrian people are referred to as "visitors" or "irregular guests" (ILO, 2015b, p. 12). Nonetheless, there is no national or international legal refugee instrument in force. The only document that exists is the 1998 memorandum of understanding (MoU) between the Government of Jordan and the UNHCR (UNHCR, 2015, p. 1). Besides the Syrian refugees, there are also refugees from Iraq, Somalia and Sudan (UNHCR, 2015, p. 2).

2.4.1 Current Refugee Situation

Approximately 20% of the Syrian refugees live in refugee camps, the other 80% live in cities as well as rural areas all over the country (ILO, 2016, p. 7). The majority (73%) of the total number of refugees lives in Amman, the capital, as well as the northern governorates of Mafraq and Irbid (ILO, 2016, p. 7). In numbers, Jordan hosts over 650.000 UNHCR-registered Syrian refugees. This number increases dramatically if unofficial estimates about the unregistered refugees are added. Some estimates, therefore, say that it could be up to one million people currently searching refuge in Jordan. (ILO, 2015b, p. 10)

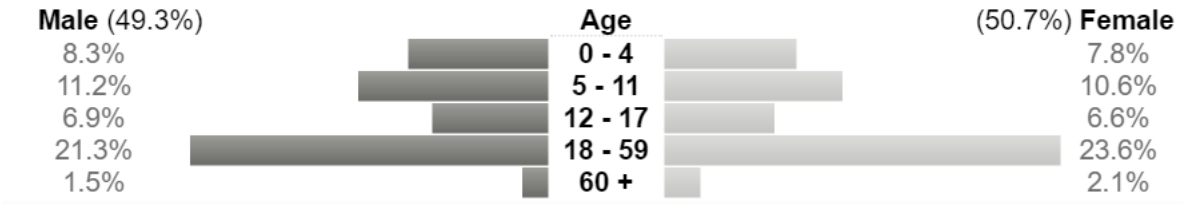

Figure 2: Demography of Syrian Refugees in Jordan, Source: http://data.unhcr.org/syrianrefugees/country.php?id=107

Syrian refugees are about to lose hope that a political solution will be found soon, enabling them, to return to their homeland. Living in exile has limited their livelihood and education opportunities and they are faced with a steadily deterioration of their living conditions. If they once possessed savings, there is a high probability that they spent it on rent, food and other basic needs. Refugees become more and more vulnerable, and negative coping mechanisms emerge, such as early marriage and child labor. (3RP, n.d., p. 6) There is a need for more responsibility-sharing and solidarity as the Syria regional

crisis is becoming increasingly global. Refugees need safety and international protection. Moreover, there are challenges emerging for the host countries. There is the problem of stalled economic activity, shrinking access to quality public services and loss of income. The socioeconomic conditions that already were difficult before the crisis are getting worse. (ILO, 2016, p. 1)

In the labor market, there is a rising rate of unemployment, whereas especially young people and unskilled workers are being hit. As Jordan is also struggling with meeting the national economic needs, there is a rising competition, more pressure on wages and an increase in the informal employment (ILO, 2015b, p. 5; ILO, 2016, p. 1-2). Working conditions are, therefore, deteriorating. Child labor is about to rise, and there is evidence that forced labor is emerging. Additionally, there exists a decrease in livelihoods in host community economies. (ILO, 2016, p. 1-2)

Refugees in Jordan are vulnerable due to the lack of domestic refugee legislation and policy, as mentioned above. Furthermore, the labor law only protects people who hold a work permit. This makes it increasingly difficult for refugees as there are only limited actions taken to allow refugees to work (ILO, 2015b, p. 5).

2.4.2 Labor Law in Jordan

In the constitution it is explicitly stated that the right to work is reserved exclusively for Jordanian citizens. No reference is being made to refugees or asylum seekers. As a consequence, workers who are not Jordanian citizens must be approved by the Ministry of Labor. This requires that they are able to fill needs that Jordanian workers cannot meet. In the MoU the need for lawfully residing refugees mentions to provide a living for one's family. It is written that certain professions are allowed to pursue, when refugees are recognized by the Jordanian authorities. Unfortunately, those "certain profession" are not specified. There is only a Closed Professions List that was published by the MOL. The professions mentioned in this list are closed to all non-Jordanians. It includes engineering and medical, teaching, clerical and telephone jobs, most service sector jobs (beauty salon, sales), driving, industrial related jobs (warehouse, electrical, car repairs) and guard and servant positions.

This demonstrates that "refugees and asylum seekers do not have any clear right to work in Jordan" (ILO, 2015b, p. 14). And even though the possibility to obtain a work permit exists, in practice it is very difficult to do so. The criteria that the position applied for does not compete with Jordanians makes it hard, as low skilled workers from abroad end up competing with low-skilled workers from Jordan. Additionally, the workers often end up with paying for the permit which costs them about 240-522$. A passport is needed and a background security check has to be made. Moreover, a refugee can only apply if he or she entered through an official border. The consequence is that refugees often do not apply for work permits. If they do, they are being denied. This results in many refugees working without

a work permit, and becoming a subject to discrimination and abuse. (ILO, 2015b, p. 24) Moreover, there is no incentive to improve the wages and quality of work. Illegal work flourishes and refugees are exposed to exploitation (ILO, 2015b, p. 24). In numbers this means that "99% of Syrian refugees work outside Jordan's labor regulations and in the informal economy" (ILO, 2015b, p. 3). Besides being no subject to national labor legislation, there is also no social protection entitlement, nor income taxation, nor entitlement to certain employment benefits as having a written contract (ILO, 2015b, p. 3). A study also revealed that Syrian workers in Jordan accept lower wages, as well as harsher working conditions (Stave & Solveig, 2015, p. 7).

2.5 Strategies and Programs

When talking about strategies and programs in Jordan, one has to keep in mind that the Ministry of Planning has to approve every project directed towards Syrians. Furthermore, 30% of the project's budgets needs to bring benefit to Jordanians. (Mohammad Barakat, personal communication, 2016, April 5)

2.5.1 Regional Refugee and Resilience Plan

The biggest plan is the so called Regional Refugee and Resilience Plan (3RP) for the countries Lebanon, Jordan, Iraq and Egypt. It was first launched in December 2014 and brings together more than 200 partners. It is a "coordinated region-wide response to the Syria crisis" (3RP, n.d., p. 6) and follows the 2014 Syria Regional Response Plan. (UNHCR, 2015, p. 4). The objective is to set a common strategy about how to deal with the Syrian refugee crisis for the governments, as well as for UN agencies and non-governmental organization (NGO) (UNHCR, p.4). It is composed of two components. On the one hand, there is the Refugee Component, which is supposed to provide protection and assistance for human beings, fleeing from the conflict. On the other hand, it is supposed to build the resilience of individuals, families, communities and institutions in the host countries – the so called Resilience Component. (3RP, n.dn, p. 7) Within the 3RP there are several country chapters. The Jordan Response Plan to the Syria Crisis 2016-2018 (JRP 2016-18) functions as the country chapter for Jordan. The Jordan Response Platform for the Syria Crisis (JRPSC) guides the implementation under the leadership of the Government of Jordan (3RP, n.d., p. 13). Its purpose is to better support Syrian refugees and Jordanian people, institutions and communities (3RP, n.d., p. 13). That means that the 3RP is a strategy that is nationally-led and regionally coherent with "UNHCR guiding the refugee response and UNDP guiding the resilience response" (3RP, n.d., p. 16). The operationalization of the resilience agenda includes the Adaption of the Dead Sea Resilience Agenda (cf. 3RP, n.d., p. 18) and the No Lost Generation (NLG) initiative (cf. 3RP, n.d., p. 22).

2.5.2 Jordan Compact

The Jordan Compact is a new approach between the International Community and Jordan to deal with the Syrian refugee crisis. It is based on three interlinked pillars and is supposed to support Jordan's growth agenda whilst maintaining its economic stability and resilience.
The first pillar aims to attract new investments while the European Union (EU) market should be opened with simplified rules. As a result, jobs for Jordanians, as well as Syrian refugees, should be created. Additionally, the post-conflict Syrian economy will be supported. The second pillar focuses on the adequate financing of the Jordan Response Plan 2016-2018. The third pillar targets the macroeconomic framework and Jordan's financing needs. Over the next three years, sufficient grants and concessionary financing will be mobilized as part of Jordan entering into a new Extended Fund Facility program with the International Monetary Fund (IMF).

Furthermore, the Government is committed to undertake necessary administrative changes to allow Syrian refugees to apply for work permits. The objective is to renew them annually in accordance with prevailing regulations and laws. Additionally, Syrian refugees will be allowed to formalize their existing businesses. Furthermore, the Government has announced to "provide for a specific percentage of Syrian involvement in municipal works, through private sector employment on a contract basis, with no pension or other long-term financial obligations, for projects funded by donors in areas with a high ratio of non-Jordanian workers" (p. 2). Overall, the number of available jobs will depend on the level of international support. (The Jordan Compact, 2016)

2.5.3 SDC in Jordan

The Swiss Cooperation Strategy for the Middle East 2015-2018 was developed by the Swiss Agency for Development and Cooperation (SDC), the State Secretariat for Migration (SEM) and the Directorate of Political Affairs (DP). The overall goal is to contribute to viable, safe and peaceful living conditions in Jordan, Iraq, Lebanon and Syria. So far, the SDC's priority has been to meet urgent needs of refugees as well as to reduce the tensions between the refugees and the local communities. Therefore, three domains have been identified, in which assistance should be made available.

- Basic Needs and Services
- Protection
- Water

Within the first domain of intervention, SDC supported the Ministry of Education to rehabilitate and refurbish public schools in Jordan. Thereby, SDC followed the concept of burden sharing. Since 2012,

29 schools have been rehabilitated which made it possible for approximately 25.000 students (4.330 Syrians) to attend school again. The project continues and in the early 2015 28 school were rehabilitated. This project served 24.000 students (2.400 Syrians). (SDC, 2015, p. 1).

3 Education Sector

The following chapter aims to give an overview on the education sector in Jordan and the problems faced by Syrian refugees concerning education. It starts with an illustration of the different stages in the Jordanian education system and the regulations regarding the education of Syrian refugees. The second part of this chapter examines the reasons why school-aged refugees are not attending school. There is a special focus on Syrian youths and university students.

3.1 General Information

The education system of the Hashemite Kingdom of Jordan is composed of a pre-primary education, which is voluntary, basic, secondary, and higher education. The mandatory basic education takes ten years and is provided to children aged from six to sixteen. (UNICEF, 2014, pp. 12-13) Furthermore, public schools providing basic education are complimentary (Christophersen, 2015b, p. 6). Secondary education consists of two tracks. There is a comprehensive secondary education track, which lasts two years and includes a final exam. Passing the final exam enables students to attend higher education. The second possibility for students is the applied secondary education program, which also last two years. Students allocated to this program are educated and trained in a vocation. (UNICEF, 2014, p. 13) A bachelor's degree course at university may last four to six years, depending on the subject. In order to finish a master's degree program, a student usually needs one and a half to two years. Furthermore, there is the possibility for secondary school graduates to attend community colleges. (UNICEF, 2014, p. 12-13)

Syrian refugees living in host communities have the right to enroll in public schools for primary, as well as for secondary education. They can also attend these schools for free like the Jordanian children (Christophersen, 2015b, pp. 10-11, 15). Education has been playing an important role in the response of the Jordanian Government to the Syrian refugee influx (Education Sector Working Group [ESWG], 2015, p. 13). A large number of public schools in the host communities have implemented double-shifts in order to provide education to a higher number of children. Usually, Syrian children attend schools with double-shifts. In these schools, Syrian refugees are taught in the afternoon, whereas Jordanian children attend school in the morning. Syrian children are also taught according to the Jordanian curriculum. (Christophersen, 2015b, p. 11) However, in order to be eligible to attend school, refugees must be registered by the Government of Jordan or the UNHCR. This registration has to be repeated every six months. If not, the refugee children loose the right to attend schools. (Christophersen, 2015b, pp. 15, 17) In addition, students who have not attended school for more than three years loose the right to return to formal education institutions due to the Jordanian law. In other words, children

are not allowed to enroll in a school if they have been out of school for more than three years. (Christophersen, 2015b, pp. 10, 15)

The Jordanian Government restricted the opportunity to provide vocational training for Syrian refugees. Therefore, permissions from the authorities for vocational training programs targeting Syrian refugees who live outside the camps are very rare because labor market activities of refugees is a controversial topic. (Christophersen, 2015a, pp. 7, 10-11, 17) However, higher education is accessible to refugee students, and they are allowed to enroll in universities (Christophersen, 2015a, p. 14). Nevertheless, the university fees for Syrian refugees are the same as for other foreign students, what makes higher education very expensive for Syrian students (Christophersen, 2015a, pp. 2, 14; Watenpaugh & Fricke, 2014, p. 13).

Regarding the university fees for Jordanian students, there are two ways through which students can be admitted to public universities. In case students are not approved by the competitive admission program, they can be admitted through the alternative scheme if they are ready to pay much higher fees (Abuqudairi, 2015, para. 9-10). According to critics, the number of students admitted through the alternative scheme has increased, amounting to 30 to 50 percent of all bachelor students. In recent years, rising university fees have led to student protests. This can be explained by the fact that public universities in Jordan are massively underfunded by the Government. (Staton, 2016, para. 2, 5-7, 12-14; Abuqudairi, 2015, para. 6-7, 12, 15-20)

3.2 Issues Regarding Refugee Education

According to the Education Sector Working Group (ESWG) (2015, pp. 20, 24), approximately 38.4% of the Syrian refugees aged between six and seventeen years living in host communities are not attending public schools. Furthermore, the findings of ESWG (2015, pp. 20, 26) reveal that boys aged 12 to 17 have the lowest attendance rate. Only 47.2% are attending formal education.

There are several reasons why such a high amount of Syrian refugee children are not attending public schools. Firstly, due to the large influx of Syrian refugees into Jordan, the number of school-aged children has increased massively. Therefore, many schools are overcrowded and do not have further capacities in terms of infrastructure and teachers in order to accommodate more Syrian refugee children. As a result, many Syrian students are not able to attend public schools. (Christophersen, 2015b, pp. 10-12) Secondly, the economic conditions many Syrian families are faced with is another reason preventing refugee children from attending school. These families cannot afford the costs of school material and transportation. As a consequence, many school-aged refugees need to work in order to assist their families and as a result, they are prevented from going to school. (ESWG, 2015, pp. 12-13, 20-21;

Christophersen, 2015b, pp. 12-14) Thirdly, different curriculum and social tension at schools are further obstacles. Syrian children may face aggression, bullying, and discrimination from Jordanian students and teachers. Furthermore, the curriculum in Jordan varies from the one in Syria, what can be an impediment for refugee students. (ESWG, 2015, pp. 12-14, 21, 31, 33-34; Christophersen, 2015b, pp. 14-17) Lastly, the requirement mentioned in chapter 3.1 for Syrian refugees to register every six months, as well as the regulation which prevents children from returning to school if they have not attended school for more than three years constitutes further issues regarding the education of refugee children. If the family does not renew the registration every six months, for instance when some families still assume that they can return to Syria soon, the children will not be allowed continuing with school. (Christophersen, 2015b, pp. 10, 15, 17) Due to the three-years-rule, some Syrian refugee children might be prevented from attending school since many families have been displaced for years, and the children might not have gone to school during the time of displacement (Christophersen, 2015b, p. 15).

Regarding Syrian youth, it was mentioned in chapter 3.1 that boys aged 12 to 17 have the lowest attendance rate, only 47.2% are attending formal education (ESWG, 2015, pp. 20, 26). This group is very vulnerable because the pressure to work is especially high (Christophersen, 2015a, p. 10). 37% of the Syrian males aged between 15 and 17 years who live in host communities are engaged in income earning activities (compared to 17% in the Jordanian community) (Christophersen, 2015b, p. 13). Furthermore, the restriction on vocational training opportunities for refugees has especially a negative impact on the Syrian youths (Christophersen, 2015a, pp. 9-11). According to Christophersen (2015a) “an important challenge for young Syrians seeking education in Jordan is the lack of opportunities for transitioning into the labour market …” (p. 7). Christophersen (2015a, pp. 14, 17) emphasizes the importance of labor market opportunities after graduation in order to make education worthwhile for the Syrian youths.

Despite the above-mentioned vulnerability and the particular challenges Syrian youths are faced with, international actors are mainly concerned with younger children and their education needs, whereas the education needs of youths are targeted insufficiently. Therefore, there is a gap in the humanitarian response regarding the education of youths. (Christophersen, 2015a, pp. 2, 9-10) Regarding donors, there seems to be a preference towards programs targeting the education of children rather than projects targeting youths because primary education is a precondition for further stages of education, as for example vocational training or secondary education (Christophersen, 2015a, p. 10).

University students from Syria willing to continue their studies in Jordan face particular impediments. Firstly, a large number of Syrians do not have travel and identity documents, and many students left

the academic documents behind, which are necessary in order to be admitted to Jordanian Universities. In addition, it is very difficult to organize these documents through the Syrian embassy due to high costs and other obstacles. (Watenpaugh & Fricke, 2014, pp. 6, 12) Secondly, as mentioned in chapter 3.1, university fees for Syrian refugees are the same as for other foreign students. High university costs are an enormous impediment for Syrian students willing to continue their studies or willing to start higher education in Jordan. A large number of Syrian university students in Jordan cannot afford the high fees. Therefore, they are not able to complete their university degree. (Christophersen, 2015a, pp. 2, 14; Watenpaugh & Fricke, 2014, pp. 6, 13-15) However, university students are of great importance for the future of Syria. They constitute a group with high potential and intellectual capabilities. Thus, they will be vital for the reconstruction of Syria when the civil war has come to an end. Furthermore, they will also be important regarding the reconciliation between the different ethnical and religious groups. (Watenpaugh & Fricke, 2014, p. 5)

However, it is important to mention that some changes are currently happening. For example, the Jordan Compact also addresses the education sector. The Jordanian Government committed to make sure that all children in Jordan are going to school in the upcoming school year. Furthermore, vocational training opportunities for Syrian refugees as well as the access to higher education for locals and refugees should be improved. (The Jordan Compact, 2016, p. 3)

3.3 Identification of the Target Group

Bearing in mind the points mentioned above, Jordan faces many issues which are related to the influx of the Syrian refugees (see also chapter 2.4.1 and chapter 3.2). Regarding the education sector, the Jordanian Government is faced with overcrowded schools and a high number of school-aged refugees not attending school (see chapter 3.2). Furthermore, the Syrian refugee children have to cope with many obstacles regarding education, e.g. poverty, a necessity to earn money, different curriculum, social tensions, and legal impediments (see chapter 3.2). In addition, Syrian youths and university students are confronted with specific impediments (see chapter 3.2).

The following chapters of this paper focus on the education of youths and young adults. It was shown in the previous chapter that youth refugees constitute an especially vulnerable group. They face high pressure to work and to support their families. Legal restrictions and the lack of labor market opportunities after graduation are further obstacles which prevent them from pursuing education. (see chapter 3.2) However, it was also mentioned in the previous chapter that international actors are mainly concerned with the education of younger children and that there exists a gap in the humanitarian response regarding the education of youths (see chapter 3.2). Therefore, the approach developed in the following chapters is going to target the education needs of youths and young adults in order to

address this gap and to improve the education opportunities of a neglected group. However, the education of youths and young adults encompasses different stages of the Jordanian education system (e.g. secondary school and higher education) and different forms of education (e.g. vocational training and formal education). Hence, there is a need to further narrow down the target group in order to provide an effective measure. For that reason, the approach developed in this paper is going to focus solely on university students. University students face particular challenges, e.g. high university fees. Moreover, they are a group with high potential and intellectual capabilities. They will play a critical role for the reconstruction of Syria and the reconciliation process. Thus, this group is of great importance for the future of Syria. (see chapter 3.2) By targeting university students and improving their education opportunities, not only integration of Syrian refugees in Jordan is addressed, but also the future ability of the Syrian population to rebuild their country.

4 Literature Review

4.1 Theoretical Approaches

The aim of this chapter is to illustrate two theoretical approaches, which are discussed in the literature regarding protracted refugee situations, and to draw conclusions for the task of this paper. For this purpose, the concepts of local integration and self-reliance are discussed.

4.1.1 The Concept of Local Integration

The concept of local integration is one of the three durable solutions in protracted refugee situations besides repatriation and resettlement (Hovil, 2014, p. 488; Jacobsen, 2001, p. 1; Crisp, 2004, p. 2). It refers to permanently integrating refugees into the host community and granting them permanent asylum (Jacobsen, 2001, p. 1). International law acknowledges the concept of local integration in the 1951 Convention Relating to the Status of Refugees (Hovil, 2014, p. 488; Crisp, 2004, p. 3). Article 34 of the Convention Relating to the Status of Refugees of 28 July 1951 mentions that "the contracting states shall as far as possible facilitate the assimilation and naturalization of refugees." Local integration might be understood as necessarily containing the naturalization of the refugees (Crisp, 2004, p. 2). However, Crisp (2004, p. 2) argues that refugees can fully integrate into the host society without acquiring the citizenship of the host country.

According to Crisp (2004, pp. 1-2), the concept of local integration is a process with legal, economic, and social dimensions, which are interrelated. The legal dimension refers to the rights of the refugees in the host country. During the process of local integration, refugees are entitled with more rights, e.g. the right to work, freedom of movement, and permanent residency. Regarding the social dimension, local integration also includes the host community because locally integrated refugees must be able to live amongst the host population without discrimination and exploitation. Concerning the economic dimension, local integration leads to more self-reliance and to better living-standards amongst the refugees. Thus, they should not be excluded from the labor market and the local economy, which relates to the legal dimension of local integration. (Crisp, 2004, pp. 1-2)

As mentioned above, local integration is a durable solution, which might lead to an indefinite stay of the refugees in the host country (Crips, 2004, pp. 2-3). Therefore, Crisp (2004, pp. 7-8) argues that self-reliance and local settlement are viable alternatives in situations where local integration does not seem to be feasible because voluntary repatriation would still be a possibility in the approach of self-reliance.

4.1.2 Self-Reliance

The UNHCR (2005) defines self-reliance as “the social and economic ability of an individual, a household or a community to meet essential needs (including protection, food, water, shelter, personal safety, health and education) in a sustainable manner and with dignity” (p. 1). “Self-reliance, as a programme approach, refers to developing and strengthening livelihoods of persons of concern, and reducing their vulnerability and long-term reliance on humanitarian/external assistance” (UNHCR, 2005, p. 1). Self-reliance presupposes increasing participation of the refugees in the economy, and thus a better access to livelihood opportunities, as well as economic and social ties between the communities. It also has a social dimension, which refers to the overall improvement of the resilience of the refugee community. (UNHCR, 2005, pp. 1-2)

Self-reliance of refugees contains several advantages. Firstly, without access to income and livelihood opportunities, refugees are reliant on international assistance (Milner, 2014, p. 155). Therefore, humanitarian assistance might cause dependency, which in turn increases the vulnerability of the refugees (Milner, 2014, pp. 155; UNHCR, 2005, p. 2). Secondly, international funding can decrease over time in protracted refugee situations (Aleinikoff, 2015, p. 2). Finally, refugees which had the opportunity to work or engage in other income earning activities will be better able to rebuild a livelihood in their home countries when repatriation is possible (Aleinikoff, 2015, p. 7; Crisp, 2004, p. 8).

However, host governments might be reluctant to support self-reliance of refugees. Self-reliance can be perceived as the first step towards local integration, and, therefore, as a step towards permanent residency, by the host population and the government. Furthermore, self-reliance presupposes the access to the labor market and other income earning activities for refugees. As a result, it can increase the competition for the local population. Thus, host government might face political pressure from the citizenry. (Aleinikoff, 2015, pp. 3, 5; Jacobsen, 2014, p. 108)

In addition, livelihood and welfare programs solely offered to refugees may cause tension between the host and the refugee communities (UNHCR, 2005, p. 4; Jacobsen, 2014, p. 108). On these grounds, it is important to approach the host governments very sensitively in order to secure their support for the self-reliance of refugees (Jacobsen, 2014, p. 108). Furthermore, host governments will be more supportive if the host population also benefits (Aleinikoff, 2015, p. 6; Jacobsen, 2014, p. 108). In order to win the support of the host government and to mitigate the risk of causing tension between the communities, the host population should be included in the livelihood programs and other measures promoting self-reliance of refugees. Any measures should improve the livelihoods of both communities. Due to this inclusive approach, refugees might be able to establish links with the host populations, what can lead to social and economic benefits for both communities. Furthermore, this approach may

lead to a change in the public perception of refugees as a burden because the host population benefits from hosting them. (Jacobsen, 2014, pp. 108-109)

4.1.3 Lessons Learned

Bearing in mind the above-mentioned definitions and explanations concerning local integration and self-reliance, there are some conclusions which have to be taken into consideration by the authors of this paper when developing any approaches or project ideas with the aim of integrating Syrian refugees economically and socially in Jordan.

Firstly, it might be questionable if the concept of local integration could be implemented in the context of Syrian refugees in Jordan. The concept of local integration is a durable solution, which may lead to an indefinite stay of the refugees in the host country (see chapter 4.1.1). Therefore, the idea of permanently integrating Syrian refugees and granting them permanent asylum or residency might face political and societal opposition. However, in the authors' opinion, social and economic integration do not necessarily have to contain offering permanent asylum and residency. Refugees may be able to integrate into the labor market and the society without having been granted permanent asylum and residency first. Therefore, the term integration which is used in this paper does not necessarily entail permanent residency. However, it is not excluded either. It might be possible that permanent residency is granted once the Syrian refugees are socially and economically integrated. Furthermore, many Syrians have been in Jordan for several years (see chapter 2.4), and they are already de facto integrating economically and socially. For instance, 80% of the Syrian refugees live in host communities (see chapter 2.4.1) and many are working in the informal sector (see chapter 2.4.2). However, difficulties in obtaining work permits lead to the situation at the moment that many Syrians are forced to work in the informal sector (see chapter 2.4.2). Therefore, although they are de facto integrating into the labor market, there are (legal) impediments preventing refugees from completely and formally integrating.

Secondly, as mentioned above, local integration has multiple dimensions. It contains legal, social, and economic dimensions, which are interrelated (Crisp, 2004, p. 1). The notion of multiple dimensions should be taken into consideration when developing any approaches with the aim of integrating Syrian refugees socially and economically in Jordan. Regarding the ideas developed in this paper, it is important to bear in mind that there are legal, economic, and social dimensions when talking about integration.

Thirdly, it was mentioned that governments may be reluctant to self-reliance and income earning activities of refugees. Therefore, they have to be approached very sensitively (see chapter 4.1.2). This is

also true for the approach developed in this paper. It is inevitable to secure the support of the Jordanian Government. Thus, the government is to be dealt with sensitively and transparently in order to secure its support at an early stage.

Lastly, it is vital to include the local population in any measures concerning integration of the Syrian refugees in Jordan. In other words, the Jordanian population has to benefit from the approaches of this paper in order to secure the support of the government and the local population.

4.2 Historical Approaches

After having shown two theoretical approaches to socially and economically integrate refugees in host countries, the focus of this chapter lies on previous crisis and measures taken in response. Therefore, a few selected cases and best practices of how refugees had been integrated in the education sectors are being presented. In a next step, lessons learned to take into further consideration are lined out. It has to be noted that the focus of the present paper lies on the integration in crisis situations where the immense influx of refugees potentially leads to a volatile environment in the host country itself. Thus, literature analyzing the integration of a relatively small number of refugees in western countries with stable and full-fledged democracies are not taken into further consideration.

Generally, experience shows that a large number of refugees rises tensions in host countries as competition for economic opportunities as well as for services such as education increases. Therefore, existing infrastructure needs to be expanded or complemented by new ones. It is essential that new built education systems for refugees do not exist parallel to the local one. Education structures must be integrated into national education systems to avoid the breakdown of the provided services in case that the aid organization has to leave in an emergency. (Nicolai & Triplehorn, 2003, p. 17; see also UNHCR, 2010, Chapter 3.2) In order to successfully integrate refugees in the host countries' education system, it is crucial to avoid the feeling of poor locals that refugees receive services or entitlements that they themselves are excluded from (Chalinder, 1998, Chapter 6). In relation to this, a model was developed in Macedonia that integrates students with different ethnic, religious and cultural backgrounds into extracurricular activities and continuous team and tandem method of work (Nansen Dialogue Centre, Nansen Model for Integrated Education). Furthermore, child protection is crucial to prevent them from abuse or military recruitment and therefore ensure successful education (Nicolai & Triplehorn, 2003, p. 19).

4.2.1 Jordan

As already mentioned, Jordan itself already made various experiences with refugee situations. Since the Palestinian exodus of 1948, migration heavily influenced different sectors and their agendas. In 2009, UNHCR analyzed Jordan's educational approach towards Iraqi refugees. At that time, registered Iraqi refugees were well-educated and were being allowed to access public education, however, not free of charge. In the Jordan Response Plan for Iraqis in 2010, seeking durable solutions for the most vulnerable was considered as one of the main priorities. (UNHCR, 2009, p. 34–39)

Best Practices: To support families with children enrolled in public schools, ATM cash assistance was provided. Due to differences between the Iraq and Jordanian curriculum, Community Centers offered remedial classes, many of them using Iraqi and Jordanian volunteers as teachers. While the Jordanian Government was offering vocational education, NGOs provided Iraqi refugees with vocational training, for example in hairdressing, computer or phone repair. Drop-out students were offered special vocational and skill programs to help them gaining the necessary skills to start their own businesses. To reach the target groups, help desks and hotlines were established. (UNHCR, 2009, p. 39–40)

4.2.2 Syria

Such as Jordan, also Syria had an influx of Iraqi refugees. For decades children from Arab countries living in Syria were allowed to enroll in Syrian schools, where government schooling was free of charge. As the number of Iraqi children enrolled in Syrian schools was about to rise and infrastructure ran into danger to be overloaded, measures were needed that would increase the capacity of schools. Furthermore, it was important to ensure that Iraqi families were aware of the opportunity to enroll their children. Therefore, the Syrian Ministry of Education, UNHCR and the Children's Rights and Emergency Relief Organization (UNICEF) agreed on a set of actions. (UNHCR & UNICEF, 2007, chapter 4).

Best Practices: In areas with a large number of Iraqi refugees Community Centers were established. "These Centers include Education Information Units (EIU) to provide information about education issues [such as] enrolment procedures, scholarships, etc., monitor remedial classes in private institutes where children (refugees and host community) are enrolled, organize summer education activities and offer vocational training courses for the youth and adults" (UNHCR, 2010, chapter 3). To gain better access to out-of-school children, education volunteers consisting of selected professionals from the Iraqi refugee communities were incorporated into NGOs. UNHCR made agreements with selected private education institutions who offered training courses to refugee students. These trainings composed amongst others of computer literacy, business start-ups, entrepreneurial and administrative skills or tailoring and were combined with life-skills education. For tertiary students, a scholarship program was provided by the Italian Government. (UNHCR, 2009, p. 30-32)

4.2.3 Kenia

In 2009, Kenia was confronted with about 325'000 refugees from Somalia, Ethiopia, Eritrea, Burundi, Rwanda, Democratic Republic of Congo. With the adoption of the Free Primary Education (FPE) and the Children Act of the Government of Kenya, refugee children were not being discriminated in terms of access to education. Enrollment of refugees to higher education was allowed without the need of presenting student passes. (UNHCR, 2009, p. 14-15)

Best Practices: A multi-sector assistance program for urban refugees (URAP) was established, reducing the number of implementing partners and following the principle of management in one hand. To strengthen extra-curricular, as well as recreational activities, and to organize sport and theatre competitions, UNHCR and partners supported 'role models' among refugee communities. As a consequence, some groups were able to represent their communities in national competitions. To address missing documentation, some public schools issued student IDs for refugee children, increasing their protection outside school. Alumni of the Albert Einstein German Academic Refugee Initiative (DAFI) scholarship program established an alumnus to get more actively involved in refugee work. Also religious leaders were trained so that they advocated for refugee children's access to education. (UNHCR, 2009, p. 17-18)

4.2.4 Lessons Learned

A crucial point in order to implement successful measures is to ensure that targeted groups are effectively reached, informed and provided with simple access to education. The involvement of alumni of the various programs allows to tailor actions even more precisely to target groups. Additionally, what most of the introduced cases do have in common is the fact that refugees are provided with financial resources, allowing them to pursue education. Taking this fact into consideration, special emphasis is placed on practical education and training, allowing refugees to generate their own income as soon as possible. Moreover, a feeling of unity for example created by participation in extracurricular activities and continuous working situation involving refugees as well as hosts positively contributes to reduce tensions.

5 Approach to the Solution

The authors aim is to answer the following question: How can the great amount of refugees residing in the region of origin be socially and economically better integrated without causing resentment and fear within the local population? Based on the previous chapters one specific approach has been established. Through the creation of a one-year university program, local as well as refugee students are able to engage in entrepreneurial activities and build their own start-up. Ideally, the students work in mixed teams and are adequately supported by business incubators, so that after attending the program the start-up can attract investors and continue its work independently. Not only is this approach beneficial for the students themselves, but it also creates synergies for the educational sector as well as for the labour market and increases social cohesion. Within this program innovation will be a key concept, as innovative entrepreneurs have an extraordinary economic impact (González-Pernía, Jung & Peña, 2015, p. 569). This impact is created through the development of new technologies, the creation of new jobs and the enhancement of the revitalization capacity of territories (González-Pernía, Jung & Peña, 2015, p. 569). It is a long-sighted approach that is built on a long-term basis.

5.1 Beneficiaries and Partners

The program will be designed especially for students. Therefore, the project should be opened to all students enrolled in the universities. Locals as well as refuges should benefit from the offer to build their own start-up.

In order to establish such a project, universities will be needed as partners. Their infrastructure and resources play a major role in making the project successful. Also the people behind a university are a key factor. The university's president and his team need to be in favor of the project

Since no project is allowed to be established without the government's approval, it is highly important that the government is integrated (see chapter 2.5). Especially the Ministry of Education and the Ministry of Labor. If wishes from the government to solve a specific problem exist, for example in the environment, then the corresponding ministry should be involved as well.

The private sector should be further integrated as an essential part of the project. Business can serve as investors, as support and they offer a platform for start-ups.

The project management will be coordinated by the SDC. Coordination will be required as the SDC needs to acquire other partners for the implementation of the project. As a result, optimization can be reached.

5.2 Implementation Process

In order to ensure a successful implementation of the project, the Jordanian Government should be involved in a first step. The engagement of the Government helps to prevent duplications and to follow the principle of management in one hand, which reduces transaction costs. In a subsequent phase, implementation partners can be acquired. Concerning this aspect, it is important to clarify which organizations already are involved in the field, providing similar programs, having the same target group or working with the same universities. In connection with this, suitable universities can be identified, informed about the program and its offerings and get involved.

Figure 3: Implementation Process, Source: own illustration

As soon as the main actors providing the program are defined and connected, the course specifications are to be set and responsibilities are to be clarified precisely. The program is offered on a yearly basis and host as well as refugee students that are already enrolled at university are allowed and encouraged to sign in. As already mentioned, in the best case, mixed teams of Jordanian and Syrian students are created to elaborate on a start-up idea. In order to train the students and provide them with necessary basic information about how to start and run a business, a business incubator is getting involved. His task is to "accelerate the growth and success of [the] entrepreneurial companies through an array of business support resources and services that could include physical space, capital, coaching, common services, and network connections" (entrepreneur, n.d., small business encyclopedia). In the particular case, his support for example consists in assistance while students are developing a business plan. Concerning the pursued business ideas, very strict frameworks should be avoided as "out of the box" thinking is a prerequisite for successful, innovative start-ups (Hendricks, 2014, 1st paragraph). Nevertheless, support in this field might be needed in order to ensure creative but feasible concepts targeting growth markets. An additional possibility creating value for the whole economy, is to encourage private companies or the public sector to provide real challenges and problems that the students could work on. Alternatively, the universities could set annual thematic focuses addressing fields with growth potential and in need of an additional boost.

While at the beginning of the project financial resources, especially to compensate the business incubators, are provided by the SDC and partners, start-ups and also the program itself should in the long-run be able to acquire private sector investments or even continue on a self-financed basis (see chapter 5.4). With a view to this objective, the start-ups present their products at the end of the program year.

The audience, consisting of interested and involved private companies, public staff as well as university and NGO representatives, has the opportunity to invest in promising entrepreneurial companies. In combination with this event, an open house day could be organized providing an additional platform for the start-ups to present and discuss their ideas with a wide public. In the aftermath, the entrepreneurial companies work independently from the universities.

In order to evaluate the success of the program and the start-ups that were created within its scope, a monitoring process should be established. One possibility to gather the necessary information and furthermore, to establish positive role models would be the constitution of an alumni association.

5.3 Value Creation

The implementation of the presented approach creates a win-win situation for all involved parties. Although, focusing on a relatively small target group, these innovative entrepreneurs "have an extraordinary economic impact, as they develop new technologies, create new jobs and enhance the revitalization capacity of territories" (González-Pernía, Jung & Peña, 2015, p. 569).

By promoting entrepreneurial companies, the Government is able to stimulate the labor market in general as well as specific sectors. Syrian students that create their own job and have a secure income out of it, reduce the financial burden that they as refugees put on host countries. In general, job creation creates wealth in the local economy (González-Pernía, Jung & Peña, 2015, p. 555). This in turn might improves the population's perception towards refugees, as they realize the latter's' contribution to their countries wellbeing. The aim of creating social integration, as it is stated by the research question, is also positively influenced by the teamwork that start-ups are built on. By working together and having a common vision, host and refugee students become more familiar with each other and their respective backgrounds and may even start friendships leading to integration and social cohesion.

The local private sector is on the one hand offered with interesting and lucrative investment opportunities, whereby they can help generating an innovative economic environment. On the other hand, they benefit from new ideas and perspectives on how to solve real problems that they are facing. Hereby, particularly Syrian students create additional value for Jordan companies, as they have different backgrounds that allow them to look at these issues from another angle. By closely collaborating with the students and their universities, enterprises may influence the program and the corresponding curricula in a way that graduating students are even better prepared for their entrance into the labor market. Additionally, supporting the program is a sustainable Corporate Social Responsibility (CSR) investment for companies.

Thriving start-ups benefit the universities in various ways. Firstly, part of the profit that these entrepreneurial companies generate returns to them, so that in the long-run universities and the program they provide are not dependent on donations anymore. Secondly, by offering an innovative and successful course, universities build on their prestige. This, in turn makes it more interesting for private companies to invest and also attracts more students, generating more income through tuition fees. This mentioned independency mainly reduces the financial burden on the SDC and its partners. In the best case, their role is scaled down to facilitators and monitors in a first step and becomes redundant with the growing experience that the universities collect.

By participating in the program, students gain first-hand experience on how to start and manage an own business in a relatively protected environment. In doing so, they can be a valuable asset to the country. If the students' ideas turn into profit generating companies they have a secure income, which contributes to their ability to afford tuition fees (see chapter 3.2). Furthermore, they have the possibility to have an even wider impact by providing jobs to their communities. Otherwise, in case that a start-up idea does not become established, students have the opportunity to end it after one year and still collected valuable experience. To sum up, they have the chance to not only learn a lot about businesses and how they work, but also about how to create and run one themselves.

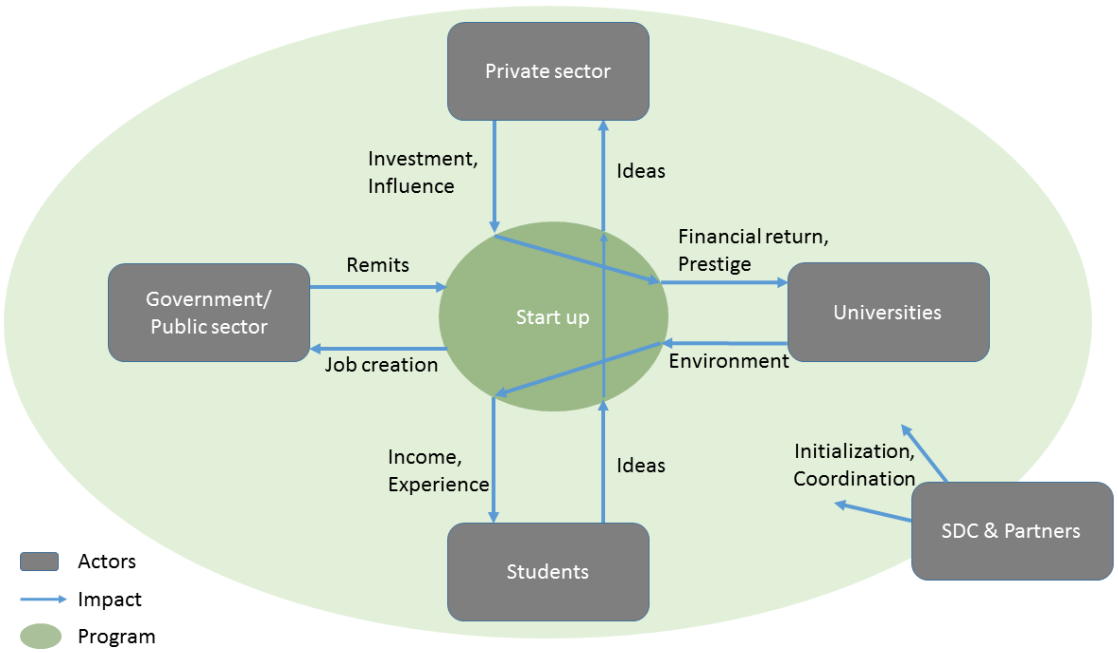

Figure 4: Systemic Impact, Source: own illustration

5.4 Unresolved Issues and Next Steps

In order to guarantee that the presented program can be smoothly implemented and create the introduced benefits, a few further points need to be elaborated. First of all, and most importantly, a prerequisite for the program's success is the effective participation of Syrian as well as Jordan students. Therefore, university access for Syrian students needs to be ensured. Furthermore, the students' demand of the start-up program should be assessed. This is of considerable importance in order to know if enough teams can be built to make the program cost-effective and additionally, to get insight into the Jordan – Syrian ratio that is to be expected. As it needs to be guaranteed that 30 % of the money that flows into the project directly benefits the Jordan population, in the best case at least 30 % of the participating students are Jordanian (Mohammad Barakat, personal communication, 2016, April 5). However, taking into account that the introduced approach offers the possibility to create an employment for oneself, it can be assumed that students' demand is considerably high. Another option to possibly reach a higher number of vulnerable people would be to introduce the start-up program at secondary school level. As outlined in chapter 3.2, this group has the lowest school attendance rate because of the pressure to work that they are facing. While conducting the feasibility study, this point might be kept in mind.

Secondly, the embedding of the program in the university structure must be further specified. It needs to be clarified, if the project is provided as extracurricular activity or as fixed part of the curricula. In relation with this, it should be discussed if the program is attached to certain majors and levels of studies exclusively. In support of this contention can be argued, that in this way growth markets can be addressed more precisely and efficiently, which would ensure the interest of the Government. With a view to this objective, the most important growth sectors identified in the national development plans should be targeted. On this basis and in consultation with the private sector, the most promising majors can be determined. However, heterogeneous groups with different backgrounds and opinions positively influence creative processes (McLeod, Lobel & Cox ,1996, p. 257). Additionally, by excluding certain majors, good ideas and talented business men and women might be bared.

Lastly, the legal context should be clarified. On the one hand, rights on the solutions that are developed on the basis of private companies' requests need to be specified. For example, it needs to be discussed if the particular company owns the start-up's intangibles, if it is fully entitled to buy the product and if it is obliged to invest after the idea is developed. On the other hand, the working permit situation needs to be clarified. During the one year program students are officially enrolled at university and their work is, therefore, part of their studies. However, as soon as the program is finished and the entrepreneurial company stands on its own feeds, the founders need to be allowed to work. This point

is of particular importance for Syrian refugees as they currently face hurdles in obtaining working permits.

- With a view to these objectives, a feasibility study should be conducted, especially to assess the demand for the program. A corresponding study could additionally analyze the private sectors stance towards the introduced approach. Furthermore, a profound calculation on all the involved costs should be done.
- To ensure that conditions are in favor of the project, the SDC needs to start a political dialog. Hereby, particularly legal conditions and the ease of doing business should be approached. The Jordanian Government needs to be convinced that by promoting facilitated enrollment of Syrian students in Jordanian Universities and granting them working permits the Jordan population benefits as a whole.

6 Systemic Impact

After having introduced our approach to the solution and its direct consequences and benefits, the present chapter widens the focus and analyzes the impact on a systemic level within a longer time-frame.

6.1 National labor market and education sector

Thriving start-ups with innovative ideas and products have a positive impact on the whole population. Empirical studies prove the influence that entrepreneurial activity has on innovation as well as job creation, improving the situation of vulnerable populations and workers in the informal sector (Robb, Valerio & Parton, 2014, p. 1). In other words, by enabling high potential youth to fully make use of their talents, the input is multiplied through the creation of job opportunities for the poor. By granting a secure income to families that lack financial resources, a better future for their children can be generated. As missing income is one major reason why refugee children are not going to school, this obstacle would thereby be addressed (see chapter 3.1). However, refugee students themselves belong to a vulnerable group, as international actors and their aid interventions mostly focus on the education of younger children and therefore tend to overlook young adults (see chapter 3.2). By including them in the start-up program, this identified gap is narrowed. Furthermore, as mentioned in chapter 4.1.3, due to the fact that many refugees are spending several years in Jordan already, they de facto started to integrate themselves socially, as well as in the informal labor market. Allowing them to pursue higher education and to actively contribute to the labor market, formalizes part of the already started integration process. The approach developed in this paper in combination with the recommended policy dialogues is a practical answer to real challenges while at the same time creating a win-win situation. Additionally, entrepreneurial companies not only improve the labor market situation but potentially also boost the whole economy by attracting new foreign investment (González-Pernía, Jung & Peña, 2015, p. 566). This is in line with the new approach on how to deal with the Syrian refugee crisis defined in The Jordan Compact. In particular, the first pillar is targeted, which aims at “turning the Syrian refugee crisis into a development opportunity that attracts new investments (…), creating jobs for Jordanians and Syrian refugees whilst supporting the post-conflict Syrian economy” (The Jordan Compact, 2016, p. 1).

The education sector benefits from increasing interactions with the economy and its private as well as public enterprises. As already mentioned in chapter 5.4, an innovative image may arouse private companies interests to closer collaborate with a university. At the time that enterprises realize the potential offered by the program and its participating students, not only investment in the start-up program but also in involved majors is going to be attracted. In the USA for example, collaborative relationships

between universities and industry have a long tradition, starting with the involvement of private companies in the development of academic disciplines (Mowery, 1999). By allowing private enterprises to influence the development of majors while ensuring academic independence, students will be better prepared to start their careers in the respective industries and the university additionally receives financial support. Alternatively, private institutions might encourage the development of their academic discipline by providing scholarships to the poor.

However, major obstacles in empowering students to fully exploit their own potential and attend university are the legal restrictions and missing market opportunities after graduation (see chapter 3.2). By successfully engaging in a political dialogue with the Jordanian Government and paving the way for the introduced start-up program, these systemic challenges can be addressed without putting any additional burden on the host population.

6.2 Long-term regional effect

In the long-run, refugees staying in the countries surrounding Syria plan to return to their home country when the civil war has come to an end. As physical infrastructure, as well as business networks, are destroyed by the war, there will be great need of rebuilding (Montgomery, 2015, War economy). For this purpose, students and business men and women are irreplaceable. As lined out in chapter 3.2 they constitute a group with high potential and intellectual capabilities, which are vital for reconstruction. In particular, knowledge on how to start a new business will be essential (Discussion with the SDC, 2016, April 12). However, a major part of the Syrian middle class, possessing the skills prescribed, fled the country (Montgomery, 2015, Forecast for the economy). Therefore, it is essential to promote the required competencies in the countries where these people are staying. By participating in the start-up program, Syrian students gain practical knowledge on how to start a business as well as on how to manage the company and its employees. As a matter of fact, a big number of lower-skilled workforce will be needed for reconstruction. However, without people organizing and coordinating the process of rebuilding, efforts cannot be fully efficient.

6.3 Global level

At least since thousands of Syrians started fleeing their country and crossing borders and oceans to reach a place where they can live a better life, the Syrian conflict gained global recognition and relevance. The fact that a whole generation of youth and children are at risk of losing hope, needs to be addressed in a broad and comprehensive manner. Therefore, our suggested approach offers a small but important part towards a solution.

The introduced program could serve as a pilot project that can be adapted in different settings of various countries, not only contributing to improve the situation in the Syrian context, but also to establish a framework that creates value on a global level. Experience conducted in other parts of the world shows that many entrepreneurial and vocational projects fail because of their limited time horizon as well as the provision of programs addressed a broad, heterogeneous audience and a number of competing goals (Robb, Valerio & Parton, 2014, p. 3-4). The suggested start-up program has a relatively narrow focus, allowing to tailor measures according to the target group and its needs. The success of this project would positively contribute to the respective research currently taking place.

Furthermore, the approach is in line with the UN 2030 Agenda for sustainable development. The agenda's first goal covers the provision of equal rights to economic resources to all men and woman, including the poor and vulnerable. Syrian refugees are part of the vulnerable people in Jordan and the opportunities to participate in the start-up program would constitute an effort in the desired direction. By the implementation of the introduced approach, the Jordanian Government would target inclusive and equitable quality of education and promote lifelong learning opportunities for all, which is included in goal 4. In particular, objective 4.4 calling for increasing numbers of youth and adults with skills i. a. in entrepreneurship is targeted by the suggested project. Empowering allows high potential students to realize their innovative ideas, a higher level of economic productivity and thereby goal 8.2 can be reached. Additionally, objective 8.3 asks for policies supporting entrepreneurship, creativity and innovation, which is also fostered by the introduced approach. In order to reach social and economic integration of refugees in host countries and create the benefits mentioned, the elimination of discriminatory laws, policies and practices is essential (Goal 10.3). By pursuing the start-up program, the Jordanian Government would actively target this objective and at the same time ensure a win-win situation for all involved parties. (UN, 2015, Sustainable development goals and targets)

7 Conclusion

The present paper examines the following question: How can the great amount of refugees residing in the region of their origin be socially and economically better integrated without causing resentment and fear within the local population? Therefore, the paper focuses on Jordan and the Syrian refugees residing there. Furthermore, the question of integration is approached through the education sector. In the first part of this paper, general information about Jordan and the current situation regarding the refugees was discussed. Thereafter, the education system of Jordan, regulations concerning the education of refugees, and the problems faced by the refugee students were illustrated. Based on this illustration, it was concluded that youths and young adults are a vulnerable group, which is neglected by the international actors in their response concerning the education of refugees. Therefore, the approach developed in this paper focuses on the education needs of youths and young adults in order to address the gap in the international response. Furthermore, since youths and young adults are a large group, which encompasses different stages of the Jordanian education system, the project solely targets university students to ensure tailored measures, leading to efficient and successful implementation.

In this paper, it is proposed to implement a course at the university level, in which students have the opportunity to develop a start-up business. Host as well as refugee students, who are already enrolled at the university should be eligible to join this course. The students work in groups on their projects, and mixed teams, containing Jordanians and refugees, are encouraged. Furthermore, the students should be supported in their entrepreneurial activities by business incubators. At the end of this one-year course, the newly developed start-ups have the opportunity to present their products and services to companies, NGOs, universities, and public authorities with the aim of acquiring investments. Successful start-ups, which were able to attract investments, should work independently from the universities after this one-year program.

This approach creates a win-win-situation for all involved stakeholders. Refugee as well as Jordanian students have the opportunity to creatively engage in a project, which provides them with good experiences and also improves social cohesion because refugees and host students have to work together. Furthermore, successful projects, which are able to acquire investments, generate income for the students, what would reduce the financial burden they are faced with. In addition, the private sector is provided with lucrative investment opportunities and the chance to acquire new knowledge. The Jordanian Government benefits due to the additional employment and increasing social cohesion. Universities may improve their prestige and financial situation. In addition, by contributing to social cohesion and increasing income earning opportunities for refugee students, this approach improves social and economic integration of the Syrian refugees in Jordan. Moreover, this project may have positive

long-term systemic impacts. Namely, it positively affects the labor market, the education sector, and the future ability of the Syrian population to rebuild their country. However, there are still unanswered questions regarding the implementation of this project, such as the demand of this program, the rights of private companies, and the work permit situation. Therefore, the authors recommend the SDC to conduct a feasibility study and to start a political dialogue with the Government of Jordan, as next steps.

It has to be emphasized that Syrian refugees in Jordan face many obstacles concerning their economic and social integration. Some of this obstacles are of legal nature, such as the three-years-rule impeding the enrolment of many Syrian children into schools, the restrictions on vocational training, the requirement to renew the registration every six months, and the difficulties regarding obtaining work permits (see chapter 3.2 and chapter 2.4.2). The upside is that regulations and legal restrictions can be amended, and some changes are already happening (e.g. the Jordan Compact). However, it is very important that not only the SDC but also other international actors continue to engage in political dialogues with the Jordanian Government and society in order to facilitate further changes and to help Jordan to implement the measures. Moreover, if it is possible to convince the Jordanian Government to ease the integration of refugees, other countries may follow Jordan's example.

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9 Appendix

9.1 Discussion at the Swiss Agency for Development and Cooperation

On April 12, the authors presented the outcome of the research and two preliminary project ideas at the Swiss Agency for Development and Cooperation (SDC) in Bern. Pietro Mona (SDC), Peter Beez (SDC and lecturer in development economics at the University of St. Gallen), and Urs Heierli (msd consulting and lecturer in development economics at the University of St. Gallen) were part of the audience and gave an extensive feedback to the preliminary outcome of this paper. The following paragraphs summarize the most important points of the feedback.

It was emphasized that the approaches and solutions developed in this paper must also benefit the local population and the Government of Jordan. It must be a win-win-situation for all of the three stakeholders. Therefore, the inclusion of the local population is of great importance. Furthermore, the experts discussed the political and legal problems regarding the integration of Syrian refugees in Jordan that the authors of this paper as well as international actors are faced with. There are some restrictions which impede the integration of the refugees into the labor market. For instance, vocational training programs are restricted by the Government, and it is very difficult for NGOs and other organizations to get a permission for vocational training programs targeting Syrian refugees (see chapter 3.2.1). The experts were the opinion that these legal and political issues should not be a reason to reject project ideas. In other words, an approach regarding the integration of Syrian refugees can be developed and proposed in this paper even if it cannot be implemented in Jordan due to political and legal obstacles. However, they highlighted the importance of a political dialogue with the Jordanian Government and society. A dialogue addressing the legal impediments to the integration of Syrian refugees in Jordan is inevitable. In conclusion, the experts suggested that the authors should develop ideas and approaches to the question of integration even if there are legal impediments regarding the implementation of these ideas. However, it is of great importance that the authors point out these impediments and recommend the SDC and other organizations to address these obstacles in a policy dialogue with the Government of Jordan.

In addition, the experts were the opinion that the inclusion of the private sectors in integration projects is very important for the sustainability of such projects. They suggested that the business aspect should play an important part in this paper. However, they pointed out that the cooperation of companies depends on the profitability of the projects. In other words, companies are more willing to support and finance integration projects if they are profitable for them. The private sector has to perceive the projects as a business opportunity. Moreover, the experts asked if companies have an incentive to

support projects targeting university students since companies may already have a large pool of good skilled refugees.

Furthermore, the experts recommended to consider the aspect of improving the system as such. The authors should ask how the education system, but also other aspects of refugee integration, may be improved. In addition, the impacts of the ideas developed in this paper on the greater context should be taken into consideration.

9.2 Skype Call with Jean-Marie Fakhouri (Former UNHCR Official)

On April 5, the authors had a Skype call with Jean-Marie Fakhouri, a former UNHCR official, to discuss first project ideas. In the following, the most significant inputs are outlined.

Jean-Marie Fakhouri pointed out that talking about integration presupposes that refugees' intention is to stay in their host country. Additionally integration depends on the government, as they can set the policies against or in favour of integration. Having policies that allow refugees to settle down supports integration. Furthermore, if the project will be implemented in schools or universities, these institutions need to be opened for such plans and provide a welcoming environment for Syrian refugees.

Regarding start-up programs there are several questions that one has to answer bevor starting the planning and implementation. First of all there is the need to know whether or not there is an environment in Jordan that is receptive to this kind of project. A market review should be conducted to answer this. It needs to be shown that Jordan has the ability and the resources to implement such a program and that there is a demand for start-up projects. Another substantive issue will be the funding. Is it the SDC and their partners who will fund the project or does the government contribute? Therefore partners need to be selected and a budget plans needs to clarify the financial resources needed. However, the project needs to be sustainable. The SDC should guarantee a sustainable solution that helps not only the refugees but also the locals and the country as a whole.

If the project is supposed to be implemented in secondary schools, there is another aspect that' needs to be taken into consideration. Secondary school students (and especially refugees) often need to work after school. It therefore can collide with the plan to implement an extracurricular activity for them.

9.3 Skype Call with Mohammad Barakat (Programm Officer SDC Amman, Jordan)

On April 12, the authors had a Skype call with Mohammad Barakat, Program Officer of the SDC in Jordan, to discuss first project ideas. In the following, the most significant inputs are outlined.

The current work of the SDC in the Jordan education sector is mainly focused on the primary and secondary school level (e.g. support of the Ministry of Education in accommodating Syrian refugee students in public schools). The university level is not targeted up to now. However, there are Syrian students attending Jordanian universities, but many cannot afford it. Furthermore, for students that finished university it is hard to find a job and as a consequence many are unemployed for years.

As the unemployment rate is already high, the fear exists that allowing refugees to work will increase job competition and trigger further tensions. Thus, Syrian refugees face hurdles in obtaining working permits and many of them work in the informal sector. Also vocational training programs are prohibited for refugees so far, as it would increase competition against Jordanians. However, the legalization of Syrians working in Jordan is currently discussed with the Jordan government.

In terms of start-up programs, already similar programs for Jordan students exist. People are interested in participating and many students are starting their businesses, however not always successfully. Currently there are no initiatives concerning mixed teams existing. To ensure the interests of the Jordan people, the government introduced a 30 percent regulation: “Any project that is directed towards Syrians has to be approved by the ministry of planning. (…) 30 percent of the budget of the project should go to the Jordanian to benefit them. So if you have a humanitarian project delivering services to refugees, 30 percent of the budget should go to Jordanian.”

10 Declaration of Authorship

"We hereby declare

- that we have written this work on our own without other people's help (copy-editing, translation, etc.) and without the use of any aids other than those indicated;
- that we have mentioned all the sources used and quoted them correctly in accordance with academic quotation rules;
- that the topic or parts of it are not already the object of any work or examination of another course unless this has been explicitly agreed on with the faculty member in advance;
- that our work may be scanned in and electronically checked for plagiarism."

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